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Non-state actors in education

Non-state actors in non-formal youth and adult education

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ABSTRACT

The analysis of the role of non-state actors in non-formal youth and adult education is based on a broad framework that includes the definition of key concepts, a typology of non-state engagement in adult literacy and basic education, a mapping of the roles and responsibilities within partnership arrangements, and an exploration of issues structured into the main dimensions of non-state actors' activities; namely provision, financing, governance and regulation, and influence and innovation. In a first step, the analysis sets out to identify major issues and challenges related to the engagement of non-state actors in adult literacy and basic education, illustrated through examples from different contexts. In a second step, the analysis focuses on innovative elements that can be considered as good practice examples of how non-state actors have successfully addressed those challenges. The final conclusions refer back to the initial questions about the role non-state actors play in adult education policies and programmes leading to a series of general recommendations that may help state and non-state actors engaged in adult learning and education advance the SDG agenda, and in particular meet international commitments on adult literacy and education.

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1. Introduction

The overall purpose of this background paper is to provide a comprehensive analysis of provision, financing, governance, regulation, and innovation by non-state actors in relation to adult learning and education. A broad framework offers a definition of key concepts as well as a typology of non-state engagement in adult learning and education services and of public-private arrangements in such services. The main focus is on major trends in adult literacy and basic education. Adopting an equity and inclusion approach, the work also sheds light on the key issues and challenges of non-state provision, in terms of access, participation, learning outcomes, financing, governance and regulations. Based on selected good practice examples, the paper aims to identify innovative elements that successfully address identified challenges and contribute to the achievement of SDG targets 4.3 and 4.6. Finally, the paper presents some general conclusions and recommendations for the way forward.

The analysis of policies and programmes from around the world draws on the Effective Literacy and Numeracy Practices Database (LitBase) of the UNESCO Institute for Lifelong Learning and other readily available sources, and illustrates the different roles non-state actors play in adult education policies and programmes. Its aim is to understand the following:

(1) how non-state actors are involved in providing adult education services and the effects on access, participation, quality, and learning outcomes;

(2) how this non-state engagement is financed;

(3) which collaborative arrangements with non-state actors are in place;

(4) how non-state actors are regulated and whether these regulations are fit for purpose; and

(5) the contribution of non-state actors to innovation in youth and adult education.

The methodological approach of this study mainly consists of a desk review of available online sources, including the UNESCO LitBase[1] database and other information collected by the UNESCO Institute for Lifelong Learning (UIL) in the context of the CONFINTEA monitoring process[2], as well as interviews and exchanges with selected resource persons. These interviews were conducted between October 2019 and March 2020, with respondents from four countries, representing policy-makers, representatives from Civil Society Organisations, and UN-Organisations[3]. Researchers, university professors, directors of national and international non-governmental organisations, and members of regional and international networks, were also contacted as resource persons between July and August 2020 to obtain up-to-date information on specific themes, programmes and countries[4]. The rationale and principles that guide this analysis include a human rights approach and the SDG framework, in particular SDG 4. In this context, adopting an equity and inclusion approach involves recognising and valuing diversity of youth and adult learners and their learning needs. The application of a lifelong learning approach implies addressing non-formal youth and adult

education in a holistic way, both as one stepping stone in an individuals' learning trajectory throughout life and as a component of a flexible learning system.

2. Conceptual framework for the analysis of non-state actors in non-formal youth and adult education

Non-state actors have a long tradition in adult education and are highly diverse. For practical reasons it is necessary to delimit the scope and focus of this study with the help of a broad framework for the analysis. This section starts with the definition of some key concepts that are relevant for the analysis of non-state actors in non-formal youth and adult education. It further maps out the types of non-state actors and their engagement in adult learning and education services, with a particular focus on public-private arrangements in such services. It then offers a conceptual framework for the analysis covering the main dimensions of non-state actors' activities in non-formal youth and adult education, namely provision, financing, governance and regulation, and influence and innovation.

2.1 Definition of key concepts

Youth and adult education is an integral component of the human right to education. The Recommendation on Adult Learning and Education, which was adopted at the 38th Session of the UNESCO General Conference in November 2015, supports the Education 2030 Framework for Action (WEF, 2016) and sets out guiding principles for promoting and developing Adult Learning and Education (ALE) in UNESCO's Member States (UNESCO & UIL, 2016). As a core component of lifelong learning and a building block of a learning society, ALE "comprises all forms of education and learning that aim to ensure that all adults participate in their societies and the world of work. It refers to the entire body of learning processes, formal, non-formal and informal, whereby those regarded as adults by the society in which they live, develop and enrich their capabilities for living and working, both in their own interests and those of their communities, organizations and societies" (ibid., p.6).

In some contexts, there is also mention of adolescents and/or youth as specific groups (mainly in the Global South) in adult education policy documents, in others the elderly persons are highlighted as learners with particular needs (mainly in the Global North). Due to a lack of appropriate alternatives, frequently un- or underschooled adolescents and young people are populating adult education classes. For the sake of convenience, in this paper the term "adult" is being used referring to the existing diversity of age groups engaged in adult learning and education. When relating to specific education programmes, the terminology reflected in the programme documents is being used.

Adult education is a complex field and the most diverse of the sub-sectors of national education and lifelong learning systems. It includes a variety of types of learning activities which are clustered into three broad categories in the Recommendation on Adult Learning and Education: (i) literacy and basic skills; (ii) continuing training and

professional development; and (iii) active citizenship (also known as community, popular or liberal education) (ibid.). Typically, participants in ALE have concluded their compulsory (basic) education and training and then return to some form of learning or training (continuing training and professional development, and active citizenship) to keep up with ongoing changes. However, in all countries there are persons who had no opportunity to enrol in or successfully complete compulsory school education by the foreseen age. In addition, PIAAC and other test-based surveys have proven that even among those who have completed compulsory schooling, there is a proportion of youth and adults (aged 15+) who is affected by low proficiency levels in reading, numeracy and other basic competencies[5.]

The focus of this paper is mainly on adult education activities that provide literacy and basic education as this typically corresponds to the (minimum of) compulsory education to which citizens are legally entitled to in most countries around the globe. This includes the (further) development of reading, writing, numeracy (often subsumed under the term 'literacy') and other basic, essential or fundamental skills or competencies as well as basic education for those who need a recognised certificate or qualification as a prerequisite to access further studies and/or a job (promotion). In addition to adult literacy and basic education, related provision is often integrating life skills in the broadest sense (including active citizenship), practical and (pre-) vocational skills, language and ICT skills, among others. Further, related provision applies approaches ranging from rather school-like equivalency primary and secondary education to intergenerational (family literacy and learning), popular education and community-based learning models, often coupled with development-relevant and income-generating projects.

There have been different attempts to define – and even develop typologies of - non-formal education (e.g. UNESCO, 2005). The defining characteristic of non-formal education can be best described as "an addition, alternative and/or complement to formal education within the process of lifelong learning of individuals" (UIS, 2012:11). Depending on the national context and the needs of specific target groups, it can cover a range of programmes. While adult literacy and basic education programmes are usually described as alternative, second-chance or non-formal education opportunities, there are also cases (e.g. in Latin America), where basic education equivalency programmes for youth and adults are categorized as formal education strategies while calling them 'alternative education models'. This is mainly due to the fact that they follow the formal national curriculum and lead to recognised certificates or qualifications. From a lifelong learning perspective, however, the distinction of formal, non-formal or informal learning in (adult) education is rather irrelevant. Therefore, this paper is extensively abstaining from identifying adult education provision as either formal or non-formal.

Literacy and numeracy are usually regarded as basic or foundational[6] skills which are at the core of basic education. Literacy has been defined by UNESCO as the "ability to identify, understand, interpret, create, communicate and compute, using printed and written materials associated with varying contexts" (UNESCO, 2004). Nevertheless, literacy is best understood as a competency: "the (cap-) ability of putting knowledge, skills, attitudes and values

effectively into action when dealing with (handwritten, printed or digital) text in the context of ever-changing demands" (UIL, 2017:2). It involves the development of relevant and recognised proficiency levels that should be "equivalent to levels achieved at successful completion of basic education" (WEF, 2016:47). Literacy and numeracy are often subsumed under the term 'basic skills' with a strong emphasis on labour market skills. Basic skills imply the competences "citizens need to be able to participate actively and sustainably in today's societies, not least (but not only) in working life. They include above all literacy, numeracy, digital competence and social and intercultural competence" (European Commission, 2015a:2). This paper adopts the expanded vision of literacy that is made explicit in the explanatory text of SDG target 4.6 (WEF, 2016).

Basic education (also denoted as general, fundamental, elementary or primary/secondary education) "prepares the learner for further education and an active life and citizenship, while meeting basic learning needs including learning to learn, and the acquisition of literacy, numeracy and scientific and technological knowledge as applied to daily life" (UIL, 2017:2). It consists of at least nine years (lower secondary education), but in many countries it covers already 12 years of primary and secondary education and is free and compulsory. Equivalent basic education should be offered to youth and adults "who did not have the opportunity or possibility to receive and complete basic education at the appropriate age" (UNESCO, 2007:2).

2.2 Mapping out the kind of engagement of non-state actors in adult education

A clear definition of non-state actors in adult education is a challenging endeavour. A simple way of distinguishing state from non-state actors could be along the lines of 'public' or 'private' actors. Another demarcation could be drawn between 'non for-profit' and 'for-profit' service providers[7.] However, in contexts where non-state actors receive government financing, distinctions between 'public' and 'private' become less clear and the blurring of lines between public and private is a common pattern. Moreover, in response to chronical underfunding of adult education and to increase planning security and the sustainability of related services, many non-state actors have started to combine non-profit with for-profit activities. This 'hybridization' of non-state actors' operating modes along with their complex interconnectedness of financial and collaborative arrangements with the public sector are definitely in the way of straightforward and dichotomous-like categorizations.

UNESCO considers an educational institution to be "non-state" if it is controlled and managed by a non-governmental organisation or if it has a governing body that primarily consists of members not selected by a public agency (UNESCO, 2010). Likewise, private institutions are those that "are not operated by public authorities but are controlled and managed, whether for profit or not, by private bodies such as non-government organizations, religious bodies, special interest groups, foundations or business enterprises" (UNESCO, 2020:418). Following the suggestion of Steer et al. (2015) and for better clarity to distinguish (non-for-profit) civil society organisations from (for-profit) corporate private sector engagement in adult education, in the context of this study the term "private" will be predominantly used to refer to the business-, commercial- and entrepreneurial-oriented private sector. The

United Nations identify civil society as the "third sector" of society, along with government and business[8.]Civil society involves "areas of free association outside the State and the economy". Moreover, it implies "voluntary associations, social movements, non-governmental organisations and so on, which act in the intermediate space above the family and below the State" (Crowther, 2013:268).

While the government (public sector) and civil society have a long tradition as the sole and/or main actors in adult literacy and basic education, in the recent past, engagement of private sector actors in this field has become more visible in some contexts (see Section 4). However, adult literacy and basic education providers rarely appear to be entirely commercially driven entrepreneurs as they usually serve poor, marginalised and vulnerable population groups. They often have included adult literacy and basic education into their overall portfolio of services (which may predominantly cater for solvent middle and even upper class clients), charge fees from students within a cost-sharing rationale, and/or receive public or foreign aid subsidies for this specific activity (i.e. adult literacy and basic education). Therefore, it is difficult to identify them as purely commercially oriented private entrepreneurs (*edupreneurs*) who are more active in formal education for children and adolescents or higher education for young people (Rose, 2007).

Steer et al. suggest characterizing non-state actors in education along a continuum rather than as a (public-private) dichotomy and, in acknowledgement that a distinction between state and non-state actors is increasingly confused, the focus should be more on identifying what combinations of state and non-state engagement are most fruitful (Steer et al, 2015; see also Patrinos et al., 2009 and Haddock, 2017). The application of such an approach is particularly meaningful when analysing the role of non-state actors in adult literacy and basic education as (1) it is about a fundamental right that governments have an obligation to fulfil; (2) it is impossible to compare the engagement and performance of distinct actors due to a lack of evidence (robust data); and (3) partnership and collaborative engagement of all actors (from the public, civil society and private sector) is imperative given the magnitude of the adult literacy and basic education needs in many countries (i.e. too big to be shouldered by only one or few actors).

2.3 Types of non-state actors and stakeholders engaged in adult learning and education

Most of the non-state and non-for-profit actors can be subsumed under the broad category of Civil Society Organisations (CSOs). However, there are also stakeholders from the (philanthropic-oriented) private sector who are engaged in adult literacy and basic education without a direct or immediate profit-orientation. Taking on their 'social responsibility', private enterprises may support literacy and basic education of their own employees or disadvantaged groups in the neighbouring community or broader society. They frequently sponsor related activities of (specialised) civil society providers, too. Non-state actors active in ALE may include a large diversity of non-governmental actors such as:

- Civil Society Organisations (CSOs)

- Non-governmental organizations (NGOs)

- Community-based and –owned organisations (CBOs)

- Social movements, unions, associations, co-operatives, activist and self-help groups (learners, teachers, women, youth, farmers, landless workers, organised village and neighbourhoods, etc.)

- Social partners (state, employers, labour organisations)

- Faith-based organisations, institutions or religious missions

- Organised or individual volunteers

- Private or autonomous universities, independent research institutions and academia

- Philanthropic foundations, charity and welfare groups or clubs

- Corporations (private enterprise, business, commercial sector)

- Media (not-for-profit)

- International non-governmental organizations (I-NGOs)

- Bilateral and multilateral development agencies (aid agencies, development banks, UN-organisations)

2.4 Roles and responsibilities within public-private arrangements and partnerships

Available research shows that the analysis of the different ways in which public and non-state actors relate to and cooperate with each other is more relevant than discussing the best way of categorizing the diversity of non-state actors engaged in the field of adult literacy and basic education (ASPBAE, 2013; Draxler, 2008; Patrinos et al., 2009; Steer et al, 2015; Verger, 2012; Zarestky & Ray, 2019). This requires looking at the different roles and responsibilities of public and non-state-actors. It further involves examining the rules that govern these relationships.

Such endeavour is challenged by the complexity of interaction between public and non-state providers in the field of adult literacy and education, including funding arrangements, oversight, ownership and management. For example, many non-state providers are publically funded, while some are not funded by the state but fall under the management of the government (ministry of education) when it comes, for example, to their accreditation for the provision of recognised certificates. Often, there are several other ministries involved, in addition to the ministry of education. Other stakeholders, such as faith-based and community-based providers, benefit from a mixture of state and non-state financing, and may also receive funding from official (foreign) donors (Patrinos and Sosale 2007; Rose, 2006).

Most so-called 'private provision' is actually better described as public-private partnerships (PPP) (Steer et al, 2015). In the delivery of adult literacy and basic education, there is a large diversity of different (contractual) public-private arrangements and partnership models, such as (a) sharing buildings, infrastructure and equipment; (b) outsourcing of educational and non-educational support services; and (c) partnerships for innovation and research (ASPBAE, 2013; Patrinos et al., 2009; Verger, 2012).

Both the CONFINTEA and the SDG frameworks for action place a strong emphasis on partnerships and collaboration schemes as the only feasible means through which the very ambitious goals and targets can be achieved. This reflects an acknowledgement of the need to distribute the responsibility for adult literacy and education to as many actors as possible, and that non-state actors are well-positioned to contribute to the achievement of the envisaged change. The role that governments are expected to play is to promote such a shared social responsibility in adult education, without undermining its own role as guarantor of the right to education for all, or more precisely to "lifelong learning opportunities for all" (WEF, 2016).

Fulfilling such role implies a strong and sustained political will to create mechanisms for participation in all components of the system - the design, implementation and evaluation of public policies. Shared vision and action with non-state actors (i.e. civil society, private sector, and academia) are vital considering the growing demand for transparency, participation and respect for social diversity, and for the recognition of these stakeholders' experience and contribution to cater for the learning needs of specific target groups. Ideally, innovative and successful experiences of such non-state actors can influence and be converted into public policy.

In the context of the implementation of the Sustainable Development Goals, partnership arrangements are expected to play an important role in implementing strategies for realizing the goals and targets under the Sustainable Development Goal for education, SDG 4, with SDG 17 promoting the use of partnerships between governments, the private sector and civil society to address inequalities in the provision of and access to public services. In the Education 2030 Framework for Action, the roles and responsibilities of the different actors are outlined (WEF, 2016:57-59) as follows providing also pointers for successful partnership arrangements in adult literacy and education:

- Governments have the primary responsibility to deliver on the right to education, and a central role as custodians of efficient, equitable and effective management and financing of public education. They should sustain political leadership on education […] while ensuring a transparent and inclusive process with other key partners. The role of the state is crucial in regulating standards, improving quality and reducing disparity between regions, communities and schools[9].

- Civil society organizations (CSOs), including representative, broad-based coalitions and networks, play essential roles. They need to be engaged and involved at all stages, from planning through to monitoring and evaluation, with

their participation institutionalized and guaranteed. CSOs can: promote social mobilization and transformation, raise public awareness, develop innovative and complementary approaches that help advance the right to education, especially for the most excluded groups; and document and share evidence from practice.

- The private sector, philanthropic organizations and foundations can play an important role, using their experience, innovative approaches, business expertise and financial resources to strengthen public education. They can contribute to education and development through multi-stakeholder partnerships, investment and contributions that are transparent, aligned with local and national priorities, respect education as a human right and do not increase inequality. In addition, they can provide additional services and activities to reach the most marginalized within the framework of state-regulated standards and norms.

- The research community has an important contribution to make in education development in general and policy dialogue in particular.

Two of the six indicative strategies of the literacy target 4.6 explicitly mention the engagement of civil society: (1) "Establish a sector-wide and multisector approach for formulating literacy policy and plans, as well as for budgeting, by strengthening collaboration and coordination among relevant ministries, including those dealing with education, health, social welfare, labour, industry and agriculture, as well as with civil society, the private sector and bilateral and multilateral partners, supporting decentralized provision in practice"; and (2) "Scale up effective adult literacy and skills programmes involving civil society as partners, building on their rich experience and good practice" (WEF, 2016:48).

2.5 The dimensions of the engagement of non-state actors in adult education

The Belém Framework for Action adopted by 144 UNESCO Member States at CONFINTEA VI in December 2009 (UIL, 2010), provides references and principles based on good practice with regard to adult literacy, policy, governance, financing, participation, inclusion and equity, and quality in adult learning and education (ALE). All these elements are closely interrelated with each other and can be aligned with the four dimensions included in the below proposed framework for the analysis of non-state actors in non-formal youth and adult education (see Table 1). They can be summarised as follows:

- Literacy is seen as an "indispensable foundation" to engage in further learning, an "inherent part of the right to education", and a prerequisite to development. Therefore, it is imperative to "redouble efforts to create "a fully literate world".

- Policies and legislative measures for adult education need to be "comprehensive, inclusive and integrated within a lifelong and life-wide learning perspective, based on sector-wide and inter-sectoral approaches, covering and linking all components of learning and education".

- Governance[10] should facilitate the implementation of adult learning and education policy "in ways which are effective, transparent, accountable and equitable. Representation by and participation of all stakeholders are indispensable in order to guarantee responsiveness to the needs of all learners, in particular the most disadvantaged."

- Financing of adult education is seen as "a valuable investment" and "significant financial investment is essential to ensure quality provision".

- Participation, inclusion and equity are fundamental concerns in adult education. "Combating the cumulative effects of multiple disadvantage is of particular importance" and "measures should be taken to enhance motivation and access for all".

- Quality in adult learning and education "requires relevant content and modes of delivery, learner-centred needs assessment, the acquisition of multiple competences and knowledge, the professionalization of educators, the enrichment of learning environments and the empowerment of individuals and communities" (UIL, 2010:6-9).

2.6 A framework for analysing the role of non-state actors in non-formal youth and adult education

The analysis in this paper will focus on different activities of non-state actors in non-formal youth and adult education which are clustered into four general dimensions: provision, financing, governance and regulation, and influence and innovation. Structuring the activities, involved stakeholders and related issues into these four dimensions is rather for analytical purposes. In reality, they are closely interrelated and interacting with each other.

Table 1: Framework for the analysis of non-state actors in non-formal youth and adult education

	Activities	Stakeholders	Issues
Provision	• Youth and adult literacy services • Youth and adult basic education services • Other youth and adult education services (e.g. programmes integrating literacy, basic and life skills development, applying intergenerational approaches or linking with work-related training and income-generation)	• CSOs, NGOs & I-NGOs • Community • Faith-based providers • Philanthropic & corporate foundations • Universities • Teacher & learner associations • Educational personnel • Volunteers • Learners	• Access & Participation • Equity/inclusion • Quality (teachers, curriculum & materials, learning outcomes) • Efficiency (retention, completion) • Accreditation & provision of recognised certificates/ qualifications
	• Programme, curriculum & material development	• CBOs, NGOs & I-NGOs • Universities • Faith-based organisations	• Quality & relevance • Perspectives & mission
	• Training & pedagogical support of teachers	• NGOs • Universities	• Quality & relevance • Professionalization
	• Monitoring & evaluation • External evaluation	• Government & non-state providers	• Quality & relevance

	• Research & knowledge generation	• Universities • Research institutes	• Systematic data collection & use • Information
Financing	• Contributions of learners and their families • Community resources	• Learners • Family households • Communities	• Equity/ inclusion • Motivation • Ownership
	• Government funding of non-state providers or households (at national and sub-national levels)	• Authorities managing governmental regular budget and aid funds (at different levels)	• Equity/ inclusion • Outsourcing strategies/ competitive bidding • Priorities & political (dis-)continuities
	• Bilateral and multilateral funding (development aid)	• Bilateral and multilateral donors	• Changing priorities • Creation of dependencies
	• Fundraising activities • Collection of donations & *zakat* • Membership fees	• CBOs, NGOs & I-NGOs • Faith-based providers • Associations & unions • Foundations	• Innovative financing strategies • Transparency • Sustainability
	• Corporate social responsibility & philanthropic activity	• Private sector (e.g. IT-companies, textbook publishers, assessment tools & packages) • For-profit providers	• Equity/ inclusion • Sustainability • Quality • Public-private arrangements/ partnerships
	• Voluntary work • Internship (as part of pre-service teacher training)	• Teachers & educational personnel • Universities & students	• Quality • High turn-over & sustainability
Governance & Regulation	• Legislation, regulations and minimum standards (quality criteria)	• Government (at different levels)	• Focus of legislations and regulations • Implementation • Quality assurance
	• Accountability mechanisms	• Government • Community • Civil society • Private actors • Social partners	• M & E systems • Information/ communication • Transparency • Social control
	• Governance structures	• CBOs, NGOs & I-NGOs • Community • Private actors	• Representation & participation in decision-making
	• Mechanisms of information, involvement and participation in adult education policy & programme development	• Government • Communities • CBOs, NGOs & I-NGOs • Private sector • Teachers • Learners	• Roles & responsibilities • Capacity-development • Political context (weak democracy or empowerment)
	• Collaboration and partnership arrangements (PPP) • Interministerial, interinstitutional, and transnational coordination and cooperation	• Public and non-public providers from the field of education and beyond • International organisations	• Coordination • Resource-sharing • Accountability • Power relationships • Transnational marketing

Influence & Innovation	• Development and piloting of new approaches, models and programmes	• Non-state providers • Governments (at different levels)	• Capacity of upscaling new initiatives • Sustainability • Project-approach
	• Knowledge generation & dissemination	• Universities • Research institutes • Philanthropic organisations • Specialised UN-Organisations	• Focus of research • Funding • Sustainability of specialised institutes
	• Advocacy and network activities	• CBOs, NGOs & I-NGOs • Associations, unions, and community organisations • Regional/international adult education networks	• Human right to education • Non-state actors' intentions & worldviews • Invisibilization of adult literacy needs • Learners' voices
	• Innovations in teaching and learning (pedagogy) • Innovations in the management of adult education programmes	• Non-state ALE providers	• Adoption of innovation by government • Sustainability

3 Analysis of trends, issues and challenges of the engagement of non-state actors in adult literacy and basic education in terms of provision, financing, governance and regulations, and influence and innovation

This section will focus on current trends by trying to identify major issues and challenges that are related to the engagement of non-state actors in adult literacy and basic education. This will be illustrated through examples from different contexts and structured according to the four dimensions of provision, financing, governance and regulation, and influence and innovation as outlined in the above framework (see Table 1).

3.1 Trends, issues and challenges in terms of provision

It is extremely difficult to gain a clear picture about the size and coverage of provision of youth and adult literacy[11] and basic education programmes[12] given that many countries lack effective monitoring and evaluation systems including robust data on ALE. Moreover, this is also the case due to the multiplicity of non-state actors in this field. Nevertheless, within the CONFINTEA process there has been an attempt to monitor related developments at the global level, most recently through the GRALE 4 (UIL, 2019) survey applied to national ministries of education (or other ministries responsible for ALE). As provision in ALE is mainly related to participation, the specific survey

question was: 'Since 2015, in what way has ALE participation changed for literacy and basic skills?' Among the 136 responding UNESCO Member States, a majority (57%) observed an increase in participation, 26% reported no change, 7% a decrease, and 10% did not know. The greatest increases were reported from the Arab States (82%) and sub-Saharan Africa (70%).

However, also a significant proportion of Member States in North America and Western Europe testified an increase (56%), which is slightly higher than in Latin America and the Caribbean (54%) and Asia and the Pacific (47%), and considerably higher than in Central and Eastern Europe (29%). This is probably a consequence of test-based cross-country assessments (e.g. PIAAC), which have contributed to obtain a more nuanced picture of existing literacy needs and brought the issue back onto the national policy agendas. For example, in Germany, a National Decade for Literacy and Basic Education (2016-2026) was launched in 2016 with the aim to raise literacy and basic education levels of adults. Interestingly, 41% of Member States representatives from Central and Eastern Europe responded that they did not know if participation in literacy and basic skills had increased, not changed or decreased. This indicates that the issue of adult literacy and basic skills is not (yet) on the radar of the governments.

Non-state actors make an important contribution to provision of adult literacy and basic education. However, in most countries the state is still the main provider. In Latin America and the Caribbean, civil society, including NGOs and community organizations, and the for profit private sector, - except for Cuba where the government is the sole provider, - are active in the provision of youth and adult education and literacy. Only Chile, Paraguay and Suriname do not report the private sector as literacy provider, although engaged with education programmes for youth and adults in all areas devoted to labour skills, technical training, healthcare and use of information and communications technology. NGOs are reported to have become important providers of basic services, and play a role of paramount importance to those who are harder to reach, especially where the state does not provide teaching services or where their quality is poor (UIL, 2017b). However, no data is available to support this evaluation.

The government of China promotes the development of private adult education. For example, schools and enterprises are encouraged to strengthen cooperation in adult education, relevant departments, industries and enterprises are urged to develop staff education, and funding has been increased to incite the establishment of shared mechanisms among government, industry, enterprises and individuals. The Ministry of Education has also issued guidelines for the use of social resources to develop learning cities[13] in a unified fashion (UIL, 2017a).

The GRALE 4 report also explores participation in adult learning and education from the perspective of equity and inclusion (UIL, 2019). The findings are based on survey responses supplied by governments of 159 countries. Two of the main messages on equity and inclusion are: (1) that disadvantaged, vulnerable and excluded populations tend to do by far the worst when it comes to participation in ALE; and (2) that limited and sketchy data are in the way of knowing enough about participation, particularly in low-income countries and for marginalized and excluded groups.

Opportunities to engage in ALE are shockingly unequal. Some groups in society have access to a multitude of learning opportunities throughout life, while others have very little prospect of engaging in ALE. In too many cases, marginalized groups do not participate in adult learning and education. Sizeable groups in some countries face institutional barriers such as a lack of access to courses and programmes and/or high costs. The extent to which cost is seen as barrier is directly linked to the fees paid for participating in ALE (ibid.).

How barriers are categorized matters. A long-standing categorization (Cross, 1981) describes factors preventing participation as situational (e.g. life circumstances, such as family responsibilities or lack of time), dispositional (e.g. determined by previous learning experiences and personal disposition towards learning) and institutional (e.g. structural conditions hampering access, such as cost, lack of support, rigid schedules or limited provision) (UIL, 2019 and UNESCO, 2020). In terms of institutional barriers, training cost prevented between 25% and 30% of adults in Greece, Israel and Slovenia from participating (analysis of PIAAC data). Financial incentives only partly address the barriers. They need to be combined with non-financial instruments, such as counselling services and information awareness campaigns (OECD, 2019b and UIL, 2019).

In many countries we can observe a long (and strong) tradition of engagement of faith-based providers in adult literacy and basic education. This is the case, for example, of the Catholic Church in Latin America. Christian churches and missions are also very active in ALE in sub-Saharan Africa or in some countries in Asia (e.g. the Philippines) and the Pacific (e.g. Papua New Guinea), and even in the Arab Region (e.g. Egypt). Meanwhile the engagement of Islamic-oriented mission in literacy and basic education is more evident in West Africa, the Arab Region, and South-West Asia (e.g. Afghanistan, Bangladesh, Indonesia and Pakistan). Mobilising faith-driven commitment to serve as a volunteer in or donate (e.g. philanthropic giving by contributing the obligatory 'Zakat') for the provision of adult literacy and basic education services to the 'poor' is common among these actors. The example of the Congo Literacy Programme (also called 'Evangelization Through Literacy Programme') of the transnational Africa Inter-Mennonite Mission in the Democratic Republic of the Congo (see Box 1) shows that such programmes can have a clear missionary purpose to 'draw' poor people to the churches. To keep the programme costs low, facilitators, who had been previously trained, were asked to work as volunteers. However, this approach had to be changed by covering their transportation and other costs, in order to avoid their drop-out of the programme.

Box 1: Africa Inter-Mennonite Mission's support of the Congo Literacy Programme (CLP) in DRC

The Congo Literacy Programme (CLP) was initiated in 2017 by leaders of women's groups in the Mennonite churches in the Democratic Republic of the Congo (DRC). The programme sets out to address the oppression and suffering of women in the Mennonite community. Mennonite churches in DRC were founded by North American missionaries from this Protestant sect in the early 20th Century. They are now fully independent, although still in partnership

with the North American churches. While this adult literacy programme was initially launched by women for women, it was immediately broadened to include educators and learners of all genders and ages. The CLP has so far been implemented in five provinces. Implementing partners are the *Communauté Mennonite au Congo, Communauté Evangélique Mennonite,* and *Communauté des Frères Mennonite au Congo*.

CLP is implemented and funded by the Africa Inter-Mennonite Mission (AIMM), a faith-based organization founded in the USA in 1912. Today, AIMM is also active in Benin, Botswana, Burkina Faso, Ethiopia, Ghana, Ivory Coast, Kenya and South Africa, and together with African Mennonite conferences, AIMM is a full partner of the CLP, alongside the North American and European churches. AIMM also has national boards in both Canada and the USA for legal and financial purposes. AIMM is a registered non-profit/ charitable organization in both the USA and Canada. Donations are tax-deductible. Project plans and mission visions are usually initiated by the African churches rather than the Western partners. AIMM North American personnel visit the DRC once or twice a year to attend trainings, visit literacy classes, advise facilitators and supervisors, and often participate in graduation ceremonies.

The CLP project has been supported by a foundation grant as well as by individual donors. However, additional foundational support is still being sought. The first two years of the literacy programme have been intensively focused on training facilitators, the largest expense of the programme. Over 130 facilitators have been trained and equipped at a total cost to the foreign donor (AIMM) of about US$80,000. The in-kind contribution of the newly trained volunteer facilitators has been invaluable. Ongoing costs to the outside donor to support working facilitators (supplies, supervision, and transportation stipends) are about $100-200 per facilitator. However, the low stipends (travel money only) and heavy workload have caused some facilitators to leave the programme. After much consultation with participants, the leaders have decided that facilitators should continue to work as volunteers, with their expenses (especially transportation) covered to the maximum extent possible. The CLP has been seeking the approval of International Literacy and Evangelism to download and print the literacy materials in order to meet high demand and circumvent the problem of the high cost of learning materials.

Currently, more than 200 adult-literacy teachers have received training in the Evangelization Through Literacy Programme who are already teaching more than 1,500 adults to read and write in the principal Congolese languages. The texts incorporate Bible lessons, and teachers are encouraged to express love and support for their students as well as their own testimonies. Many students are already members of the congregations where classes are held, but others from the neighbourhoods are also being drawn to the churches.

Sources: https://uil.unesco.org/case-study/effective-practices-database-litbase-0/congo-literacy-project-democratic-republic-congo and http://www.aimmintl.org/

Community-based activities in adult literacy have also a long tradition in numerous countries. They are often part of broader development strategies to reach out to rural populations. Best known is the Community Learning Centre (CLC) approach in Asia, where communities are supported – often by national NGOs - to set up and manage their

centres with the aim of satisfying the identified learning needs of their members, including youth and adult literacy. However, networks of – publicly funded and privately run - adult or lifelong learning centres are also common in urban contexts in Europe (e.g. the Nordic countries, Germany, Italy, Slovenia) or Asia (e.g. Japan, Republic of Korea), frequently engaging the elderly in learning activities.

International non-governmental organizations (I-NGOs) or non-state providers (NSPs) have also increasingly played an important role in adult education in many countries. Their growth has been benefitting particularly from globalisation (Zarestky & Ray, 2019). They often work in partnership with (or through) local NGOs or community-based organisations and focus on under-served areas and/or disadvantaged groups. I-NGOs frequently also provide adult literacy and basic education services in their home country, are tax exempted as non-profit organisations and solicit and receive case contributions from the public budget for their engagement in development activities abroad (e.g. Germany, Sweden, UK, USA).

In some countries governments have created parastatal institutions or organisations to manage their public adult literacy and basic education provision, such as the National Institute of Adult Education (INEA) in Mexico, or the National Commission for Human Development (NCHD) in Pakistan, which is registered as a non-profit company and serving indirectly the public responsibilities in rural education and health. While they have some political power and – in the case of Mexico – are entirely publicly funded, they also enjoy a certain degree of autonomy, mainly at the operational level. In Pakistan, the private (philanthropic) sector's role has been expanding in recent years. This is partly a reflection of the shortcomings of the public sector to provide quality education to all. While the overall share of the private sector in total education enrolment is around 36%, its enrolment share is 61% in Non-Formal Basic Education (Ministry of Education/ Government of Pakistan, 2009).

In most countries, however, the main providers in adult literacy and basic education are governments, operating through their decentralised structures at the national, regional, provincial and municipal levels. This work is usually supported and/or complemented by an array of non-governmental actors. Accessible data on provision and participation is rarely disaggregated by public and non-state actors, which is posing challenges with the analysis of related trends. The share of adult learner enrolment in non-formal youth and adult education programmes provided by non-state actors can be seen as an indicator of the weight of non-state providers in related services. The below example from Peru shows that the ratio of public (two-thirds) – private (one-third) learner enrolments has not substantially changed over the past decade (see Box 2).

Box 2: Share of adult learner enrolment in non-formal youth and adult education programmes provided by non-state actors in Peru

According to data provided by the Peruvian Ministry of Education to the Parliament, the share of enrolment in private Alternative Basic Education Centres (CEBA) has not changed substantially over the period 2008 to 2017. It accounts for around one third of the total number of youth and adults enrolled in the different levels of Alternative Basic

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Education (EBA), which has risen enormously from 2008 to 2009, and then remained rather stable over the 2009-2017 period (see below table).

Enrolment of youth and adults in public and private Alternative Basic Education 2008-2017 in Peru

Year	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017
Total number (in thousands)	85.5	214.4	220.7	192.5	190.9	214.1	204.5	203.9	226.5	225.3
Public (%)	99%	61%	61%	68%	59%	59%	60%	59%	64%	65%
Private (%)	1%	39%	39%	32%	41%	41%	40%	41%	36%	35%

Source: Departamento de Investigación y Documentación Parlamentaria, Educación en el Perú: Cifras. Lima, octubre 2018

For 2018, the Directorate for Alternative Basic Education of the Ministry of Education reported the enrolment of 228,735 learners in the three cycles of Alternative Basic Education (5% in the initial, 11% in the intermediate and 84% in the advanced cycle), which corresponds to 2.6% of the potential learners of youth and adults aged 15 and beyond without having completed their basic education at the national level (about 8.5 million). 37% of the enrolled learners study in private establishments. Altogether, there are 1,646 CEBA at the national level, 51% of them are public and 49% private. Most of the public CEBA (79%) share buildings with other educational institutions (i.e. public schools). A total of 13,043 teachers work for the CEBA (918 of them as directors), 65% for the public sector and 35% for private providers[14]. However, no particular information is available about the employment schemes and arrangements, nor about their qualification and participation in special teacher training on youth and adult literacy and basic education.

The example of Peru also reveals that the potential need for literacy and basic education does not correspond to the real demand. However, even expressed demand does not necessarily lead to participation and completion. In contrast to compulsory schooling for children and adolescents where participation is mandatory, non-formal adult education is a voluntary activity. Participation in organised adult education is, as a matter of principle, based on free will. As a consequence, non-formal adult education needs cannot be standardised or determined a priori by legal or regulative proceedings of any kind. The issue of access is of course dependent on the availability of the (right kind and level of) service in the proximities where learners live and/or work (i.e. adequate provision). Yet, the real use of the offered service, - regular participation and successful completion of an adult literacy or basic education programme, - also depends on the identification and removal of possible (situational, institutional, and dispositional) barriers to engagement and persistence in learning (UIL, 2019).

While there appears to be a complete lack of research studies that analyse the differences in state and non-state adult literacy and basic education provision in terms of quality, equity, and learning outcomes, it is even more difficult, if not impossible, to find comparative studies that analyse the enabling conditions that may have played a role in determining outcomes, both in positive and negative terms. However, there is plenty of evidence on what works in adult literacy and basic education to remove identified barriers and create enabling environments (e.g.

Eldred, 2013; Hanemann and Krolak, 2017; Robinson Pant, 2014). This evidence suggests that some of those conditions need to be established by the state (for example, legal and policy frameworks), while in the case of others non-state actors are better positioned to address identified barriers, in particular those related to socio-cultural and gender-specific issues. In any case, such an enabling environment can best be achieved within collaborative efforts of public and non-public partnerships.

Based on the framework for understanding the role of NGOs in adult education developed by Hoff and Hickling-Hudson (2011)[15], Zarestky and Ray have reviewed empirical literature to find out what are the key challenges that international NGOs delivering adult education programmes face in the context of globalisation and neoliberalism. The greatest challenge they identified seems to be for Western[16] NGOs to still "cease colonialist, dominating behaviours and work with people of developing nations as equal and respectful partners". This is mainly due to the fact that "programme funding and priorities often originate in the West" (Zarestky and Ray, 2019: 668/669). While globalisation is an opportunity for bringing in Western NGOs to address existing challenges in Non-Western contexts, above all by mobilising financial support, evidence shows (e.g. Harvey, 2005; Macpherson et al., 2014; Nordtveit, 2005b and 2008; Timmer, 2009) that those programmes can only successfully meet local needs when they respect and incorporate local values and culture.

Other challenges are connected to the interaction of NGOs with local governments as there arise tensions from the purpose of empowering citizens with the governmental authority structures. NGOs also face challenges with regard to competing pressure from donors and local and national policy systems. In some cases, NGOs had to move away from their initial objective (e.g. empowerment, poverty alleviation, social justice, etc.), "in order to stay afloat". In their role of community and government intermediaries and partners, NGOs "are not always able to effectively negotiate and manage relationships among stakeholders". They often operate in complex social and cultural contexts that require the integration of multiple perspectives and interests as well as the consideration of existing power relationships and dynamics[17] (Zarestky and Ray, 2019).

While international NGOs active in adult literacy and basic education are usually perceived as "part of a global society" and are associated to the intention of advancing "social justice causes" (ibid.), they are exposed to the same risks as other (non-state) actors including the (commercially-oriented) private sector: They may reinforce exclusion, be accountable only to donors, and work at a distance from those they seek to serve (Timmer, 2009). The process of continuous standardization, rationalization, and normalization that has occurred in every sphere of society (Bromley and Meyer, 2015), has also affected to some extent the ALE sub-sector. With regard to adult literacy and basic education, this process has benefited businesses such as the large-scale literacy assessments. It further has undermined pedagogical principles such as learner-centred and need-based teaching and learning.

Such processes have also led the supervising public authorities in ministries of education to restrict the autonomy of non-state actors to flexibly adapt curricula to individual learners or groups and develop their own contextualised learning material. Such trends of 'overregulation' and 'formalization' of adult basic education were reported, for

example, by representatives of NGOs in Colombia, Ecuador and Peru[18]. In addition, this reduces room for the development of innovative approaches to the teaching and learning of youth and adults. Related provision often appears to be rather 'school-like' for children.

In addition to the challenge of assessing learning needs and reaching out to and engage a huge diversity of participant groups, a major challenge in adult literacy and basic education relates to the continuity in learning after elementary levels of literacy. This has been identified as a particular challenge in the case of short-duration literacy campaigns, which not always succeeded in smoothly integrating into national (adult or lifelong) learning systems (Hanemann, 2015). Also in the case of adult basic education ('equivalency programmes'), learners may face problems with the continuity of their learning processes before achieving the required minimum qualification to move further. This is again an issue of the availability of the following educational levels (e.g. non-formal secondary education after having completed initial literacy and primary education) and the motivation and support of learners to continue their learning trajectories (e.g. through relevant contents, flexible schedules, the issuing of recognised certificates and other incentives, personal relationship and coaching in addressing all kind of possible barriers).

There are concerns about quality and relevance of non-state provision of adult literacy and basic education[19]. However, there is no robust research evidence available to support such claims, even less in a comparative perspective with regard to state provision. An agreement on what good quality provision in adult literacy and basic education should be and the adoption of shared quality criteria among all involved actors and stakeholders could be a step into a good direction. Research-based evidence suggests that high quality adult literacy and basic education programmes depend on adequate resources (financing). However, private ALE centres that usually count on a better infrastructure, are not necessarily better evaluated by learners and teachers than public centres, as the example from Chile illustrates (see Box 3).

Box 3: Participants' satisfaction in public and private Youth and Adult Education in Chile

A diagnostic study commissioned by the UNDP to a private consulting firm had the objective to determine characteristics, perspectives and expectations of students and teachers of educational institutions on the Youth and Adult Education programme in Chile. The level of participants' (learners and teachers) satisfaction is a quality indicator in ALE.

Overall, satisfaction exceeds 50% in all cases. However, aspects linked to persons and subjects are much better evaluated, in contrast to the physical and infrastructural characteristics of the centre. With regard to the characteristics of the educational centres, with regard to infrastructure, equipment, available materials and class schedules, it was observed that in almost all cases students from private subsidised centres are less satisfied with the mentioned aspects (compared to municipal centres) except for the "school infrastructure". The reason why students and teachers from private centres were more satisfied with the infrastructure was assumed by the evaluators to be the fact that these centres have more resources (ClioDinámica Consulting, 2016).

A review of literacy programmes serving women found that the majority of the programmes, all provided by NGOs, rely on volunteer or very low-paid facilitators and cannot invest much in training and continuous pedagogical support. An exception was the NGO Tostan's Community Empowerment Programme in Senegal, which highlighted good remuneration for facilitators as an important factor in developing a strong programme. There are examples of selective collaboration with private companies, such as the Avallain Ltd Kenya[20], who funded the development of software and provided laptops in the case of a programme to empower *Self-Help Groups in Kenya through ICT for Better Education and Alternative Livelihood Activities*[21]. However, this was linked to difficulties of maintaining such technology and challenges posed by a lack of ICT infrastructure in poor rural areas (Robinson-Pant, 2014).

Some researchers have expressed concern about a trend that civil society is increasingly shaped by market thinking and values promoted by changes in state practices (such as outcome-based management and funding approaches). In this context, they have identified a trend of 'NGOisation', which is a term often used to describe the conflicting priorities of NGOs who endeavour to serve both participants and donors (Carroll and Sapinski, 2017; Dauvergne and LeBaron, 2014). It also "involves social movement organisations becoming increasingly involved in the professionalization and bureaucratisation of social change". However, while adopting a more pragmatic approach to social concerns, "they often fragment and compartmentalise change issues rather than supporting systemic transformation" (Crowther, 2013:268/269). Again, it seems to be more meaningful to recognise the interrelation of state and civil society[22], rather than trying to disentangle distinctive approaches and practices. The above described processes and tensions are shaping the state–civil society relationship in the field of adult literacy and basic education, too, which are, in any case, dependent on the specific political, economic and social context.

From the perspective of the state-actors in adult literacy and basic education, such processes can get too much beyond their control. For example, an interviewed officer at the National Ministry of Education in Colombia was critical with regard to commissioning the development of Flexible Education Models (MEFs) to private and non-governmental actors: "Private enterprises view MEFs as a business. They develop MEFs taking the formal system as a reference, not as a genuine flexible educational model. The MEFs are conceptually designed by individuals who have no contact with the target population"[23]. He thinks that publicly employed teachers, with the technical support of ministry staff, are in a better position to develop pedagogical proposals for youth and adult basic education. Reading between the lines, there seems to be uneasiness about a possibility of 'deprofessionalization' of ministry of education staff when outsourcing the 'technical' (professional) work of designing alternative education models to private actors (NGOs and non-profit foundations).

The appropriate and relevant use of ICT in learning can increase learners' motivation and engagement – meaning that they are likely to spend more time on their learning – and enhance student learning and educational outcomes. A recent study which looked at ICT use in adult learning in Europe and the USA, found that the most successful Implementation of ICT comes from those countries that (a) show a high degree of cooperation between public and private actors including municipalities and local providers of adult education; (b) display innovative ICT approaches;

and (c) actively address barriers that prevent the development of ICT-enhanced adult education (European Commission, 2015a). Increased use of mobile phones in adult learning in practice means, in most cases, institutionalising the principle called 'Bring Your Own Device' (BYOD). This implies that learners bring their own device (e.g. smartphone, tablet, laptop or other device) to classes. Concerns about the introduction of BYOD programmes include mainly equity issues, which would appear to be more relevant in schools than in adult learning where learners own devices can complement the provision from the educational provider (European Commission, 2015c).

The South African FunDza Literacy Trust, a non-profit organization, uses innovative ICT approaches to grow a culture of reading and writing among South African young people (aged 13–25) from low-income or under-resourced communities. FundZa is managed by a team of professionals, supported by a committed board of trustees who provide governance and oversight. FundZa works with a wide range of stakeholders, including government and independent schools, other non-profits and community-based organizations, corporates and foundations. It is funded by philanthropic organisations such as DG Murray Trust, Claude Leon Foundation, Potter Foundation, Indigo Trust, Nussbaum Foundation, and the Learning Trust, among others. Its main programme partner is Mxit Reach. The resource and capacity limitations of their extremely successful Reading and Writing for Pleasure Programme became evident, when they tried to scale up their provision. FundZa had only seven staff members who work to develop content, distribute books, manage ICT resources, maintain partnerships and sustain relationships with funders. To scale up further and achieve even greater impact, additional funding was required. Indeed, funding became one of the major constraints facing the project as it reached a limit on what is achievable in terms of the development of technology as well as the internal capacity to further cultivate the programmes.

Another challenge concerns content development and relevance. The more local content the programme can develop, the better able it is to meet the needs of readers. However, to develop, for example, an additional non-fiction content that appeals to a more male audience, a separate portal (Fundi FundZa) would need to be created, which requires more staff capacity. There is a further challenge to link the content produced to the formal education curriculum and to encourage the South African Education Department to use these resources inside or outside the classroom. In other words, there is obviously an increasing demand from learner-side and the potential to grow the usership of the FundZa programmes. However, funding and capacity constraints are in the way of advancing smoothly into such a direction[24].

3.2 Trends, issues and challenges in terms of financing

A large majority of non-state providers of adult literacy and basic education programmes featured at the UNESCO Database of Effective Literacy and Numeracy Practice (LitBase) report challenges with the financial sustainability of their services. This resonates with the findings of GRALE 3 and GRALE 4 that the whole ALE sub-sector remains chronically underfunded: on average governments do not spend more than one percent of their education budget on ALE (UIL, 2019). According to the GRALE 4 monitoring survey, less than a third of countries (28%) reported that

ALE spending had increased as a proportion of the education budget since 2015, with 17% reporting a decrease and 41% reporting no progress at all. Low-income countries were more likely to report a decrease than an increase (ibid.). However, there is no data available about the overall investment of non-state actors in adult literacy and basic education, nor information on the proportion of the government allocation to ALE that is channelled to and executed through non-state actors providing adult literacy and basic education services.

In order to narrow the financial gaps in ALE, governments have opted for different approaches. In Kenya, for example, the Ministry of Education has started to charge fees for adult secondary education ("as most learners are in some kind of employment"). In literacy and basic education learners may be asked to make some contributions that go towards payment of a stipend to volunteer facilitators. In Burkina Faso the competent authorities started involving other stakeholders and actors (ministries and institutions, associations and NGOs) in order to attract additional funding for non-formal education. This is managed through the national Fund for Literacy and Non-Formal Education, which was created some years ago (UIL, 2017c).

A common trend among all countries in the Asia and Pacific Region is to involve NGOs and the private corporate sector in mobilising additional resources. However, such measures have to be seen in the context of the particular country dynamics, as some of them may imply the possibility that increased dependence on funding through fees and private sources leads to decreased government financing (UIL, 2017a).

The financial stability of non-state actors in ALE is also challenged by the commonly short-term and project-orientation of the funding schemes their governments or donors are applying. This is undermining efforts of civil society organisations to structure their activities within the horizon of multi-year plans. Long-term funding, support, and investment in building institutional capacity in CSOs along with funding for programme implementation enable CSOs to remain relevant, responsive, and effective in their services to the target population. Yet in recent years, particularly in post-conflict countries like Afghanistan, it has become more and more difficult for CSOs to secure institutional development or core funding from donors.

The increasingly difficult and competitive funding environment has prompted the Afghanistan Institute for Civil Society to critically analyse related challenges and recommend viable solutions (Afghanistan Institute for Civil Society, 2017). Not only in Afghanistan, donors' eligibility, compliance and reporting requirements have become increasingly challenging, demanding and rigorous. While probably meant to enhance transparency and accountability, the processes are rigid and characterized by heavy paperwork and reporting loads. Often donors do not know or consider "the realities on the ground" and the needs of smaller, provincial based CSOs. As a result, a small number of relatively bigger, predominantly Kabul-based organizations receive the largest share of donor funding. In addition, donors often do not set their funding priorities in consultation with CSOs. As a result, there are discrepancies between the real needs in the communities and funding priorities set by donor organizations. This can affect credibility of CSOs in the communities as CSOs see themselves forced to implement donor-driven projects instead of projects that respond to communities' needs the CSOs have identified (ibid.).

Diversifying CSOs funding streams to sources other than international donors is suggested by the Afghanistan Institute for Civil Society as an effective strategy to ensure financial sustainability. To do so, CSOs need to operate in an environment with a favourable legal framework and supportive policies. They also need institutional capacity to access diverse funding sources. However, the Afghan government has not yet created a mechanism that would contribute to the financial sustainability of CSOs through allocation of funding for CSO development in the national budget. Related reforms have been underway since 2012 in some cases, without any substantial movement so far. On the other hand, many CSOs have limited capacity and credibility to pursue partnership opportunities with the private sector and individual donors. Such capacities would include an ability to demonstrate mutual interest, impact, relevance and cost effectiveness as well as address questions regarding transparency and efficiency of CSOs (ibid.). Innovation in fundraising is not actively explored and utilized by CSOs in Afghanistan. Individual philanthropic giving has considerable potential to grow in Muslim societies like Afghanistan due to long-standing giving practices such as the obligatory *Zakat*, which is rooted in Islam's ethics and the broader Islamic concept of charity (Hasan, 2015).

On the other side, we can observe a trend of hybridization of non-state actors in adult education evolving from purely non-profit organizations towards mixed models of non- and for-profit organizations as a way to cope with decreasing development assistance and donations for non-formal education. One of the best know example of a national NGO evolving into an (international) enterprise is the case of BRAC in Bangladesh (Richardson, 2018)[25]. BRAC (formerly Bangladesh Rural Advancement Committee) was a non-governmental development organization that was founded in 1972 in Bangladesh. Over time, the BRAC Education Programme (BEP) has evolved to become the largest secular and private education system in the world, spread across eleven countries (mainly in sub-Saharan Africa)[26]. However, their main target group seems to have become children.

Nevertheless, BRAC's current programme portfolio still includes an Adolescent Development Programme (ADP), Multi-Purpose Community Learning Centres, and The Mainstream Secondary Schools Support' initiative. Evolving in line with the 'life cycle' approach, the BRAC Programme continues to equip communities with reading, writing, numeracy and life skills, thus empowering through livelihood improvement, citizenship development and poverty alleviation.

Within their efforts to strengthen BEP's sustainability, BRAC has launched a new initiative, *Shishu Niketon*, which includes the payment of a fee by participants and allows schools to be financially self-sustaining. Another measure to increase the sustainability of the programme was the strengthening of community ownership of BEP. Within two years of the establishment of the *Shishu Niketon* initiative, community learning centres (CLCs) were registered as trusts managed by the community. Through this initiative, communities have to seek funds, manage financial activities, and arrange for books and other extracurricular activities. Currently 88 per cent of BRAC's CLCs are managed by communities, substantially decreasing the operational cost of programme[27].

Cronin concludes that BRAC has essentially become "a shadow government within Bangladesh" (Cronin, 2008: 5 cited in Richardson, 2018:138). In reality, registration, regulation and monitoring of non-state education providers are nearly non-existent in Bangladesh. BRAC, for a long time considered a model NGO in low-income contexts, has changed their approach significantly moving towards a for-profit service delivery model, "under the guise of its reputable NGO status". Richardson foresees that this move "is potentially setting what may become a trend of non-profits becoming for-profits". BRAC "is changing the game in educational provision in Bangladesh and, possibly setting an example for BRAC's work in other countries and/or other NGOs to do the same" (Richardson, 2018).

In Europe, some governments are benefitting from special funds provided by the European Commission to address their adult literacy challenges. In the framework of the European Skills Agenda, the European Commission has made significant resources available for skills related activities which focus on adults with low qualifications[28]. For example, in Ireland adult literacy is co-funded by the Government of Ireland and the European Social Fund as part of the ESF Programme for Employability, Inclusion and Learning (PEIL) 2014-2020[29]. However, such special funds do not seem to be further channelled to non-governmental providers specialised in reaching out to disadvantaged population groups, as the example from France shows (see Box 4). Public funding for adult literacy work has to be accessed through annual bidding. For smaller organisations it is difficult to survive in such a context of 'fierce competition'.

Box 4: Association Savoirs Pour Réussir Paris France: constant decrease in funding

Savoirs Pour Réussir Paris is an association registered under the French Association Law of 1901, based in the capital Paris. It was started following an action-research project in 1998, and became part of the 2012-2015 Parisian Plan to Fight Against Illiteracy. Where possible the association works in partnership with other local associations such as CEFIL (Centre d'études, de formation et d'insertion par la langue) and ARFOG (Accueil et Reclassement Féminin – Oeuvres des Gares). In 2016, programme partners included Missions Locales, local training centres, local housing centres including emergency housing, Antennes Jeunes de la Ville de Paris, ESAT de Paris, and Fondation d'Auteuil. It is funded through the Government and the private sector.

Despite the programme having full recognition from key actors and partners and a favourable political context with the recognition of illiteracy in 2013 as a 'National Cause' in France, securing financing remains the greatest challenge faced and is becoming increasingly difficult. In France, literacy programmes have largely been decentralised, meaning that each year they must secure financing for the following year. Public funding comes through a call for tenders, which is obtained through bidding and frequently fierce competition. When the programme started it existed in 21 different regions in France, but through a constant decrease in funding as well as changes made in the board of direction of the main financial partners, it is now present in just five regions besides Paris[30]. According to the 2019 Annual Report, the sources of funding distributed as follows: Public subsidies (47%), private subsidies (7%), sales of services (33%), and donations (13%) (Rapport 2019, p.20 and 22).

There is evidence that participation in ALE is usually lower among disadvantaged adults, such as those with low literacy skill levels (OECD, 2019; UIL, 2019). Participation in ALE can be affected by a lack of financial resources. Yet, a recent study of OECD in 32 countries reveals that financial constraints are only one of the challenges of adult learning systems. Even high-performing systems with regard to financing (e.g. Belgium, Canada, Finland, Japan, Korea, Spain, and the USA) are facing issues with equity and inclusion, being Austria and Denmark the only exceptions (OECD, 2019:14). In another study conducted by the European Commission, on average (regardless of the level of educational attainment), around 13 % of adults see funding as an obstacle to their participation in education and training. However, the average data hides some substantial cross-country differences. In particular, in countries such as Estonia, Greece and Italy, funding seems to be a substantial barrier for all groups of the adult population, regardless of prior educational attainment (20 % or more of adults stated that training was too expensive or they could not afford it). By contrast, a relatively small share of adults (up to 10 %) consider funding to be an obstacle in Belgium, Bulgaria, the Czech Republic, Spain, Austria and Slovakia.

On the other hand, in some other countries, funding is reported as a more substantial barrier by respondents with a higher level of educational attainment compared to those with lower attainment levels. For example, when comparing people with a higher education degree (ISCED 5-6) to those who have completed lower secondary education at most (ISCED 0-2), a substantially higher proportion of adults in the first group reported that funding was an obstacle compared to those in the second group in Malta (13.5 % compared to 4.7 %) and Portugal (11 % compared to 3.3 %), but also in Denmark (20.8 % compared to 9.6 %), Poland (18.2 % compared to 9.5 %) and Belgium (6.4 % compared to 3.4 %). To fully understand the above patterns, it would be necessary to conduct an in-depth analysis of each country context. In doing so, a range of aspects would have to be considered, including the living standard of the population as well as the level of tuition fees and other training costs related to programmes at different qualification levels (European Commission, 2015b:117).

In some cases, in the European context, ALE programmes take place in public education and training institutions (e.g. schools) and receive systematic public subsidies. In other instances, programmes are delivered by approved, accredited or licensed providers (mostly non-profit organisations) who also receive public subsidies in a systematic way (e.g. adult basic education centres and adult education centres in the Flemish Community of Belgium). Another approach is to enable different private non-profit or for-profit organisations to apply for public funding if they provide programmes complying with certain predefined standards and criteria. Programmes to Raise Achievement in Basic Skills' (European Commission/EACEA/Eurydice, 2015), such as literacy and basic skills programmes, are commonly provided free of charge for participants. The same often applies to programmes leading to medium-level qualifications, in particular if they are provided in public institutions. However, in some cases, learners may be required to pay fees, which vary from programme to programme and often also from provider to provider (European Commission, 2015b:118-120).

Different funding instruments that are expected to also contribute to widening access to learning opportunities for the most vulnerable groups of learners include individual entitlements (i.e. grants, vouchers and study allowances), student loans and paid educational leave, specific incentives for low-qualified adults and other vulnerable groups, and financial incentives for employers to invest in skills and qualifications for low-qualified employees and other vulnerable groups. An analysis conducted by the European Commission shows that while in all countries a range of co-funding instruments are available to help adults return to education and training, only some countries target such arrangements specifically at low-qualified adults or those with low skill levels (e.g. the Flemish Community of Belgium, Denmark, Spain and Sweden). These targeted co-funding measures mainly take the form of specific grants and allowances, but also include training vouchers or paid training leave (ibid.)

Overall, donor interests and priorities in funding literacy internationally is more heavily skewed towards the early school grades (primary education) than towards youth or adult literacy. Not only is global programming for adult literacy limited, funding to conduct advocacy for adult literacy globally is constrained as well. Donors seem to heavily prioritize the introduction and application of technology in the current literacy landscape. However, while education technology is attracting considerable interest and funding, there is still a significant lack of evidence on what types of technology interventions actually work to improve literacy competencies. Information technology and open educational resources are promoted to be both the "key to opening up adult learning for everyone, everywhere" (European Commission, 2015a:22) and a door-opener to growing market-driven private provision in ALE.

3.3 Trends, issues and challenges in terms of governance and regulation

Steer et al. hold that the distinction between state and non-state actors is less important than the set of institutions and the "rules of the game" to which the different actors of the education system respond and the degree of collaboration between state and non-state actors. The variability in research evidence suggests that the impact of non-state actors in education mainly depends on "government strategy, the regulatory environment, the design of the partnership between state and non-state actors (including accountability relations), and the capacity of the government to oversee and enforce its regulations and partnerships" (Steer et al., 2015:28). This certainly also applies to a large extent to the ALE sub-sector.

Building a sustainable and effective governance system for designing and implementing programmes of ALE is of special importance as ALE programmes in many countries have traditionally been implemented only through short-term projects or campaigns, often dependent exclusively on civil society organizations or external (bilateral or multilateral) funding. As already outlined in the conceptual framework, 'good governance' in ALE is related to stakeholder participation, effective monitoring and evaluation systems and accountability mechanisms, intersectoral coordination, interministerial and transnational cooperation, and decentralised administration, among others.

The monitoring survey to national ministries of education (or other ministries in charge of ALE) for GRALE 4 (UIL, 2019) has included questions on the performance of governance of ALE. The greatest improvements since 2015

were reported by the government representatives with regard to stakeholder participation, intersectoral coordination, interministerial cooperation as well as cooperation with civil society (see Table 2). At the other end, not much progress was reported with regard to decentralisation and transnational cooperation.

Table 2: Improvements in governance of ALE reported by Ministries of Education

Since 2015, has the governance of ALE in your country…

	Total Response GRALE 4	Not much	Somewhat	Much	Do not know
World					
increased stakeholder participation	151	20%	29%	50%	1%
developed more effective monitoring and evaluation systems	152	34%	35%	30%	1%
strengthened cooperation with civil society	149	26%	32%	40%	3%
improved intersectoral coordination	150	25%	29%	43%	3%
improved interministerial cooperation	148	24%	34%	41%	1%
improved transnational cooperation	149	42%	30%	25%	3%
strengthened capacity-building initiatives	149	26%	39%	31%	5%
become more decentralised	150	45%	20%	33%	3%

Source: GRALE 4 Monitoring Survey (UIL, 2019).

The CONFINTEA Mid-term review 2017 revealed that a large majority of countries in the Asia and the Pacific Region adopt a mixed model of governance in ALE that involve both governmental and non-governmental actors in planning, implementing and evaluating policies for adult literacy and basic education. This is, for example, the case in Afghanistan, Bangladesh and New Zealand, while Papua New Guinea is an example of a country where the governance of ALE is predominantly in the hands of (faith-based) non-governmental organizations (UIL, 2017a).

The main trends observed with regard to governance in Latin America and the Caribbean include that in most cases, learners have not participated in the discussion of national plans; that there is a disarticulation of actors due to political factors; that there are issues with corruption; and that the insufficient resources made available for ALE were rather spent on non-central aspects of educational processes, among others (UIL, 2017b).

Usually, it is assumed that decentralisation brings greater accountability, more transparency and increased stakeholder participation. Within decentralised governance structures, non-state actors have to negotiate funding – often at an annual basis – with governmental entities at the local level (e.g. state or municipal education departments). In some cases, decisions on contracting non-governmental adult education services are even made at the school level as the example of the Flexible Education Models in Colombia illustrates (see Box 5). This can

negatively impact the quality and continuity of the service and also put at risk the stability of the non-governmental providers' operational capacity.

Box 5: Provision of publicly and privately owned Flexible Education Models (MEF) in Colombia

In the context of the decentralised governance scheme of the education system in Colombia, the territorial entities have the autonomy to manage the (financial) resources transferred to them by the central government. Flexible Education Models (MEF) are operated by public and non-governmental providers as a formal education strategy for primary and secondary education for those who could not complete basic education at the established age (i.e. adolescents, youth and adults) (MEN, 2019)[31]. Although the National Ministry of Education (MEN) has a large portfolio of 46 MEFs, reviewed and approved by their Evaluation of Quality Unit, it only operates its own models or those for which it has received a concession of rights for their use, from those who developed them. This portfolio of MEFs of the MEN also includes models owned by private entities and organizations. They were developed by foundations, universities or non-profit entities that hold the intellectual property rights and the rights of use, which implies that their implementation is subject to the contracting of the developers. If the secretaries of education at the local level want to make use of these MEFs, they must contract them directly.

The MEFs are implemented in public and private educational institutions and are part of the annual Institutional Education Project (PEI). Each Education Secretariat (SEC) at the sub-national level and each educational institution can make their independent choices on MEFs. Therefore, it is difficult to gain a clear picture about the scale at which each of the models is operated and how they perform in diverse contexts. The quality of the implementation of the MEFs depends, of course, on the institutional and pedagogical capacity of the decentralised education entities who use them. Usually, the particular educational institutions decide to offer several MEFs to their community. Typically, the MEFs share the same infrastructure with the regular school education, and very often also the same teachers. However, they are managed by their own staff and benefit from specific public resource allocations.

In this context, it is not easy to evaluate the quality of the MEF services. In 2014, the Colombian National Planning Department (DNP) and the National Education Ministry (MEN) jointly published the results of an evaluation that they had commissioned to assess and compare the performance of ten MEFs against ten traditional (or formal) rural education settings covering both institutional capacity and learning outcomes (DNP & MEN, 2014). However, there was no distinction made if a MEF was operated by a public or private provider, and the results were mixed. This was the case, for example, with regard to the specific input variables. 75% of the financial resources for the MEFs were provided by the national government (Ministry of Education and General System of Participations), while only 25% of the SECs demonstrated the capacity to mobilise additional resources through partnerships with the (local) public and private sector.

The evaluation showed that there are many actors involved who have specific roles and responsibilities in the selection, implementation and monitoring and evaluation of the MEFs, and that there is a range of variables that need to be addressed in order to guarantee the quality of the service and achieve the expected results (ibid.).

The lack of accurate, detailed, and systematic data on youth and adult learning needs represents a common challenge in many countries and is closely linked to the limited availability of resources. However, some countries that have managed to successfully address this issue, seem to have a rather narrow focus on labour-market skills needs. Ireland's new model of planning ALE combines top-down and bottom-up approaches. SOLAS, the Further Education and Training Authority established in 2013, provides detailed funding parameters to regional Education and Training Boards with deliverables and priorities based on departmental and government strategies, programmes and action plans. This planning process in Ireland is informed by high quality labour market data and analysis of regional and local skill needs, helping to ensure that the skills needs of learners and enterprises are addressed and provided for at national and regional levels (UIL, 2019).

A study commissioned by the European Commission in 2013 on effectiveness of adult learning policies in Europe revealed that policies to ensure adults' access to learning are often not in place, or not sufficient to have a systemic impact. Most European Member States lack adequate policy monitoring systems to ensure that the policy actions that are implemented do achieve their intended impact. Only a small number of countries have set targets in their national strategies or plans. As a consequence, it is often difficult to assess if policy actions are efficient. The study concludes that two key challenges must be addressed in order to enable an effective assessment of the actual impact of policies implemented: "firstly: to improve the statistics on adult learning policy (frequency, stability, coverage and relevance); secondly: to enhance administrative and qualitative policy monitoring (by gathering more data on the outputs, quality and implementation of specific policy actions) in order to construct causal links between macro level indicators and the outputs of concrete policy actions" (European Commission, 2015a:46).

Regulations

The 'rules of the game' that regulate the activities of non-state actors in ALE are usually reflected in specific dispositions in education laws and normative regulations that control non-state actors in education. Typically, such regulations include processes of accreditation, financing and quality assurance and accountability arrangements. Balsera Ron (2016) has categorized the performance of the states within the international regulation spectrum into three types: (1) those states whose regulatory laws and policies are either non-existent or so out-dated that they cannot be applied to the current provision of education carried out by private actors; (2) those countries that have some sort of regulation in place; and (3) those countries whose education laws and policies effectively hold private actors to account (ibid.). Her worldwide review of more than 140 countries, conducted in the framework of the 'Right to Education Project', reveals two main trends: first, the current regulation of private actors in education is largely non-existent, outdated or insufficient. Second, where regulation exists, it mainly refers to the state's obligation to respect the freedom of individuals and bodies to establish and direct education institutions, adding in some cases the caveat of complying with minimum standards (ibid.).

While the first trend seems to be also reflected in ALE, the second one is not really visible. Some examples of national legislation and regulations referring to ALE are summarized in a table in Annex 1 being probably the main

challenge in existing frameworks the absence of special dispositions for non-state actors providing non-formal youth and adult education services. Where such special dispositions exist, they rather entail the risk of overregulation of a field that requires high degrees of autonomy and flexibility to customize educational responses to specific needs and contexts.

Recently interviewed resource persons in Colombia, Ecuador and Peru expressed criticism about either too much regulation (non-state actors) or about poor quality of the service (state actors), depending on their perspective and position within the non-formal education system[32]. While there was presented some evidence on the issue of overregulation, no evidence was available to support the claim that public provision was of better quality than the private provision.

Accountability

The development of effective accountability mechanism and systems has increasingly moved into the focus of interest as a response to the emphasis on quality assurance as well as to concerns about transparency, effectiveness and efficiency in the use of public and/ or international resources. Non-profit organizations are usually accountable to multiple actors, both upwards to funders and downwards to their service-users. Moreover, they are accountable externally to partners, funders, and the public, and internally to their own operations and missions. The balance of these demands is specific to each organization and the legal and political context in which they operate. Also the type of power relations that exist between the involved actors play an important role. Non-profit organizations employ different accountability mechanisms which have been classified by Haddock into five broad types: reports and disclosure statements, evaluations and performance assessments, industry self-regulation, participation, and adaptive learning (Haddock, 2017:28).

Effective accountability mechanisms in the field of adult literacy and basic education require the creation of specific conditions that favour monitoring and evaluation-based accountability, such as the application of participatory and systemic approaches, trust-building orientation, open communication and shared knowledge, open-mindedness, personal working relationships, in-built feedback mechanisms, reasonable and balanced reporting requirements, attention to both financial and performance accountability, and policy consistency and policy coherence, among others (Hanemann, 2017). In a context where accountability is increasingly characterized by external monitoring and an emphasis on outcomes or results, participatory governance by providing opportunity for "structured democratic voice" to stakeholders who work, learn, and teach at the classroom or grassroots level becomes crucial (Smith and Benavot, 2019).

Some authors discuss possible tensions between NGOs, the vision of an empowering adult education, and governments when it comes to the existing accountability structures for NGOs. For example, NGOs are not necessarily democratic, transparent or working in the best interest of the people they serve, but may be rather influenced by visions and ideologies held by donors. These at times conflicting influences must be considered,

balanced and mitigated in adult education practice (Carroll & Sapinski 2017; Dauvergne & LeBaron, 2014; Harvey, 2005).

The CONFINTEA Mid-term Review Report on Latin America and the Caribbean highlights the case of Mexico, where inadequate social control mechanisms of ALE programmes and the need for a more efficient approach to grassroots organizations were identified as challenges (UIL, 2017b). The need to strengthen strategies and mechanisms for monitoring and evaluation of policies and programmes, as well as mechanisms allowing for greater accountability and transparency (in Latin America the term most commonly used is 'social control') is persistent. Reports from a majority of countries (14 out of 25) reveal that even for processes where governments are committed to reporting, this is not happening, which makes the follow-up on plans and goals unreliable. The report concludes that the need for a culture of evaluation as a basis for good governance has still not been fully assumed by most national governments in the region (ibid.).

Governance in the majority of Arab States is not effective in supporting development efforts, especially in education. Historically, centralized education systems are seen as a major reason for the poor governance of education in general, and ALE in particular (UIL, 2017d). In the Asia and Pacific Region, there is increased recognition that ALE governance systems have to be revamped, but changes are slow to come. While some improvements have been made in policy formulation in several countries of the region, coordinated planning for implementing reforms in ALE has yet to be done. Many countries are giving attention to creating a systematic information base necessary for planning and monitoring the ALE programmes. Access to information on the programmes to the general public is considered particularly important where the mixed model of governance is adopted, involving NGOs as well as government agencies (UIL, 2017a).

Participation of civil society

Involvement of civil society in the formulation, implementation and monitoring of adult literacy and education policies is increasingly perceived as an important step towards the democratization of the service. In this context, 'institutionalized' forms of participation and dialogue with civil society, both at the local and national levels, are entry points for strengthening the voice of citizens and encouraging their governments to implement their commitments. The role of civil society in raising general public awareness and in pushing the implementation of public policies cannot be overestimated (European Commission, 2015a). In Europe, "parliaments, political parties, regional and local authorities, research institutions, philanthropic organisations, cooperatives, private sector and civil society have become instrumental partners in reaching the most vulnerable and marginalised people" (Council of the European Union, 2017:40). Although some countries in the region have formal procedures for consultation that invite civil society representatives, it seems consultation processes with stakeholders, either formal or informal, are usually limited and held at the early stages of a policy cycle. As a result, there are many concerns over the lack of involvement of civil society in the decision-making process and in ensuring transparency (for example, in

administering public funds among adult education providers). This concern is voiced particularly by non-formal ALE providers (RENEWAL, 2015).

Experiences from Latin America and the Caribbean, where the 'popular education' movement historically has been very active in the provision of youth and adult education, show very impressively the political and ideological dimensions of education (Han, 1995; Tøsse, 2011; Kane, 2012). Particularly adult literacy was traditionally perceived as an instrument of peoples' empowerment and social transformation, on the one side, and as a tool of indoctrination and manipulation on the other side (Freire, 1970 and 1998). The (political) struggle of sovereignty on youth and adult literacy and education is characterised by a tension that under democratic conditions is negotiated through dialogue and collaboration, usually between state and civil society, but also between state and a broad range of other non-state actors. Under less or non-democratic conditions this may lead to exclusion, marginalization, discrimination and even criminalization of non-state actors.

Government perspectives on the participation of civil society in ALE

In the recent monitoring survey for GRALE 4 (UIL, 2019), most ministries of education inform about improvements in their efforts with regard to stakeholder involvement and participation of civil society in policy and programme development and implementation. For example, the Ministry of Gender, Labour and Social Development responsible for adult literacy and education in Uganda reports increased stakeholder participation. The Ministry in its role as a lead agency in the implementation of adult literacy collaborates with other partners through organizing a number of activities aimed at strengthening coordination, collaboration and quality assurance that involve all key adult literacy actors. The mechanism that facilitates cooperation among the different stakeholders involved in adult literacy is the signing of memoranda of understanding and cooperation agreements. A social development sector working group (SWG) regularly plans, reviews and monitors relevant interventions. This structure is replicated at the sub-national levels in form of thematic working groups. A particular role has the community mobilization and empowerment committee (CME) which meets every two months to review and plan for activities of ALE. In Cameroon, the Ministry of Basic Education has established a permanent consultation platform with civil society organizations to discuss ALE policies. The Literacy and Adult Education Agency of the Egyptian Ministry of Education reports participation of several non-governmental associations, civil society organisations and telecommunication companies in ALE.

The Ministry of Education of the Dominican Republic states that it involves all sectors at the national and local levels in the National Literacy Plan (*Quisqueya Aprende Contigo*): national, provincial and municipal authorities; civil society organizations from different sectors and backgrounds; and government institutions in general. Among the sectors involved, the universities stand out: in the last two years literacy teachers have come mainly from the Faculties of Education.

The current National Decade for Literacy and Basic Education in Germany (2016-2026), which is a joint initiative by the Federal Government and the Federal States, involves a broad range of civil society organisations as partners to

maximize the initiative's impact, including the German Federal Association for Literacy and Basic Education (BVAG), the German Trade Union Confederation (DGB), the German Adult Education Association (DVV), the German Institute for Adult Education – Leibniz Centre for Lifelong Learning (DIE), the Evangelical Church in Germany (EKD), the Association of public health insurers (Bundesverband AOK), the Reading Foundation, among others.

In the USA, many different actors were engaged in the development of the Workforce Innovation and Opportunity Act of 2014 (WIOA). Its enactment implies remarkable improvement in adult learning and education, particularly as it relates to the Adult Education and Family Literacy Act (Title II of WIOA) requirements. WIOA has encouraged increased stakeholder participation by convening focus groups, conducting town halls, sponsoring webinars, presenting at stakeholder conferences and meetings, and seeking public comments as part of the rulemaking process (GRALE 4 Monitoring Survey, UIL, 2019).

Civil society perspectives on their participation in ALE: experiences from Latin America and the Caribbean

'Decolonising education' has had an important rise in several countries in Latin America, in particular in societies with substantial proportions of indigenous populations such as in Bolivia and Ecuador. It is a concept closely linked to that of popular education and involves connotations of emancipation, overcoming visions and practices inherited from the colony, racism, patriarchalism, as well as all forms of domination and exploitation. It is inspired by a culture of justice, solidarity, and respect for the different. The Latin American Campaign for the Right to Education (CLADE) has interviewed a number of adult education specialists from CSOs to explore their experiences with related processes in different Latin American countries.

In Bolivia, since the creation of the Deputy-Ministry of Alternative and Special Education, youth and adult education has entered into a process of increased regulation and prescriptiveness in all aspects. The government is also promoting the certification and equivalency of knowledge, skills, and abilities which people have acquired through their work experience throughout their lives. However, in the area of youth and adult education, the new education law (*Ley de Educación Avelino Siñani* – Elizardo Pérez, 2010) only considers formal projects without taking into account non-formal educational initiatives. As a result, "youth and adult education has suffered a very strong process of schoolisation and bureaucratisation, and elements of more creativity and innovation are practically blocked" (Benito Fernández in: CLADE, 2017:14/15).

Another challenge is the lack of reliable information on the performance of the youth and adult education subsystem. In recent years, the Bolivian government has been promoting only official versions of information. There are no or very few independent and contrasting versions of reports on youth and adult education produced by civil society. "This prevents us from having a much more balanced evaluation of the youth and adult education work in Bolivia". Another challenge is to enhance provision, both in terms of quantity and quality. The existing youth and adult education centres "barely cover less than 10% of the potential demand of the young and adult population of the country" (ibid. p.16).

In rural areas, there are successful programmes promoted by civil society, with great incidence and impact, "but it seems to me that the government wants to turn it into a model through very strict rules and regulations. It should, on the contrary, be an educational proposal that is open to innovations and needs that arise in each context and which therefore enjoy certain autonomy" (ibid., p.17). The government has taken successful experiences in ALE from civil society, which has a strong tradition in Bolivia (here the interviewee especially mentions the Catholic Church that has developed many highly innovative experiences in this field), "but the process has been one of expropriation of these experiences, and not of accompanying or promoting them" (ibid. p.18).

The participation and impact of civil society in the field of education, in particular in the field of youth and adult education in Bolivia has been increasingly reduced. There has been a change in the concept of collaboration and co-responsibility in youth and adult education, with the assertion that the design and development of youth and adult education policies should be centralized in the government and the ministry of education. "However, when democracy exists, there is always the possibility for civil society to monitor, investigate and have alternative views to the official ones. When that does not exist, we are going to have visions that do not always reflect reality" (ibid. p.19).

In Nicaragua, all spaces for participation and consultation of civil society in youth and adult education have been closed. "They are totally shut, at the general level of civil society. Spaces where there was discussion and participation were blocked and not taken into account. The state wants to take over everything and does not want NGOs to intervene, but it does not have the capacity to take over everything. So it establishes public-private partnerships, but there are no partnerships with non-governmental organisations, only with the private sector" (Yadira Rocha in CLADE, 2017:50). In the context of such partnerships youth and adult education centres are opened in private companies with a strong orientation towards vocational and labour-skill training. Community-based initiatives are blocked, too. "There is very little room for community organisations, which act almost at the risk of being closed down. There are experiences, but they are not strengthened, they are not fostered, and sometimes they are almost semi-clandestine" (ibid. p.51).

In the Dominican Republic, the launch of a major governmental literacy campaign (*Quisqueya Aprende Contigo*)[33] has also resulted in the abolishment of a previously existing platform for civil society participation. The National Network of Civil Society Organizations working in adult literacy had been a space where the formulation and implementation of youth and adult education policies were discussed in a comprehensive manner. "Once the National Literacy Plan was initiated, this network was practically deactivated. For me, this is a step backwards, because it has been demonstrated that educational continuity does not depend only on the government" (Susana Doné Corporan in CLADE, 2017:70/).

In Guatemala the National Literacy Committee (CONALFA) is a formally independent body of the Ministry of Education which is responsible for adult literacy and basic education, with emphasis on the first phase of literacy. Based on Article 7 of the Literacy Law, the National Literacy Committee, which is made up of the public and private

sectors, and a Steering Committee composed of two representatives from the Ministry of Education and the Ministry of Health, a representative from a public university, and two representatives from trade unions, are the two governing bodies of CONALFA[34].

The interviewed adult education specialist considers that civil society is not involved in decisions on youth and adult education. "There is no coordination that allows for spaces of discussion and construction of policies or programmes. Participation occurs through specific agreements, by which CONALFA accredits the processes of youth and adult education developed by civil society". A considerable proportion of the population that CONALFA reports as literate has benefitted from literacy courses provided through small projects by civil society. Despite this fact, "there is no table and no space that brings together all civil society organisations to participate. They have no participation in decision-making". Moreover, there is a "remarkable disconnect" between the unions represented in the CONALFA Steering Committee and civil society: "They practically don't know each other, there are no links, and there is no common discourse or thematic agenda" (Francisco Cabrera Romero in CLADE, 2017:39).

In the opinion of the adult education specialist, the Guatemalan Government "does very little" to ensure the right to youth and adult education to its citizens. It allows and facilitates civil society to do this. There is no other actor doing adult literacy work in the country: "It is basically CONALFA and civil society in quite isolated and temporary efforts, generally very short term". When the civil society projects end, CONALFA takes over, "but turns them into its regular method". In no way does it carry on with innovative processes initiated by civil society. "CONALFA does not carry out popular education, nor does it have any interest in doing so. If a NGO wants to do so, it permits it, but it does not take on the responsibility, neither does the Ministry of Education. Popular education is developed by some NGOs and popular movements, completely outside the system" (ibid. p.40).

In Peru, community-based organisations are promoting their own youth and adult education initiatives with scarce resources. Previously, there was state support for such community-based popular education efforts. But under the previous government, community education was removed from the policy agenda of the Ministry of Education. "Since then, this type of education has not been encouraged or supported though it is a traditional part of Peruvian education, in its main components of indigenous and peasant education. We have historical community roots and community education is very rich. We must influence education policies to rectify this bureaucratic error" (César Picón Espinoza in: CLADE, 2017:65).

Public-private partnerships (PPP)

Outsourcing and public-private partnerships (PPP) became a commonly used method for setting up literacy services from the 1980s. There is a broad diversity of collaboration and partnership arrangements in non-formal youth and adult education involving governmental and non-governmental actors which range from rather informal and temporary collaboration forms to quite formal partnerships on longer-term agreements. Several of such collaboration arrangements are probably not perceived as a typical public-private partnership, as they have evolved over a longer period of time and emerged from initially rather informal relationships between public and non-state

actors in ALE. However, changes in national governance approaches towards result-based management and emphasis on transparency and accountability for the use of public funds, have also stimulated the preference for public-private partnership schemes in non-formal youth and adult literacy and education in a number of countries (see, for example, Swartz, S., Harvey, J., Beku, U. and Nomone, C., 2019).

Outsourcing strategies or public-private partnerships are usually promoted as "an innovative and cost-effective policy approach to deliver education". However, there are concerns related to equity, accountability, social cohesion and effectiveness, and many governments "have yet to develop and implement adequate regulatory frameworks to ensure accountability within partnership arrangements" (Koning de, 2018:169). This extends, of course, also to the non-formal ALE sub-sector.

Available research on diverse public-private partnerships interventions - in different contexts both in high- and low-income countries including Chile, Colombia, India, Pakistan, Sweden, Uganda, the UK and the USA, - has provided evidence that these arrangements have "created or reinforced existing segregation within systems, depressed teachers' pay, and have accelerated processes of education privatization, among other implications" (Koning de, 2018:171; see also Robertson Aslam and Saeed, 2017 and Languille, 2017). The common feature of most PPPs is the new or additional roles ascribed to private actors (Robertson et al., 2012), "usually taking on operational responsibilities previously exercised by the state, and a shift of the state's role, away from direct service provision and more focused on the funding, supervision and regulation of systems" (Koning de, 2018:172).

Such developments can also be observed in non-formal youth and adult literacy and basic education. However, the tension observed by scholars "between public (state) accountability and commercial motivation in most PPP arrangements" (ibid.) is often originated in political, ideological or religious interests as adult literacy is perceived as a non-expensive way to exert influence on a large number of people. Nevertheless, the need to fulfil the right of large numbers of young and adult citizens to basic education (i.e. secondary school certificate) has also boosted the development of a rather commercially-oriented business specialised in providing such service with state funding. The tension between the state and non-state actors is then around cost-effectiveness as opposed to quality, as the below example from Senegal illustrates.

In his extensive research work, Nordtveit (2005a; 2005b; 2005c; and 2008) examines the set-up, implementation, and results of public-private partnerships and outsourcing, using a World Bank-funded literacy project for women in Senegal as a case study. The World Bank implements much of its development projects in the belief that the market is more cost-effective than government provision. In this case, the condition of the World Bank to fund the literacy project was that the Senegalese state formulated a proposal "that fit the Bank's neoliberal policy vision". The requirement of private implementation strategies was a way to impose marked-based solutions that in the end proved to be unreasonable and ineffective. The literacy courses offered very cheap and very ineffective low-quality learning because the non-state providers wanted to cut costs in order to make money from the service delivery. It "therefore appears to be poor education for the poorest of the citizens". Nordtveit arrived at the conclusion that the

Senegalese government and the World Bank failed to correct these negative aspects of the public-private partnership system (ibid.).

In addition, the research also revealed that outsourcing negatively affected civil society in Senegal. The project created and structured civil society by helping to establish women's associations in the villages. However, provider associations increasingly became businesses that were dependent on (local) politicians, and corrupt practices multiplied. The lesson that was drawn from this experience is that in order to improve adult literacy education in Senegal, it is necessary to acknowledge the inability of the market to solve literacy problems on its own, and to adopt a more balanced distribution of responsibilities between the public and the private sectors (Nordtveit, 2005a).

On the basis of his research, Nordtveit highlights the following issues that are connected to (some of) the advantages and drawbacks of implementing adult literacy services through public-private partnerships: (1) The fixed transaction costs are low, but partially offset by high variable transaction costs; (2) Asymmetric information in the selection of providers and implementation may easily lead to moral hazard; (3) The use of public-private partnerships may lower the quality of literacy and infringe on necessary standards of equity; and (4) The market-based provision of literacy may change the nature of civil society, and reduce its effectiveness in promoting a more just society (Nordtveit, 2005c:16).

Furthermore, Nordtveit examined the impact of public-private partnerships on the content of literacy training. In the case of Senegal, the impact was both positive and negative. One positive result of the public-private partnerships was that they gave small civil society providers access to decent financing to conduct literacy activities. These small associations previously had few means to implement high-quality literacy and development activities and could only set up a few courses which lacked materials. In many cases, the public financing of the literacy classes led to improved service delivery. On the other hand, most providers tried to earn more money for themselves by cutting costs which created quality-related problems. For example, most providers did not invest sufficiently or did not have the capacity to train the literacy teachers to become good teachers. This was aggravated by the state's inability (and in some cases, unwillingness) to control the non-state actors' performance (Nordtveit, 2005a).

In most cases, it is unclear to which extent the outcomes of the literacy projects were strengthened or weakened through the use of public-private partnerships. In reviewing the outcomes of the World Bank financed Women's Literacy Project in Senegal, it was noted that public-private partnerships "decreased the quality of learning through the use of cost-cutting practices, but it also strengthened the learning (especially on basic skills and income generation activities) through offering courses that were more relevant to the local communities" (Nordtveit, 2005a:423; and 2005c:19).

In a further analysis of the Senegalese experience, Nordtveit assessed that "some services, especially those for which there is no easy access to the market for providers and those for which there are difficulties of ensuring contract compliance (through either long or short routes of accountability), may not be suitable for privatization" (Nordtveit, 2008:195). This was particularly the case in the Women's Literacy Project where "the business aspect

was developed, literacy was set out on the market as a commodity, and nongovernmental organizations (mostly for-profit associations) were used to provide services". A redesign of the system would need to question the underlying assumptions of the project and ask "(a) to what extent literacy is a market commodity or a government responsibility and (b) whether civil society is a mere business partner in development or an important component of a well-functioning democracy" (ibid. p.196).

Another challenge that public-private partnership arrangements are facing is that government funding is not stable if it is linked to the political commitment of the ruling party. For example, in case of government change, decision-making power will pass on to another party which may have different priorities or strategies. This was the case of literacy campaigns in Brazil and Pakistan. Examining the evolution of literacy efforts in Brazil, we can observe that the responsibility continuously oscillated between the public and the private sector. At the beginning of the 1990's, Paulo Freire launched the Literacy Movement (MOVA), which was an initiative of the local government of São Paulo that had a national impact and was implemented in partnership with community based organizations. In 1998, the NGO *Alfabetização Solidária* started to implement the AlfaSol Programme, mainly with governmental funding. In 2003, a new government (*Partido Trabalhador* – PT) took the lead for literacy back as a public responsibility by initiating the Literate Brazil Programme. The decline of literacy as a public policy priority started with the end of the PT-Government (2016). But so far, civil society has not been able to (re-) fill the gap.

The examples of the Literacy Movement MOVA, *Alfabetização Solidária* (AlfaSol) and the Literate Brazil Programme (PBA) illustrate that during the past decades the partnership model has been the preferred strategy to face the literacy challenge in a country with the dimensions of Brazil. The participation of civil society complements state efforts and strengthens control over public policies. The case of the Brazilian national literacy programmes demonstrates that there is a tendency to privilege the larger organizations, connected to companies and churches, in detriment to smaller community-based organizations. Experiences with MOVA and PBA programmes suggest that the participation opportunities of community-based organizations are favoured when local governments mediate this. Since the 1990's there has been significant growth in the number of registered NGOs in Brazil, especially those engaged in development and rights-based activities. However, the effective empowerment of civil society organizations depends on the capacity of governments to ensure accountability against the criteria and outcomes of partnerships that involve the transfer of public funds.

The Brazilian educational system is highly decentralized. The availability of basic education is mainly the responsibility of the 26 States and over five thousand municipalities that make up the federation. The responsibility of the federal government is that of coordinating, evaluating and promoting equity. Decentralization as well as local government and civil society partnerships seem to have given a new dimension to the literacy programmes helping to respond more adequately to the interests and needs of the communities. The fact that these programmes acknowledge that literacy is a long-term process associated to schooling could stimulate a more accelerated expansion of the offer of youth and adult education (Masagao Ribeiro & Batista, 2006).

The Brazilian NGO *Associação Alfabetização Solidária* (AlfaSol) was set up 1998 by the Fernando Henrique Cardoso government and his wife, Ruth Cardoso, was its head. It established its own statutes, and undertook to manage and implement the national-wide AlfaSol literacy programme. It received huge amounts of (national and municipal) government funds, particularly from the Federal Ministry of Education. It also received money from private companies, institutions and individuals through the "Adopt a Student" campaign[35]. It mobilised an efficient network of partners, consisting of international organizations, NGOs, universities, private enterprises, government institutions and private citizens. This network of partners contributed towards the sustainability of the programme through generous financial and technical contributions as well as a remarkable capacity to mobilise youth and adult learners. As a result, AlfaSol managed to reach out to over five million youth and adult learners around the country since its inception. However, the Federal Ministry of Education reduced its funding allocation for this adult literacy programme in the wake of the 2004 elections. Since then, AlfaSol has been receiving only one third of its previous public annual funding. This has negatively impacted on programme development, particularly the production of learning materials and programme implementation. To fill the gap, further cooperation with different funding partners, mainly private companies, international organizations and individuals were established[36].

In 2003, the Government of President 'Lula' da Silva initiated the Literate Brazil Programme (*Programa Brasil Alfabetizado* – PBA) as a nationally coordinated literacy effort by making adult literacy a 'Presidential Goal' (Ministry of Education of Brazil, 2010). The programme reflected a new conception of public policy, recognizing the obligation of the state to guarantee education as a universal right. With the launch of PBA the Federal Government, particularly the Ministry of Education, took the lead in literacy as part of a broader strategy of public policies towards the inclusion of historically excluded social groups in mainstream society (Hanemann, 2015).

In 2004, 55.9% of the adult literacy provision by the non-governmental sector was covered by only three NGOs: *Alfabetização Solidária*, SESI (Industry Social Service) and the Brazilian affiliate of Alfalit, an international Christian organization (see Graph 1). While during the period 2004-2007 PBA still had many direct partnerships with non-state actors, this changed after 2007. Essentially, because adult literacy and education was perceived as part of the formal system of basic education and therefore it was the responsibility of the state and municipal governments to offer it. The partnerships and participation rate of NGOs fell progressively between 2003 and 2006 (see Table 3). In 2004, the PBA also expanded the participation of state and municipal governments in partnerships from 34% to 41%. At the same time, the participation of NGOs experienced a decrease from 53% (2003) to 42% (2004) and was no longer in the majority (see Graph 1).

Graph 1: Distribution of learners served by the Literate Brazil Programme (PBA), according to the type of provider (2003-2004)

2003
1.98 million learners

2004
1.81 million learners

Legend: NGOs, Public HEIs, States, Municipalities
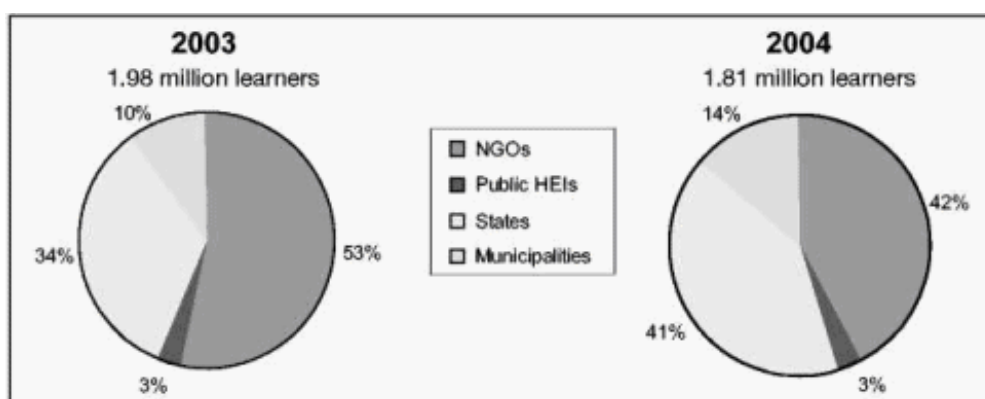
Source: Henriques, 2005, in Masagao Ribeiro & Batista, 2006

Between 2006 and 2007 the PBA was restructured for a third time. The transfer of financial resources to federal states, the Federal District and municipalities was regulated by Resolution No. 12 of 03 April 2009 (Ministry of Education of Brazil, 2010). One of the most salient features of the new restructuring was the stipulation that only municipal and state governments can be direct programme partners. This change was intended to reduce the obstacles that prevented PBA graduates from continuing their education within the public youth and adult basic education system (Hanemann, 2015).

Table 3: Evolution of enrolment in youth and adult education (primary education) by public and private providers (Brazil, 1995-2004)

Year	Total	Federal		State		Municipal		Private	
		N	%	N	%	N	%	N	%
1998	2081710	561	0.2	1316533	63.3	.098650	30.2	134957	3.5
2001	2636888	4885	0,2	1238989	47,0	1267740	48.1	125274	4.8
2002	2788113	2733	0.1	1098828	354	19877235	57.0	98650	3,5
2003	3315887	909	0.0	1387505	41.8	1846964	55.7	80509	2,4
2004	3419170	381	0.1	1354303	39.6	1987723	58.1	76763	2.2

Source: School Census 1998-2004 (INEP, 1999, 2003 and 2005 in: Masagao Ribeiro & Batista, 2006)

Another change implied that NGOs, which had previously made agreements with the Federal Ministry of Education to deliver literacy classes, began to provide only training for literacy teachers and class coordinators, through agreements made with federal states and municipalities. Another change affected the governmental transfer of funds: literacy teachers were now paid directly by the Federal Ministry of Education. In addition, the position of pedagogical coordinators as public servants was created. The PBA programme was implemented in partnership with state and municipal governments, who were in turn free to contract NGOs for literacy work or technical support. Public State and Federal Universities were now financed by the Federal Ministry of Education to offer training courses for literacy teachers. The governmental Secretariat for Continuing Education, Literacy and Diversity (SECAD)

developed detailed guidelines for the training of coordinators and literacy teachers, and a resolution with instructions, criteria and procedures for the transfer of PBA's financial resources to the states and municipalities, as well as the payment of volunteer teachers. The creation of a Reference Framework for the evaluation of PBA participants was a major step forward as it enabled the development of standards and equivalencies between PBA graduates and learners from other educational programmes (Ribeiro, 2011).

Until today, the PBA has never been officially extinguished, the main reason may be that the current (Bolsonaro) government has nothing to put in its place and the National Education Plan (PNE), which has goals which should be completed by 2024, include zeroing adult illiteracy. In April 2019, the government launched a National Literacy Policy, but this is not tied to budget allocations and no actions have followed since[37]. Further, it has a limited focus on early reading interventions for school children.

The National Commission for Human Development (NCHD), set up in Pakistan in 2002 under the Cabinet Division as the lead organization in literacy, has its own administrative and management structure at national, provincial and district levels. Together with the Pakistan Human Development Fund (PHDF), which was registered as a non-profit company, NCHD identifies themselves as "a unique public-private partnership model" for social sector development in Pakistan, focusing mainly on the improvement of basic education and healthcare (Hanemann, 2015). On their website, NCHD presents itself as "a not for profit organization with the mission to transform lives by improving access to basic education and healthcare in the country's poorest communities. NCHD is the leading agency fighting illiteracy in 124 districts of Pakistan and helping people to find routes out of ignorance"[38].

While the Government of Pakistan had declared NCHD the "Lead Agency for Literacy in Pakistan" during the EFA and MDG period running until 2015, this is not clear for the new SDG framework. The last online available annual report for 2017[39] informs about 146,196 learners enrolled in 6,000 Functional Literacy Centres, which is representing merely 0.23 per cent of the non-literate adult population (estimated to amount 64 million in the annual report for 2017). The duration of the basic literacy course is only 260 hours, which is too short to achieve a sustainable proficiency level. This indicates that related investment is by far not meeting the educational needs of the target group (15-45-year old unschooled adults).

Until 2015, the major funding for the National Commission for Human Development (NCHD) to implement the National Literacy Programme came from the federal government of Pakistan. However, funds were also raised through donors, donations and expatriate Pakistanis. As a public-private partnership model, NCHD and the Pakistan Human Development Fund (PHDF) together raise funds from members of their own Board of Directors, private sector philanthropists, international donor agencies, volunteers and the Government of Pakistan. One of the lessons to be drawn from the NCHD experience in Pakistan is that public-private funding models which are dependent on the support of the ruling political party cannot guarantee a stable funding basis for large-scale literacy provision (Hanemann, 2015).

Both balanced risk and shared responsibility are critical in partnership agreements. In practice, however, because the state has an obligation to fulfil the right to education, risk and responsibility are almost entirely born by the state. Consequently, when goals and responsibilities in partnerships are unmet, it is the state that is ultimately responsible, as Nordtveit has concluded in his case study from Senegal (Nordtveit, 2005a). This implicit imbalance may imply that private partners engage in easy to perform tasks (i.e. 'pick the low hanging fruit') "to minimize risk and maximize profit" (Verger and Moschetti, 2017) while leaving the unprofitable or costly activities to the state, for example "the schooling of vulnerable or remote communities" (Koning de, 2018:176; see also Faul, 2020).

However, available evidence indicates that non-state actors in non-formal youth and adult literacy and education are often "filling the gaps" that public provision is not able to cover with regard to reaching out to difficult-to-reach and –to-teach populations as well as to meeting specific learning needs. There is no certainty and evidence, however, that outsourcing service implementation to non-governmental organisations will reduce corruption: "It is often stated that privatization or NGOization would reduce corruption but this is seldom rigorously evaluated. Private providers and NGOs can also siphon off or waste funds and perform poorly in terms of service delivery" (Azfar and Zinnes, 2003:16). While the outcome of PPPs, critical theorist argue, is in many cases to offer poor services to poor people (Nordtveit, 2005b), analysed evidence on (intended and non-intended) results depict a more nuanced and mixed picture.

Coordination and cooperation

Broad collaborative involvement of stakeholders from other ministries (than the education ministry) and government entities, civil society and the private sector is important for the mobilization of resources and people in support of an adult literacy campaign or basic education programme. This requires a strong central coordination complemented by local responsibility and flexibility to respond to specific contexts and situations. Organizational structures and effective management structures from national to local levels are important to facilitate the implementation of large-scale adult literacy and education programmes. In Slovenia, for example, the Minister for Education, Science and Sport has appointed a special coordination body for adult education (2015). This consists of 24 members, who are representatives of all ministries, providers, professionals, civil society and social partners, to better plan and monitor ALE in the country (UIL, 2019).

National adult learning systems are complex and heterogeneous and vary significantly from one country to another. The responsibility for ALE policy, governance and financing is usually divided across several ministries, departments and agencies (e.g. education, training, economy, migration, justice, health, labour, social welfare, women's affairs, etc.) and several levels of governance (municipal, provincial, regional, national). A recent report of the European Commission on adult education policies reveals that this shared responsibility often results in a situation where adult learning policy and governance is fragmented and its efficiency suffers from insufficient coordination (European Commission, 2015a). It further concludes that cooperation across policy areas needs to be improved in all

Member States. This is particularly vital for implementing effective outreach strategies to difficult-to-engage groups of adults (ibid).

At the level of the European Union the Renewed European Agenda for Adult Learning (2011) is an example of cross-country cooperation in the development of a regional adult education policy. In this process, various governance mechanisms, policy instruments, and social actors were involved to govern the adult education policy domain through policy coordination. According to an analysis conducted by Milana et al., this points at regulatory politics as a distinctive quality of European governance in adult education. It further reveals the comparative advantage of some organizations (i.e. the ministries of Latvia, Finland and Belgium), which have partaken in this form of network governance. They conclude that this produces unpredictable contingency in EU policy coordination (Milana et al., 2020).

3.4 Trends, issues and challenges in terms of influence and innovation

The issue of the influence that non-state actors may exert on the development and orientation of non-formal youth and adult literacy and education is closely connected with the distribution of roles and responsibilities in ALE. In principle, the state is responsible for the fulfilment of the right to basic education for all. This implies that governments have to supervise, control and coordinate non-state actors who engage in or contribute to the provision of adult literacy and basic education. Such control cannot be restricted to governmental-funded activities, but has to attend to issues related to accreditation, requirements of quality minimum standards, monitoring and evaluation, partnership and collaboration arrangements, among others. Exercising this overall management and oversight role has become increasingly complex in the field of ALE as there is a multiplicity of actors with unclear, and often unmanageable, interrelationships.

"A balance will need to be struck between regulating sufficiently to manage de facto growth of non-state actors and regulating lightly to enable innovation in achieving education outcomes" (Steer et al, 2015:30). Such balance is even more difficult to accomplish in contexts where adult literacy and basic education is underfunded and not a policy priority, as the case study from the United States of America (USA) illustrates (see Box 6). As philanthropic engagement in literacy is for both altruistic and business reasons and donors decide what their funding is for, there is much room for influencing the national literacy landscape towards the business interests of the involved companies. Investing in innovations to introduce ICTs in literacy teaching and learning, for example, has the potential to increase their own business.

Box 6: Influence of corporate philanthropy in the USA on innovation in adult literacy

A report on the role of corporate giving in adult literacy, which is based on findings of a study conducted by the US-American Council for Advancement of Adult Literacy (CAAL) in 2005, arrived at the conclusion that while there is a "complex story", its message is simple: "Because adult literacy efforts are in great need of both cash and noncash support, and because improvements in the adult literacy system are of utmost importance to the welfare of the nation and millions of Americans, corporate support is highly valued in this field, both at the national and local

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levels. By any numbers of measures, corporations play an instrumental role in adult literacy. We cannot emphasize enough how essential this role is because it so often meets needs for which no other funding is available" (Chisman and Spangenberg, 2006:i).

The study revealed that a large number of US-American corporations contribute to adult literacy on an occasional basis, but only a small number has established literacy as a major priority for their philanthropic engagement, being the Verizon Foundation, - which funded this CAAL study, - the largest donor accounting for as much as one third of all national giving in this field (around US$30 million annually). Together with a few other companies (e.g. Dollar General Corporation, Wal-Mart, IBM, UPS and Starbucks) this represents 70-80% of all corporate funding for literacy. However, many companies that have established literacy as a priority provide funding for both adult literacy and literacy programmes to benefit children or promote reading more generally. In addition, it appears that corporate donors provide more funding for other adult skills and education programmes (i.e. 'health literacy', 'financial literacy', 'computer literacy', 'English as a Second Language', etc.) than for programmes that focus on the development of reading and writing skills of adults.

The study further revealed that companies support literacy for a combination of altruistic and business reasons. For the most part, they support literacy activities that are not primarily publicly funded (e.g. community-based organisations, local libraries and literacy coalitions). While more than two-thirds of corporate funding goes to local literacy programmes, only one-third is given to national literacy leadership organisations. Too little data was available to precisely measure the impact of corporate giving on adult literacy, though the impact was apparent by a descriptive review of the distinctive contributions (in both cash and in-kind). Corporate donors played a visible role in strengthening national leadership organisations in three ways: (1) Institutional building; (2) sustaining leadership; and (3) innovation. The most distinctive contribution is the support to the development and dissemination of innovative practices in literacy provision, to which a large percentage of the budgets of some organisations is dedicated. "There is no other source of support available for innovation by national leadership organizations. Corporate donations for innovation provide an indispensable national service". However, the report recommends donors to consider providing support for leadership organisations that need help in taking their work to scale.

According to the survey of several thousand local literacy programmes that CAAL conducted in 2005, it appears that most programmes receive a larger amount of support from other sources than the corporate giving, "probably public funding or organizations that sponsor them". Local programmes use corporate funding mostly for improvement activities (e.g. advancement in curricula and instructional methods) or expansion of their infrastructure (especially increasing their use of information technology), rather than to support ongoing operations. The use of the funds could also reflect corporate priorities (e.g. funds from donors in the telecommunications industry used for investment in ICTs). CAAL and other national literacy leaders identified the following "unmet needs" in their report: Strategic planning to improve the literacy system as a whole; development of new programme models that link literacy with other areas of education, services and employment ("literacy plus");

public awareness activities to increase public support for this field; and a better understanding and influence of public policies (ibid.).

There are concerns about the enormous influence that philanthropy of commercial companies, such as Pearson (see Box 7), have on public education and other non-state (non-for profit) actors. In the time of the Covid-19 crisis, this concern is raised with more emphasis. Lara Patil (2020), for example, who analyses the power and influence of the private sector and for-profit philanthropy during the current Covid-19 pandemic, identified the emergence of a specific kind of "disaster philanthropy." She highlights, in particular, the strong engagement of technology philanthropists reflected in "the power and influence of technology products and platforms; billionaire technology philanthropists utilizing 'for-profit' philanthropy vehicles; and unprecedented challenges to governments and those responsible for educating their population equitably". The lack of clear government plans and strategies to face the crisis "creates a perfect opportunity for the platforms (companies) or individual philanthropists to propose a platform or plan based on their industry or individual corporate logic" (ibid.).

Box 7: Pearson's engagement in adult education

Pearson, a multinational publishing and education company, presents itself as "the (US) world's learning company with more than 22,500 employees operating in 70 countries"[40]. Their main focus is on ICT-supported learning solutions, English language learning and assessment (testing). More precisely, Pearson's business structure reflects a "shift towards more digital learner-centred products"[41] While adult literacy and basic education is not one of Pearson's core areas, they are engaged in the "correctional education field" by working with the leaders to "identify the unique needs of students and teachers in correctional education" through adult literacy programmes, tools for continuing education, and job training and vocational skill-building resources[42].

In Person's annual report 2019 it is stated: "Some of the underserved and underrepresented groups we have focused on to date include adult learners without degrees, underprepared learners in US higher education, people with disabilities, women and girls, and refugees". In the framework of the "assessment business" in the USA, the computer-based GED test allows adult learners to prepare for college, career training programmes or better-paying jobs. "By supporting adults who have faced barriers completing their high school education, it is a key piece of our sustainability objective to advance equity in education". Other Pearson "products" that are helping adult learners overcome barriers include 'Accelerated Pathways' which partners with employers to provide lifelong learning opportunities to "our clients' employees. It is for adult learners without basic education and includes foundational education skills (reading, writing, English, core job and work skills). Programmes are online and optimised for mobile delivery, so employees can learn anytime, anywhere. A mix of funding sources can reduce or remove the cost barrier for participation" (Pearson, 2020:36).

While the youth and adult education subsector is hardly the key focus of such private engagement, such exertion of influence may indirectly affect the subsector. For example, national education budgets may reallocate funds previously dedicated to ALE to invest in technology infrastructure; school directors may be reluctant to continue

sharing newly equipped school infrastructure with adult basic education courses; or the restriction of ALE provision to online and distant courses may exclude those learners who are at the lowest levels and unprepared for independent learning as well as those who do not possess the devices and are without access to the Internet. While early grade literacy for children attracts the main interest and investment of private philanthropy, there is also engagement in youth and adult literacy as the example of the Project Literacy coalition illustrates (see Box 8).

Another example of corporate philanthropy was a three-year pilot project called 'Advancing Mobile Literacy Learning' to develop teaching and learning strategies that use digital solutions. This was funded by the Microsoft Corporation and implemented in Bangladesh, Egypt, Ethiopia and Mexico by the UNESCO Institute for Lifelong Learning and related UNESCO Field Offices[43]. Other companies limit their engagement to the mobilization of donations for children's and adult's literacy[44].

Box 8: Business-oriented non-state actor (Pearson) convenes coalition of global and local organizations to advance the literacy agenda

The Project Literacy (www.projectliteracy.com) is an example of a recently founded coalition of global and local organizations dedicated to tackling the literacy gap by advancing best practice, innovating for new solutions, and energizing debate about literacy. Convened by Pearson in 2015, Project Literacy partners (as of September of 2016) include Pearson, 28 Too Many, 826 National, Achievement for All, Action on Addiction, Asia Foundation, Book Aid International, Book Trust, Books Beyond Words, CENPEC, Doctors of the World UK, FCB INFERNO, Feed the Minds, Fight for Peace, First Book, GOOD Worldwide, Jumpstart, Lessons for Life Foundation, Microsoft, National Literacy Trust, NOW, Nutrition & Education International (NEI), Pencils of Promise, Pledgeling, Raising a Reader, Reach Out and Read, Read On. Get On., Reading is Fundamental (RIF), Reading Partners, Results for Development Institute, Room to Read, The Big Issue, The Hunger Project, The Institute for Strategic Dialogue, Too Small To Fail, UNESCO, Unreasonable Group, Veerni Project, War Child UK, Weber Shandwick, Womankind Worldwide, World Literacy Foundation, Worldreader, LitWorld, AFRIpads, Angaza, Edom, Edovo, Eduze, Guru-G, Guten, Insane Logic, Karadi Path, Kingo, LightSail, Livox, Robbie AI, SunCulture, ThinkCERCA, Ubongo, Breakthrough Collaborative, Bulverde Spring Branch Library Foundation (BSBL), IGAUPM, Lanka Jathika, Literacy Inc., Mary Ward Center, Minnesota Literacy Council, National Braille Press, Parent-Child Home Program, Tablab, The Dream Center, The Indigenous Literacy Foundation (ILF), The Literacy Lab, Un Millón de Niños Lectores, We Need Diverse Books (WNDB), Western Cape Primary Science Programme, Library For All, READ Alliance, EYElliance, Impact Network, ILA, Tales2go, Indy Reads, The Beat Within, Cradles to Crayons, The Reading Agency, and Reading Rescue (altogether 89 partners).

In 2016, Pearson commissioned a landscape analysis of the global literacy sector to the Results for Development Institute in the framework of their Project Literacy (ProLiteracy) initiative. Interestingly, all of the landscaped global literacy initiatives are driven by the non-profit sector (NGOs or bilateral and multilateral agencies). There are no corporate-driven campaigns or initiatives for literacy at the global level. The landscape analysis identified a number of corporate-led literacy initiatives and one major campaign, however all of these were focused domestically

(primarily USA) or regionally (for example UNIQLO's literacy initiative in Asia). Within the non-profit sector, some global initiatives are owned and funded by bilateral and multilateral agencies (key stakeholders in this category include USAID, DFAT Australia, and UNESCO) and others are run through NGOs primarily funded through individual philanthropy or private foundations (e.g. ProLiteracy, XPRIZE, etc.)(Results for Development Institute, 2016).

Most of the global literacy initiatives do not have a particular geographic focus, but rather work across a wide number of countries. In general, there is less activity at the regional level than at the global and country levels. This may be due to lack of donor interest in funding regional activities or barriers to coordination (distance, costs, etc.). At the country-level, this landscape analysis sought to identify large-scale literacy initiatives (led by the non-profit and corporate sectors) in Pearson's priority markets (United States of America, United Kingdom, South Africa, Brazil, China, and India). Of the global literacy initiatives, only two initiatives focus on adult literacy, one of which is no longer active (the United Nations Literacy Decade UNLD – now GAL) and ProLiteracy (also engaged in U.S. domestic work). The remaining initiatives all focus primarily on child literacy, more precisely, early reading (ibid.).

Further, the landscape analysis identified a divide between for-profit/corporate ("non-traditional") and non-profit/public ("traditional") initiatives and recommended an enhanced collaboration between both (development and global literacy stakeholders). It concluded that with an increasing number of non-traditional stakeholders interested in playing a meaningful role in supporting literacy, the field as a whole could stand to benefit from greater collaboration and engagement across sectors (ibid.).

Advocacy and network activities

Non-state actors in ALE, mainly civil society organisations, have an important role to play in advocacy at the national, regional and international levels. Many providers of adult literacy and education programmes featured at the UNESCO LitBase include advocacy among their programme aims such as to raise public awareness about the importance of literacy for personal and community development (to strengthen demand) or to mobilise governmental commitment to ALE (to ensure supply). Often, civil society organisations' efforts go beyond their programme delivery aiming at the strengthening of the national non-formal education system as a whole and influencing public policies in order to enhance the quantity and quality of the service.

Among the most common mechanisms civil society uses to make space in the global ALE policy architecture are advocacy, lobbying, campaigning and building partnerships and alliances for common goals (Popović, 2014; Tuckett and Popović, 2015). The International Council for Adult Education (ICAE) is a global network with a specific mandate to advocate for youth and adult learning and education as a universal human right. It was created as an international non-profit civil society organization in 1973 and has seven regional bodies (Africa, Arab Region, Asia, Caribbean, Europe, Latin America and North America) representing more than 800 NGOs – regional, national and sectoral networks – in more than 75 countries[45]. It is governed by two major structures to manage activities of ICAE, the General Assembly (GA) and the Executive Committee (EC). However, financing became a critical challenge for ICAE. Cuts of financial contributions from several key partners plunged ICAE into a serious financial crises with the

consequence that they had to cut all costs, reduce the staff and the staff time of the existing Secretariat, and hold an extraordinary General Assembly virtually to adopt a new Constitution and discuss the way forward (ICAE, 2020).

4 Innovative elements identified as good practices of how non-state actors successfully address identified challenges in youth and adult education

The experiences of adult literacy and basic education policies and programmes from all world regions, which are illustrated in this section, need to be analysed in the specific context of the country or region where they were designed and implemented as well as in the historical perspective of the development stage in which this is occurring. What can be perceived as innovative in one country, may be already implemented as a matter of routine and institutionalized for a long time in other countries. Rarely, all aspects of a policy or programme can be identified as 'good practices'. This section is rather about carving out those elements that have contributed to successfully address identified challenges in youth and adult literacy and education.

4.1 Provision

In many countries there is a long tradition of government-managed and/or -funded adult learning centres. Often such learning centres are managed through the local governments, a non-governmental organization or a committee, and national coverage of provision is ensured through a network of centres. Some of such community learning centre approaches have a particular focus to serve rural populations. There are private actors, too, who provide adult literacy and education, though to a less extent. Unions, associations and movements are also active in adult literacy for a long time. Often, they have initiated their learning programmes to fill a gap, both with regard to lacking basic skills among their membership and with regard to the unavailability of related government services.

The Kominkan community learning centres in Japan have a long history. They were established after the World War II with the aim to meet people's needs to learn new values and to improve their lives. In 1949, when the Social Education Law came into effect more than 10,000 Kominkan had been already established. In 2005, approximately 16,000 Kominkan offered 473,000 community-based non-formal education courses in which a total of 244 million people participated. The majority of Kominkans are set up and managed by local governments (municipalities) in cities, towns, or villages and are generally located in an elementary school. There exists, however, another type of Kominkan – the 'autonomous Kominkan' – which are volunteer-based community learning centres and funded by local residents. In such 'autonomous Kominkan' the local residents can request and develop programmes according to their own interests. It is estimated that Japan has some 70,000 autonomous Kominkan, but no official figures at national level are available[46].

The Swedish 'folkbildning' is the collective name for the activities conducted by the country's folk high schools and study associations in the form of courses, study circles and cultural activities. 'Folkbildning' is a part of the liberal

non-formal educational system. Every year, over a million Swedes participate in such learning activities[47]. In the Swedish context the concept of 'Folkbildning' often is translated in a wider international context as 'popular education'. A fundamental reason for public support of popular education is that it aims to contribute to strengthening democratic development in society. The folk high schools also offer many specialist courses, often linked to the profile of the school. The folk high schools' profile can be based on the owners' ideologies but also based on, for example, a specific content such as music or arts and crafts. The long-term courses last from one to three years, but the folk high schools also offer short courses of less than 15 days (Laginder, et al. eds. 2013). Rubenson, who analyses the experiences with the 'Nordic model' of lifelong learning and adult education draws the following policy lesson: "A high participation and, in comparison to other countries, low inequalities in the Nordic countries can be directly linked to a state that sets a very demanding equity standard and has developed an institutional framework to support this ambition. This model explicitly recognises market failures in contributing to a system of Lifelong Learning for all" (Rubenson, 2006: 339/340). In other words, the 'Nordic model' of adult education does not put equity and inclusion in the hands of the 'free market' but of a regulating state.

There are some examples of international cooperation in ALE such as the German DVV International which is doing significant work in this area. The Institute for International Cooperation of the German Adult Education Centres Association (*Deutscher Volkshochschul-Verband e.V.* - DVV), has been active in the field of adult education and development cooperation for more than 45 years. DVV International provides worldwide support for the establishment and development of sustainable structures for youth and adult education. It cooperates with civil society, government and academic partners in more than 30 countries in Africa, Asia, Latin America and Europe (European Commission, 2015a). One of DVV International's partners is the Afghan National Association for Adult Education (ANAFAE) (see Box 9), which was founded in 2005 and has evolved since then - with the continuous support of DVV International - to become the key non-state actor in and advocate for adult literacy and education in Afghanistan. ANAFAE also became a member of the regional network of the Asian South Pacific Bureau of Adult Education (ASPBAE) at the end of 2007.

Box 9: ANAFAE's response to meet youth and adult literacy and basic education needs in a difficult environment in Afghanistan

The Afghan National Association for Adult Education (ANAFAE) was formally founded in September 2005 as an umbrella organization to foster the development of ALE through local adult education centres. The Association sees itself as a national forum for the promotion of strategies and programmes of adult education with a particular focus on literacy learning, basic education, further vocational training, and continuing civic education. It maintains contact with decision-makers and policy planners in the sector, officials in charge of Ministry of Education departments and programmes, tertiary level teachers and instructors, and seeks, encourages and moderates proactively the dialogue among all stakeholders in the sector, including grassroots practitioners. ANAFAE maintains close ties of cooperation with the National Literacy Centre, the Ministries of Education, Labour, and Women's Affairs and their local

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structures in the provinces, as well as with Community Development Councils, especially in the northern province of Balkh.

ANAFAE provides its education services through Adult Learning Centres (ALCs), which are educational institutions registered with the Republic of Afghanistan's Ministry of Economy. Currently there are 21 ALCs providing educational services in 12 provinces of Afghanistan. ANAFAE's education services focus on young people who need support for their school education, who want to study at the university and those looking for employment. ANAFAE also offers literacy and basic education classes for young people and adults. After 2002, DVV International and ANAFAE had gathered experiences with integrated literacy approaches for returning refugees. Literacy education was combined with technical skills training, such as soap, noodle, and cookie production, tailoring, electricity and welding. In addition, women took part in community mobilisation training of the Afghan Women Network.

However, this initiative, together with other innovative literacy approaches such as a (UNICEF-sponsored) literacy programme for women, did not find the formal support of the Ministry for Education and it was difficult to obtain officially recognized certification from the governmental authority for these non-formal programmes. Since 2005, the literacy curriculum (the UNESCO-sponsored "LAND Afghan Curriculum") is still the main standard programme under the responsibility of the National Literacy Department. While using this prescribed government curriculum, so that recognised certificates can be issued to their learners, ANAFAE has added on several components such as health education, content on women's role in family and community as well as a small component on skills training to enable, in particular women, to start their own small business and economic activities.

In response to the huge demand in Afghanistan, where the majority of adults has never been to school, ANAFAE has engaged in the development of a pilot adult basic 'acceleration' education, in particular with the aim to open up new pathways for younger adult literacy learners to help them bridge to basic formal education or to vocational education. Unfortunately, an Adult Basic Education Programme (ABEP) proposal that had been developed by staff from the curriculum department of the Literacy Deputy Ministry, with technical support from UIL and UNESCO Kabul, was not officially supported and recognized. Therefore, ANAFAE had to find a viable approach to serve the demands of literacy learners to open up opportunities to further their education including through the existing formal education system. The Accelerated Learning Programme (ALP) is a new approach to lifelong learning, piloted by ANAFAE for the first time in Afghanistan to satisfactorily meet the needs of the out-of-school population.

The new pilot programme was accepted and recognized by the National Literacy Department (NLD) of the Afghan Education Ministry. The ALP allows those learners (above all women) who have never been at school or could not complete primary education, to achieve formally recognized certificates and thereby opening new doors to further learning, also through formal educational channels. The total duration of the Accelerated Pilot Programme (APP) was of 10.5 months in 2019, and learners acquired competencies that are equivalent to grades 4, 5 and 6 of formal education (each grade corresponds to 3.5 months in APP). The APP is preceded by a nine months literacy course leading to a certificate (jointly issued by NLD and ANAFAE) that is equivalent to grade 3 of formal education.

To extend ALP to lower secondary education, ANAFAE established in the beginning of 2020 their own Literacy Schools in Kabul and Balkh provinces, to pilot the new Accelerated Learning Programme (ALP) also for grades 7 and 8 for those who graduated from grade 6 of basic general education in 2019. The ANAFAE Literacy Schools are linked up with the governmental Literacy Schools under the NLD. The learners are registered with the Ministry of Education (MoE) and will receive their certificates by the MoE and ANAFAE. The total course duration of grades 7 and 8 is nine months for each grade. No vacation break is planned between the two levels, the ANAFAE Literacy Schools are scheduled to seamlessly continue during the winter season. The ANAFAE Literacy Schools implement the official curriculum of the Ministry of Education for both formal secondary education grades 7 and 8, which encompasses not less than 17 subjects (i.e. Arabic language, Arts, Biology, Chemistry, Civics, Dari language, English language, Geography, History, Islamic Education, Islamic Jafari, Islamic Tajweed, Maths, Pashto language, Patriotism, Physic and Profession). The piloting of grade 7 of the ALP started in January 2020 with 950 learners and was supposed to end in October 2020.

Unfortunately, the ALP programme was interrupted due to Covid-19 and the lockdown of the whole Afghan education system. During the lockdown the ANAFAE literacy team selected the best performing teachers, trained them to practice distance teaching, to link well with their students and to present their classes in an attractive learner-centred way, also in front of a camera. A professional recording production company helped to produce the video lessons. 115 different video lessons were recorded for this important education programme. ANAFAE distributed the recorded video lessons on flash memory to the learners. The home-based learning started mid-June 2020. On August 22 all education programmes opened again under strict hygienic standards and the ALP continues.

The Accelerated Pilot Programme supports institutional linkages between two important components of the National Education Strategic Plan (NESP) – namely the Adult Literacy and non-formal Adult Learning and Education (ALE) with formal General Education, - through the establishment of grade equivalencies between the two streams of education. In the future, graduates of grade 9 will also be able to enrol in formal Technical and Vocational Education and Training after this level has been included and piloted in the ALP.

Sources: https://anafae.af/ and Bashir Khaliqi, Director ANAFAE and Wolfgang Schur, Country Director Afghanistan, DVV International (personal communication).

The Social Service of Industry (*Serviço Social da Indústria* - SESI) under the National Confederation of Industry (*Confederação Nacional da Indústria* - CNI) in Brazil, is an example of private sector adult education services which are funded by the employers. SESI is an entity under private and civil law, organised on a federative basis to provide social assistance including education to industrial workers, their families and communities throughout the country. SESI implements two major adult education programmes: (1) The Youth and Adult Distance Learning Programme which provides basic education to young people and adults who, for various reasons, have not completed their compulsory schooling at the appropriate age. It provides primary education to young people and adults from 15 years of age onwards and secondary education from 18 years of age onwards. (2) The Intensive Literacy Programme which is aimed at young people and adults who have not had the opportunity to begin or complete compulsory

education at the appropriate age, covering the first years of primary education (1st to 5th grade). Young people and adults with a minimum age of 14 years are admitted to enrol[48]. According to SESI's 2018 Annual Report, it has provided basic education to 95,591 children; youth and adult (face-to-face and distance) education to only 1,278 adults; continuing education to 122,187 persons; language courses to 844 persons, in addition to 38 technical courses[49]. This means that, de facto, SESI's services at the basic education level are mainly benefitting children.

The National Network of Folk Universities in Poland, which consists of non-profit organizations that offer ALE in rural areas aims to develop folk universities as adult learning centres. Local Centres of Knowledge and Education, being established in underdeveloped areas of the country, are expected to connect ALE provision with the needs of the local community. As part of the civic education path of the National Programme for Supporting the Development of Civil Society, support for folk universities is a strategic approach of Poland to increase stakeholder involvement (UIL, 2019).

The Education and Training Board of Ireland (ETBI), is defined under the Education and Training Boards Act 2013 as "an association established to collectively represent education and training boards and promote their interests, which is recognised by the Minister for the purposes of this Act". The principal object of ETBI is to promote the development of education, training and youth work in Ireland. It has a National Literacy and Numeracy Advisory Committee[50]. ETBI is the national association representing 16 member Education and Training Boards (ETBs), which deliver adult further education and training (FET) across Ireland. They are involved in the provision of adult literacy programmes nationwide catering to some 57,003 persons – including the provision of English language programmes to 11,017 persons whose first language is other than English. ETBs also provide literacy and other skills training to general operative staff working in local authorities. Furthermore, they organize family literacy programmes[51].

Distance learning programmes are organised in several countries as open and free online learning portals. They are often developed and managed by non-state actors while publicly funded. This is, for example, the case of the German open e-learning portal 'ich-will lernen.de' (I want to learn)[52], which is funded by the Federal Ministry of Education and Research and developed and implemented by the German Adult Education Association (DVV). It offers more than 31,000 exercises on topics including basic skills (literacy, numeracy, and German language) and other general skills such as managing finances, applying for a job, work management, working together and intercultural competences. Learners are supported by online tutors (European Commission, 2015b). In Ireland, distance learning is being promoted by a company with limited and charitable status dedicated specifically to adult literacy. This National Adult Literacy Agency (NALA) has developed an interactive website[53] allowing adults to improve their reading, writing and number skills and to get a national qualification (ibid.).

In Brazil, ALE is promoted through movements such as the Landless Rural Workers Movement (*Movimento dos Trabalhadores Rurais Sem Terra* – MST), which is organised in 24 federal states of the five regions of the country and represents about 350,000 rural worker families who are fighting for land. They are running a network of schools and report on having provided literacy training to 50,000 adults[54]. The Movement of Basic Education (*Movimento de*

Educação de Base - MEB) is run by the Catholic Church in Brazil. It was founded in 1961, as a non-profit private-law civil society organisation, and is linked to the National Episcopal Conference of Brazil (CNBB)[55].

Volunteers (or literacy tutors) in Trinidad and Tobago founded the Adult Literacy Tutors Association (ALTA) in 1992, a non-profit organization which provides the only comprehensive, structured, adult literacy programme in Trinidad and Tobago. Over the last decade it has also trained literacy tutors in St Vincent, Antigua and Grenada, with an adult literacy programme using the ALTA approach and materials currently operating in Grenada. This association deliberately renounced to any government funding in order to keep its political independence while building on a volunteer work-based membership scheme[56] (see Box 10).

Box 10: Volunteer tutors' self-organization: Adult Literacy Tutors Association (ALTA) in Trinidad and Tobago

The Adult Literacy Tutors Association (ALTA) in Trinidad and Tobago is a registered charitable organisation and receives funding largely from individuals, corporate sponsors and partners[57]. While ALTA sometimes engages in projects initiated by government agencies, ALTA has never, in its 23 year history, received government funding to pursue its operations and remains independent of political alliances on a partisan level, as a member of civil society (NGO). ALTA is managed by a CEO and an elected Board which comprises members of ALTA's tutor body and key partners in ALTA's mission. ALTA members meet annually to elect a Board, review the organisation's annual financial statements and plan its year of operations.

Certified tutors and assistant tutors may apply for ALTA membership after completing 150 hours volunteer service and continuing as a volunteer tutor. The annual subscription is US$5, renewable at the Annual General Meeting in late October. Volunteers are unpaid. Volunteers who agree to be trained are asked to pay a refundable deposit of US$15 and buy the course handbook (US$9). ALTA successfully manages over 300 volunteers teaching at 50 venues across Trinidad, providing support with teaching aids suited to the needs of students, course content and coordinators at the class level to guide and direct the delivery of the programme, which is a costly undertaking. At the professional level, ALTA continually monitors the performance of its tutors and other officials through a three-tier system. Tutors' performance is assessed by trainers and coordinators via site visits and standardized reports. The coordinators themselves are evaluated by regional coordinators, who in turn are evaluated by the ALTA Senior Managers.

Tuition for ALTA is free for all students enrolled in community classes. Students pay US$3 per term for an ALTA Adult Workbook and other materials such like phonics cards. ALTA presents certificates to students who have completed or are advanced to the next literacy level in ALTA. Students who have completed study at ALTA have successfully gone on to receive School Leaving certificates, CSEC passes and other qualifications.

However, ALTA is also facing some challenges being one the high staff turn-over. Retaining the services of qualified and experienced tutors and trainers is difficult because tutors are volunteers who receive no remuneration, while the stipend that coordinators and trainers receive from ALTA is too low. Moreover, staff positions are not held on a

full-time basis. These challenges have led to high staff turn-over, which in turn has affected the quality of programme delivery. ALTA has tried to tackle this challenge by developing a professional body of adult literacy tutors to provide consultant literacy and skills training services in the workplaces and to other NGOs in order to generate income for stipends.

Although ALTA has regular sponsors and generates independent funds (from tutors' membership fees, the sale of literacy materials and consultant teaching services for corporate and NGO partners), these privately generated funds do not cover the programme's annual costs of US$ 202,000. Furthermore, ALTA's corporate partners do not commit themselves to providing financial support on long-term basis.

Rural areas suffer from a shortage of committed and qualified volunteers. In addition, prospective learners are often reluctant to attend classes in small villages, partly due to the lack of public transport available, but primarily due to the stigma attached to illiteracy. There is therefore a need to undertake community advocacy campaigns in order to break down the stigma and motivate people to attend literacy classes.

Sources: https://uil.unesco.org/case-study/effective-practices-database-litbase-0/adult-literacy-tutors-association-alta-literacy and http://alta-tt.org/

Not only adult educators have organized themselves to provide educational services to their communities. In Kenya, adult learners have established their own association, too, the Kenya Adult Learners' Association (KALA) (see Box 11). Among KALA's programme partners are similar learners' associations in Ghana, Malawi, Sierra Leone, South Africa, Tanzania, Uganda, Zambia and Zimbabwe.

Box 11: Adult learners' self-organization: The Kenya Adult Learners' Association (KALA)

The Kenya Adult Learners' Association (KALA) is the only adult learners' association in Kenya, which was started and managed by adult learners, and therefore well placed to articulate the needs of adult learners. KALA is a non-partisan, non-religious, and voluntary organization founded in 1990 during the International Literacy Year by a group of adult learners. The association forms a vital resource base for innovative programmes such as economic empowerment, functional adult literacy activities, and continuing education, which catalyse the participation of adult learners (who are mainly women) in adult education programmes in Kenya and link to income generation, productive work, and family health. Communities participating in KALA's efforts have also benefited as a whole from the community libraries and resource centres set up in support of the project, thus promoting a culture of lifelong learning. The association, therefore, serves as a platform to articulate the perspective of adult learners on literacy by taking part in policy and implementation of the adult education programmes in Kenya. KALA also invites individuals and groups involved in adult education to join as members.

In KALA's Economic Empowerment and Functional Adult Literacy Programme there has been a transformation of management at the classroom level, which is part of a two-way undertaking between KALA and the adult learners. In an innovative measure, each class now has a voluntary management committee, comprised of both adult learners and the class facilitator. The facilitator is responsible for articulating the concerns of the class to the committee,

which discusses and responds to issues collectively. This allows adult learners to take a managerial role in their class and make important decisions. As a requirement of each class, the committee is responsive to the needs of learners and puts adults in the position to measure how much they have achieved.

KALA is funded through the Church World Service, Pro Literacy Worldwide and self-financing. However, due to high enrolment rates by adult learners, the capacity of KALA is insufficient to provide enough facilitators for all 22 adult learning centres distributed across the country. This goes along with a lack of funding that leads to a shortage of material and human resources.

Sources: https://uil.unesco.org/case-study/effective-practices-database-litbase-0/economic-empowerment-and-functional-adult-literacy and https://kala.or.ke/

Adult literacy and basic education programme provider increasingly seek official accreditation by the competent national authority that allow them to issue recognised certificates and qualifications to their learners. This may be done within more formal settings such as national qualifications frameworks (NQFs), or specific and bilateral arrangements with the responsible education ministries or departments. The NGO Project Literacy in South Africa, for example, is fully accredited by the Education, Training and Development Practices of the Sector Education and Training Authority (ETDP SETA), which facilitates and promotes the training of accredited training and development providers to guarantee quality of provision. It is further accredited by the ETQA, which is the quality assurance body within the Sector Education and Training Authority (SETA), whose purpose is the monitoring and auditing of achievements in terms of standards or qualifications registered on the South African NQF[58].

The Brazilian Industry Social Service (SESI), which offers youth and adult education to its members (employees), has piloted a mechanism for the recognition, validation and accreditation (RVA) of non-formally and informally acquired learning outcomes. The pilot project *'Reconhecimento de saberes'*, which was approved by the National Council of Education, consists in an innovative pedagogical proposal, focusing on the world of work and including as instruments of pedagogical support the recognition of prior knowledge and the distance education (UIL, 2018). In order to harmonize the quality of adult education provision across governmental and non-governmental providers, the German GRETA project has developed and built an agreement on national standards for the accreditation of adult education professionals in Germany (see Box 12). The collaborative cross-provider approach used in the development of the competency standards has strengthened ownership and commitment to deliver good quality services.

Box 12: Agreement on standards for the accreditation of adult education professionals in Germany

In Germany, there were recently adopted common competency standards for the recognition and accreditation of professionals working in the field of ALE. This was done through the research and development project GRETA (2015-2018), acronym which stands, in German, for "Basic Principles for the Development of a Cross-Provider Recognition Procedure for the Competences of Teachers in Adult and Continuing Education". The project, which was funded by the Federal Ministry of Education and Research and led by the German Institute for Adult Education, is a

significant contribution to promoting professionalization and the recognition of the teacher competences in the field of ALE.

The GRETA competence model, which includes all competences required for teaching activities in ALE, can be used as the basis for different methods for validating and strengthening educators' professional activities (e.g. as a reference for portfolio-based assessment of informally or non-formally acquired competences of teachers; or as a reference framework for train-the-trainer programmes, etc.).

In order to ensure broad acceptance and ownership of the standards, the GRETA project has, from the outset on, involved the major non-state ALE provider associations in Germany as partners, including the Association of German Educational Organisations (AdB), the National Committee Work and Life (AuL), the National Association of VET Providers (BBB), the German Protestant Consortium for Adult Education (DEAE), the German Association for University Continuing and Distance Education (DGWF), the German Adult Education Association (DVV), the Association of Continuing Education Organisations (DVWO) and the Association of German Private Schools (VDP). This collaborative cross-provider approach in developing quality standards is new to the field of ALE in Germany and is supposed to support the project's success and impact significantly[59].

Source: GRALE 4 Monitoring Survey, Country Report Germany, UIL, 2019

The provision of national adult literacy and education programmes usually has an in-built component of monitoring and evaluation. In the case of mixed governances schemes, were public and private actors collaborate in the implementation of such (publicly funded) programmes, the overall responsibility for monitoring and evaluation lies with the government. In the case of the Literate Brazil Programme (*Programa Brasil Alfabetizado* – PBA), for example, the Federal Ministry of Education had established two main strategies to monitor and evaluate the results of the programme: (1) A macro-management strategy that used official social and educational indicators stated in the Multi-year Plan. (2) A micro-management strategy that assessed programmes on the basis of how they were managed, what selection criteria they used, what their focus was and how effectively they functioned. This second strategy comprised a wide range of evaluation initiatives that aimed to identify important lessons on which the programme's leaders could base their decisions and draw upon to redesign and improve their plans of action for youth and adult literacy[60].

Established in 1991, the Progresso Association (Associação Progresso) is a Mozambican non-governmental organization with a mission to support rural communities in improving their living conditions and management capacity, with special attention paid to the most vulnerable: women and children. With gender equality a central theme in the organization's programmes, Progresso has implemented several literacy and reading initiatives since its inception. Although the Ministry of Education (MINEDH) has developed a general curriculum for adult literacy teaching, there has not been a specific curriculum for literacy teaching in local languages. To address this gap, Progresso has prepared textbooks for literacy and numeracy in five local languages. One of Progresso's key programmes is titled "Literacy in Local Language, a Springboard for Gender Equality".

An important part of the gender component of this integrated literacy-gender programme is raising awareness among community members. Progresso promotes this through an innovative activity called community monitoring, carried out by literacy learners and their teachers. In addition to its awareness-raising function, community monitoring also has a clear instructional effect: as learners work with survey forms and systematized data, they apply and improve their reading, writing and numeracy skills through hands-on activity. The application of recently acquired reading and writing skills is encouraged through the collection of data and the production of reports with aggregated data. Narrative reports have so far been written primarily by the literacy teacher under the supervision of the district technical staff, while learners are encouraged to write sentences to add to the final reports. These reports have been presented to local leadership as well as public institutions and civil society organizations at district and provincial level. Indicators included in the community monitoring survey forms relate to school/literacy class attendance and drop-out, participation in initiation rites, early and forced marriage, teenage pregnancy, domestic violence, treatment of widows, and women's participation in local governing bodies. A practical exercise on community monitoring is conducted in a neighbouring community followed by an evaluation by seminar participants[61].

4.2 Financing

No research evidence seems to be available on the contribution of adult learners, their families and communities to adult literacy and basic education services. Usually, such services a free of charge. However, opportunity costs for adult learners' participation in ALE may be involved. For example, learners need to make available their time, pay for their transportation, childcare services or learning materials, contract extra tuition, or buy or rent support tools and devices, among others. Communities are requested to donate land for the construction of learning centres or to provide buildings, work force and support. The data availability does not allow for any estimates on such contributions. There are only bits and pieces of information that cannot but provide a snapshot of the situation. For example, the Dhaka Ahsania Mission (DAM) in Bangladesh reported for 2018/19 a local fund raising and community contribution of 4% to their overall income for that year (34.7 million USD)[62]. However, this income has been used for all services of DAM including non-formal education programmes.

The Parkari Community Development Programme (PCDP) was founded in 1996 in Pakistan. One of the core PCDP programmes is the Parkari Literacy Project (PLP), a community-based literacy development programme launched in 2000. PLP aims to enhance both children's and adults' literacy skills. The programme is funded by foreign donors, SIL International, the Canadian International Development Agency, the Norwegian Agency for Development Cooperation (NORAD) and Wycliffe Norway. However, sustainability is assured by the village committees, which assume ownership and responsibility for managing and running the adult learning centres. Village committees provide the land for the schools, and build and maintain them. They are offered five days of training at the beginning of the programme, during which they learn to manage and allocate community resources. PCDP supports the committees in their responsibilities for the first two years, and trains the teachers. These responsibilities are then fully transferred to the village committees, which thereafter oversee all income-generating activities to

maintain the schools. These activities have included crop-sharing as a means of paying school fees during harvest season. With the support of the community, school management committees and PCDP have organized events to raise funds and contribute to the schools' sustainability. These include a special day on which students give performances based on what they have learned[63].

The Indonesian Ministry of Education implements a "competitive funding system" according to which all non-formal education institutions are eligible to apply for a grant from the government. Such a contracting scheme is also operated between government and Community Learning Centres (CLCs). In 2013, around 4,000 CLCs received funding from the government (ASPBAE, 2013). While all non-formal education institutions may seek to access some grant income from the government, only those with "credible criteria" receive the grant. Some of these criteria are: (a) conduct needs assessments; (b) have all necessary legal documents and recommendations from relevant institutions; (c) have online ID; (d) have targets by name and address; and (e) have a specific partner in marketing their 'products'. In response to the growing interest from the private sector in investing in the non-formal education sector, the Indonesian Government also introduced an operating licence for delivering non-formal education with foreign investment or aid funds (UIL, 2017a).

The Philippines have instituted the following innovative measures for financing ALE: a) Bottom-Up Budgeting, as a grassroots participatory budgeting where local government units and civil society organizations are allowed to propose programmes and activities based on their needs; b) Unified Contracting Scheme of the Alternative Learning System, in which the Bureau of Alternative Learning Systems implemented two major non-formal education programmes: the Basic Literacy Programme and the Accreditation and Equivalency Programme. These programmes are delivered through a contracting scheme, with qualified education service providers and with the use of government funds for field operations (UIL, 2017a).

The GRALE 4 monitoring survey (UIL, 2019) asked UNESCO Member States whether new mechanisms or sources of funding for ALE have been introduced since 2015, and if this was the case, to provide concrete examples of related measures. In total, 135 countries reported on the introduction of new mechanisms for financing ALE. Out of these, 47% (63 countries) have introduced new financing mechanisms since 2015. These range from cross-collaborations such as inter-ministerial, public-private, council, agency, programme and campaign initiatives, to special types of funds, unemployment insurance, scholarships, bilateral, multilateral, national and local mechanisms, and international and regional aid funding (UIL, 2019). On the whole, responses focused more on new sources than mechanisms of funding. There are also regional differences. Most countries reporting on new sources of funding from the sub-Saharan Africa Region indicated foreign aid (e.g. bilateral and multilateral donors, UN-organizations, AfDB, GPE), while a couple of countries from the European Region mentioned funding programmes set up by the European Commission (e.g. European Social Fund - ESF). However, often such funding did not primarily focus on youth and adult education, and if this was the case, it was rather for continuing education and training or labour-market oriented skills training (ibid.).

Concrete examples of new sources of funding were shared by governmental respondents from (1) Austria, where a special co-financing scheme of national and European Social Fund (ESF) funds for education for young refugees was established (since 2016)[64]; (2) Belize, where a multi-ministerial approach was adopted to fund ALE involving ministries such as the Ministry of Education, Ministry of Health, Ministry of Human Development and Social Transformation and Ministry of Labour; (3) Brunei Darussalam, where public and private funding is used to operate short courses and programmes within the new Continuing Education and Training Framework; (4) Egypt, where several non-governmental and civil society organizations, along with telecommunications companies, finance ALE; (5) Congo, where funding comes through a combination of technical, financial, community, religious and non-profit partners, and which covers staff remuneration through subsidies from non-profit organizations and religious groups; (6) Bosnia Herzegovina, where funding is offered through employment offices and non-governmental organizations' projects; (7) the St Kitts and Nevis national Education Foundation offers scholarships to adult learners; (8) Senegal, where a fund to finance literacy interventions was established; and (9) El Salvador, where resources were allocated for educational actions for young people and adults who are outside the education system through specific measures for the prevention of violence within the framework of the Safe El Salvador Plan (GRALE 4 Monitoring Survey, Country Reports, UIL, 2019).

Other country respondents reported on new legislations that have paved the way to increased funds for ALE. For example, in Cyprus a new framework for the operation of second chance schools was introduced (partially) in 2018 and 2019, which takes into account parameters that are related to the financial support of adult learners based on socio-economic criteria. In Germany, a new law on unemployment insurance protection and strengthening continuing education came into force in 2016. It significantly extends the instruments to support employees with low-level-qualifications and the long-term unemployed with education and training programmes leading to formal qualifications. The law also seeks to make funding more flexible through specific provisions including: (a) Employees with no vocational qualifications can receive funding to support the acquisition of basic skills (reading, mathematics, IT skills) in preparation for a training that will provide them with formal qualifications; (b) To motivate low-skilled employees to take part in training and strengthen their perseverance, they are paid a bonus when they pass their interim and final examinations (until the end of 2020); and (c) the permitted duration of related measures have been extended from six to twelve weeks benefitting in particular long-term unemployed and unemployed workers facing major obstacles to placement in training and work[65] (ibid.).

New Zealand goes for incentives to stimulate participation in education and training of youth and adults by establishing the prospect of free further education. From 1 January 2018 all New Zealand students who finished school in 2017or during 2018, qualified for a year of free provider based tertiary education or industry training. This policy also benefitted those who are not school leavers. Adults who have previously studied for less than half full time year of tertiary education or industry training also qualified for fees free. The changes for 2018 were the first step in the Government's intent to provide a full programme of three years' fee free tertiary education and training for New Zealanders by 2024 (ibid.).

Some countries achieved to ensure more stable funding for ALE by integrating it into national education plans. For example, literacy and continuing education for out-of-school children, youth and adults was included in the five-year education sector plan 2018 -2022 in Eritrea as it was made one of the government priorities. This had to be complemented with efforts to increase and diversify the sources of funding by working with partners such as AfDB, UNICEF, UNESCO and others. Also in Palestine, non-formal learning and adult education programmes were included in the five-year plan of the Ministry of Education and Higher Education which has resulted in a budget increase. This is because in the new plan adult education has a budget that is separate and distinct. Before, ALE were part of the general education budget. In addition, the Palestinian authorities have signed agreements with donors and national and international institutions to fund and develop the adult education sub-sector in Palestine. In Morocco, regional councils have started to include funding for territorial literacy programmes in their (decentralised) regional development plans. This was possible because of a government declaration before parliament pledging to provide the necessary support to the National Agency to Combat Illiteracy in their efforts to improve literacy outcomes in Morocco (ibid.).

Partnerships have proven to be enabling factors in helping adult literacy and education programmes become sustainable and increase their outreach (Hanemann and Krolak, 2017). For example, the Clare Adult Basic Education Service in Ireland, which a couple of years ago has become part of the Adult Literacy Service in Limerick and Clare Education and Training Board, has struggled to secure financial resources for the programme. National funding for literacy programmes had stagnated since 2009 due to the economic climate in Ireland. The programme has addressed financial hardship in various creative ways, including through the numerous partnerships established over the years[66]. In the meantime, provision is also co-funded by the Government of Ireland and the European Social Fund as part of the ESF Programme for Employability, Inclusion and Learning 2014 – 2020[67].

Government funding of non-state providers – outsourcing strategies

A number of governments have outsourced their adult literacy work to non-state providers. For example, the government of the Islamic Republic of Iran is outsourcing more than 90% of literacy services to NGOs to develop ALE programming for different needs and sectors (UIL, 2019). A prominent example of the outsourcing approach in West and Central Africa (i.e. Burkina Faso, Chad, Central African Republic, Côte d'Ivoire, Gambia, Guinea, Mali, Morocco, Niger, Senegal and Togo) has become known as the faire-faire strategy. In this case, governments have amended their policies to fully or partially subcontract NGOs for non-formal education services. This required setting up collaboration schemes based on principles of transparency, responsibility, equity, effectiveness, efficiency, rule of law and corruption control. The 'faire-faire' (outsourcing) strategy' "is one of decentralization, namely a deliberate and organized delegation of the conception and implementation of programmes; the latter address grassroots educational needs, expressed by known stakeholders who are recognized as able to implement the programs within the framework set by the State" (Diagne and Sall, 2006: 8).

Several arguments were brought forward to support the faire-faire strategy of close collaboration of the state with NGOs and other associations, such as (a) a partnership can raise more financial and human resources in favour of literacy; (b) NGOs have significant experience, from which partnerships could benefit; (c) in accommodating a diversity of service providers, NGOs can be flexible enough to adapt to local conditions; (d) involving communities and their organizations is a means of ensuring much needed support for literacy at the local level; (e) the development of a national network of NGOs and community organizations can provide Government with feedback of independent interest groups; and (f) as collaboration depends on the existence of common goals and mutual trust, such prerequisites tend to reinforce each other as Government becomes more receptive to a pluralist civil society (ibid.).

First experiences with the implementation of the faire-faire strategy confirmed that effective outsourcing and delegation presupposed the existence of four support frameworks: (1) A political framework involving a clear sectoral policy that is well-anchored politically and institutionally adapted and stable, enjoying consensus at the highest level; (2) a framework for dialogue that is participatory and consensus-driven, where unity of thought can be achieved and nurtured; (3) a financial framework managed by a body capable of handling transfers efficiently and of receiving funds from all contributors (state, public or private, domestic and international); and (4) an effective, appropriate technical support framework operated by a specialized national institution and/or strong technical leadership (ibid.). While it was hoped that the faire-faire model would introduce flexibility into literacy programming by giving freedom to adapt the curriculum, materials and pedagogic approaches to the needs as defined by local people and thereby bring literacy learning closer to the purposes and aspirations of the learners and embed literacy more strongly in the local social and economic fabric (UNESCO, 2017), there has never been a comprehensive external evaluation to determine its effectiveness, efficiency, quality, and outcomes.

Burkina Faso adopted the faire-faire strategy in 1999. A Fund for Literacy and Non-Formal Education (FONAENF) was established to allocate public funds to support programmes proposed by non-governmental literacy providers. Through these government-NGO partnerships, educational opportunities expanded and diversified, while the government played its role of quality control through monitoring and evaluation of the learning process (ibid.). The faire-faire approach in Togo dates more recently. Adopted in 2010, it was included in Togo's Education Sector Plan 2010-2020 with the aim to better support rural communities' initiative in literacy activities and create a support fund. Since 2014, the state has provided a fund for the literacy sub-sector to implement a Functional Literacy Support Programme for Women (PAAFF). The programme is being implemented in accordance with the 'faire-faire' strategy, the state entered into contracts with the operators for the opening of the learning centres. To date, over 7,000 learners have acquired basic and life skills and most of them have completed the post-literacy phase (GRALE 4 Monitoring Survey, Country Report Togo, UIL, 2019).

In the framework of the Kha Ri Gude Mass Literacy Campaign in South Africa (2008-2017)[68], and learning from experiences with past literacy campaigns in South Africa (e.g. SANLI), the Department of Basic Education decided to

outsource elements of administration, logistics and EMIS to a private company (see Box 13). Thanks to this highly professional management and logistics and a very efficient data collection and information management system the campaign ran smoothly. This all came at a cost, but it was one which seemed to pay off, because good performance in the frequent audits to which the Kha Ri Gude Campaign was subject for transparency and accountability in the use of public funds had ensured government willingness to continue investing in the campaign (Hanemann, 2011 and 2015).

Box 13: Outsourcing of administrative elements of the South African Mass Literacy Campaign

The South African Department of Basic Education contracted a private agent, the Business Innovations Group, for procurement and human resource management, including registering and paying the monthly salaries of up to 40,000 volunteers. This agent also carried out the financial accounting, reporting and updating of all the learner and educator databases in a professional information management system. At peak times it hired up to 60 people to capture the data from reports coming from all over the country. It oversaw a logistics company which was responsible for the picking and packing of all learning materials and their distribution to some 37,000 learning sites. This logistic company had been sub-contracted by the Business Innovations Group to ensure the safe collection and storage of all materials, reports and Learner Assessment Portfolios. In addition, it collected monthly reports from the coordinators from all provinces and the completed Learner Assessment Portfolios from approximately 40,000 classes. The company had 80 permanent employees, but in the period before the start of classes every year it hired 1,000 extra packers, drivers and off-loaders to make sure that the correct material arrives in the correct quantities at the correct sites at the correct time in the correct languages. A large warehouse was used to store all reports, Learner Assessment Portfolios and other documents (after they had been scanned): these records were required to be kept as evidence for a number of years by the national treasury (Hanemann, 2011).

In Chile, education is delivered in a decentralized governance system by municipalities and by a high proportion of privately managed educational institutions that receive public subsidies. In the case of the national Youth and Adult Education (EPJA) Programme, too, the government has introduced an outsourcing strategy which is linked to a process of targeted transfer of public resources to public and private 'Executing Entities' (see Box 14). The 2002 constitutional reform made secondary education compulsory and free of charge. Youth and Adult Education (EPJA) began to be developed, aiming at the completion of basic or secondary education studies, together with the goal to achieve basic literacy for all. However, the inclusiveness of these programmes was questioned. Those who have participated most were young people between the ages of 14 and 18 years, in greater proportion than in previous years, which indicates that older people are not participating. "It is urgent to reconsider the target population of these programmes, and to ask why a considerable part of the adult population in Chile still fails to complete their compulsory education, which should be guaranteed by the State" (Foro por el Derecho a la Educación Pública, 2019:16).

Box 14: Transfer of public resources for youth and adult education to 'Executing Entities' in Chile

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The national Youth and Adult Education (EPJA) Programme consists of three components: the Regular Adult Education Modality, the Flexible Adult Education Modality, and the National Literacy Plan *Contigo Aprendo*. The educational establishments that offer these services must be recognized by the Ministry of Education (MINEDUC), and are paid a subsidy per average monthly attendance rate, with the obligation to apply the curricula and programmes established in the Supreme Decree No. 257 (National Coordination of Youth and Adult Education, 2015).

According to Supreme Decree No. 211 of 2009, the Executing Entity is an organization with legal personality, duly registered and in force in the Regional Registry of Free Entrance (RLE) which presents its educational proposal through a public tender and which, once recognised, can implement the different EPJA programmes. The Executing Entity develops the educational service according to the number of places awarded (quota) and implements the proposal approved by MINEDUC.

For the transfer of public resources from the Chilean Government to non-state providers, a multi-stage process was instituted. First, a series of criteria were established that are considered for the distribution of resources at the regional level (i.e. poverty rate, average schooling, regional schooling index, unemployment rate, and quota utilization rate). Secondly, a Priority Index is calculated, whose formula is the sum of the proportions defined for each of the five criteria above. Thirdly, on the basis of this Priority Index the distribution of the resources at the regional level is generated for non-formal basic and secondary education, and this guides the invitation of educational service providers by tender to present their proposals. Fourthly, the proposals for delivery of the educational service are evaluated and depending on the established minimum and maximum quotas financial resources are allocated to them by the central level. Finally, there is the possibility of transferring the quotas that are available from one region to another that shows greater demand. As the calculation is made on the basis of the demand history by region and the service is delivered based on the annual effective demand, it is not always possible to match this exactly.

The resources associated with the National Literacy Plan *Contigo Aprendo* are distributed according to the regional illiteracy rates, and then tenders are made for the registration of tutors ('monitors') and learners. As in the case of the Flexible Adult Education Modality, there is an option of transferring quotas between regions in situations where the effective demand results to be higher than estimated. The implementation of this Flexible Adult Education Modality component is carried out through a 'transfer mode to public or private entities'. This implies the transfer of public EPJA resources of the Ministry of Education to other (public and private) entities to execute the programme. There are two types of transfers: a transfer to executing entities and a direct transfer to coordinators and teachers who implement the final exams.

The EPJA educational service is implemented by (public and private) Executing Entities and they are paid for the results achieved by their learners, based on the number of modules approved (determined through examinations implemented by external coordinators and teachers) by each learner at the respective level at which they are

enrolled. The corresponding payment is made as follows: for each learner who achieved the Basic Education Module US$38, and US$45 for the Secondary Education Module. The amounts for the payment of examination services are calculated per members of the examination boards and coordinators of the examination process. The institution selected to provide the service is granted an advance of 35% of the total resources estimated in the respective agreement between the Ministry of Education and the private provider.

It should be noted that these values have been fixed since 2009 and it has not been possible to establish the reasons why no readjustments have taken place. There is also no analysis of the costs that the executing entities have for the execution of this component, so it is not possible to establish the effect that this may have on the quality of the service provided by the situation. The procedure for transferring resources is set out in the agreements signed by the Regional Education Ministries (*Secretarías Regionales Ministeriales* – SECREDUC) and the executing agencies and is made by electronic bank transfer to the account that the Executing Agency officially declares.

Source: Escobar, D. et al, 2016

In 2016, an external evaluation of the EPJA Programme was commissioned by the Chilean MINEDUC. The external evaluators were mainly positive about the achievements: The Development of Flexible Adult Education has an adequate and coherent implementation process, since it allows for flexibility with regard to schedules, frequency and duration of courses. It also considers pedagogical strategies adapted to the learning levels and paces, and the educational service is provided in places close to the home or work of the adult beneficiaries. The roles and responsibilities of the involved public and private entities are clearly differentiated, with decentralized implementation schemes. However, the evaluators also conclude that some of the activities need to be improved, such as the monitoring process, which is based on the records of the Information and Support of the Management of Studies Levelling System. The quality of this system is not entirely reliable. In addition, there is no regulation or standard procedure in place that guarantees a minimum quality of the management of the entities registered in the Registry of Free Entrance (RLE) (Escobar et al., 2016).

A quite different example of the transfer of public resources to non-state actors within a decentralized governance scheme is the case of the Literate Brazil Programme (*Programa Brasil Alfabetizado* – PBA), mainly during the Lula da Silva PT-Government in Brazil. PBA is funded by the Federal Ministry of Education since 2003, under the leadership of the (meanwhile abolished) Secretariat for Continuing Education, Literacy and Diversity (Secretaria de Educação Continuada, Alfabetização e Diversidade - SECAD), in collaboration with the Secretariats of Education at the state and municipal levels.

The main strategy was to offer technical and financial support to states, municipalities, institutions of higher education and other social/private organizations so that they could implement youth and adult literacy activities. Most importantly, the Federal Ministry of Education also sought to build on the strengths and achievements of existing literacy initiatives within states by allowing the use of diverse literacy methodologies and practices. The Federal Government was primarily responsible for providing technical and financial support, while the other

partners focused on programme implementation in the communities, and provided professional training for literacy programme teachers, course coordinators and the Brazilian Sign Language (LIBRAS) translators and interpreters. Organizations implementing the PBA programme with technical and financial support from SECAD and the Federal Ministry of Education, were responsible for mobilising, selecting and training volunteers, as well as monitoring their work. To further enhance the effectiveness, efficiency and quality of the programme, the Federal Ministry of Education had made funds available to train literacy teachers, course coordinators, LIBRAS translators and interpreters throughout the six to eight month-period during which classes were held. Cognitive test resources were also made available so that learning outcomes could be assessed and programme standards maintained.

All participating public universities had joined together to create a national Training Network of Youth and Adult Literacy Teachers which, through a contract with the Federal Ministry of Education, provided PBA with specialist technical services (consultancies), including the design and development of the literacy curriculum, which had to reflect the learners' specific regional, ethnic and other characteristics. Most consultants worked in municipalities with illiteracy rates of 25 % or higher to meet the literacy needs of disadvantaged groups. Despite the Federal Government's central role in coordinating the programme and thus ensuring that it is officially and publicly monitored, implementing organizations and institutions were free to select the approaches, methodologies and materials which best suited the specific needs and circumstances of their learners. This has allowed for a diversified approach to the provision of literacy training which has, in turn, enabled the programme to address the equally diverse needs of target groups (e.g. prison inmates, people with disabilities, child labourers, etc.).

The Federal Government channelled the majority of funding for PBA implementation through the SECAD and the Federal Ministry of Education. Financial support was provided through: (a) the 'transfer of financial resources' mechanism, which was in addition to regular budget transfers from the Federal Government to decentralised agencies at the state and municipal levels and private organizations who joined the programme to develop their literacy activities; and (b) the direct payment of grants to volunteers working as literacy facilitators, translators and interpreters of the Brazilian Sign Language (LIBRAS) and as literacy course coordinators. Municipalities and federal states online connected through the Literate Brazil System (*Sistema Brasil Alfabetizado* – SBA) data platform. Grants were paid directly to the accounts of the agencies participating in the programme.

The financial resources provided by the Federal Ministry of Education for the implementation of the programme were intended, among other things, to cover the costs of: initial and continuous training and payment for programme professionals; transport; teaching and learning materials; food; and basic literature for literacy centres. In addition, the Federal Ministry of Education assisted programme implementers by providing critical technical support through the National Programme of Literacy Textbooks for Youth and Adults (*Programa Nacional do Livro Didático para a Alfabetização de Jovens e Adultos* – PNLA); the Seeing Brazil Programme (*Programa Olhar Brasil* - POB)[69]; the Literature for All Competition (*Concurso Literatura para Todos* - CLPT); and the Training Network of Youth and Adult Literacy Teachers which provides specialist consultants to train literacy teachers/facilitators and

evaluate learning outcomes. Since 2008, the PNLA had expanded its technical support to include the provision of literacy textbooks to programme participants. Implementing organizations then selected appropriate books from a catalogue of titles that had been analysed and recommended by a team of specialist consultants. The catalogue provided an overview of each of the books listed so that literacy teachers could make informed choices.

One of the important lessons learned during the implementation of the PBA programme is that while the cooperation of public and private institutions is central to the provision, success and sustainability of quality youth and adult literacy training programmes, the promotion of financial, technical, didactic and cultural resources is equally essential to the success of effective youth and adult literacy programmes. Another lesson was that the quality of learning opportunities is increased by the introduction of complementary programmes such as the National Programme of Literacy Textbooks for Youth and Adults (PNLA), public university courses to train literacy teachers, and initiatives to distribute literature targeted at youth and adults. The sustainability of the programme was guaranteed through a federal law passed in the context of the Multi-year Investment Plan (PPA) by making this one of the actions laid down in the Federal Ministry of Education's Education Development Plan (PDE); through the commitment of the states and municipalities to support actions including the setting up of a professional team to oversee the programme in each location, providing the infrastructure needed in order for literacy courses to take place, and, in some cases, investing their own resources to fund additional provisions; and through the existence of a National Literacy and Youth and Adult Education Commission (CNAEJA), which reflects plurality in its composition and which acts as a consultative organ of the Ministry with regard to policy and programme-related issues in youth and adult literacy and education[70].

Study associations and folk high schools are the main non-state and non-municipal organizations that provide non-formal adult education in Sweden and they receive public funding. They organize a wide range of educational activities, although only a minor part of it concerns adult literacy. All folk high school education is free of charge in Sweden and so is participation in the courses of the study associations. The Swedish National Council of Adult Education (*Folkbildningsrådet*) is a non-profit association with certain authoritative tasks delegated by the government and the Swedish Parliament (*Riksdag*). The Council distributes government grants to study associations and folk high schools, submits budgetary documentation and annual reports to the government and follows up on and evaluates folkbildning activities. The Swedish National Council of Adult Education has three members: (1) The Swedish National Federation of Study Associations; (2) the Interest Organisation for Popular Movement Folk High Schools, and (3) the Swedish Association of Local Authorities and Regions[71].

Swedish folkbildning is largely financed through funding grants from the state, county councils and municipalities. There is a broad political consensus that the state should provide economic support to folkbildning. The Swedish Parliament has established the overall objectives for the folkbildning activities which include to strengthen and develop democracy, to enable people to influence their life situation and create participative involvement in societal development, to bridge educational gaps and raise the general level of education and cultural awareness in society,

and to broaden the interest for and increase participation in cultural life. Based on these objectives, the study associations and folk high schools are free to shape the goals of the activities on their own[72]. The conditions for the Swedish Government's grant for folk high schools and study associations are set out in a decree on government subsidies to popular education (SFS 1991:977 quoted in Laginder et al., 2013).

The Afghan National Association for Adult Education (ANAFAE), which has been receiving technical and financial support from/ through the German DVV International since its foundation in 2005, has been working for a couple of years to implement a strategy of 'organizational development for change' with the aim to increase ANAFAE's sustainability through financial self-reliance in a context of shrinking aid funds for ALE. This includes the diversification of its portfolio of services in order to achieve more financial stability and independence from foreign aid support. In principle, ANAFAE's activities are relying on two pillars: A network of financially self-reliant and sustainable Adult Education Centres and charitable and donor-sponsored literacy and basic education programmes with pathways to formal general education and TVET (see BOX 9).

ANAFAE's aim is to develop a strong commitment for a sustainable development and economic self-reliance of the network of education centres and systematically consolidate their individual survival. This implies the application of jointly agreed performance and quality indicators as well as the creation of favourable conditions for fundraising and income opportunities. While government support is not at all available, some of the programmes offered in the centers receive international funding, and learners are requested to support the other education programmes with affordable contributions. This is an important step to make the centers self-reliant within the coming years. Several education centers in the Northern provinces were already handed to local NGOs some years back. They managed to keep the education work going. But now, under Covid-19 restrictions and the lockdown of the education sector, they might not have sufficient resources to re-start again.

The ANAFAE networks of eight Xpert Education Centers and eight Community Learning Centers in four provinces (Kabul, Balkh, Parwan and Herat) offer a wide range of education services for youth and adults (aged 15+) including for (1) youth who are about to leave school and are on their way to join working life (employability through school to work scheme); (2) youth and adults who started their working life and face skills and competencies gaps (employability through catching up with working life challenges); (3) youth and adults who are self-employed or in employment and need to upgrade their skills and competencies as a professional career support; (4) young entrepreneurs who want to open their business (create business ideas to start and improve their own business); (5) specific target groups on demand including English language teachers, employed individuals, university students and women; and (6) staff employed by the ministries, governmental institutions, NGOs, private enterprises, among others.

In addition to the diversification of its course portfolio, ANAFAE has worked out a development plan for the existing 16 Adult and Community Learning Centres. The aim of the development plan is to reach the sustainability of eight education centres until 2022. ANAFAE provides continuous capacity development support for the education

managers and teachers of theses education centres. During 2019, the average sustainability rate of all 16 education centres was about 30%. This means the centres can cover 30% of the local running costs, like rent electricity, teachers, payment, and minor maintenance. Costs for coordination, capacity building, teacher training, the development of the education programmes and investments into new technical equipment were not included in 2019.

All courses which are conducted in the 16 education centres charge fees. The average fee per course was 212 Afs (about USD 3 in 2019). The fees for the education services depend on the length of the courses and the involved learning materials. They are calculated and fixed by the individual education centres. Each education centre has only limited possibilities to reduce the fees if learners cannot pay, as the fees are their main source of income to guarantee the sustainability of the centres and to reduce the dependence on external funding. The below Graph 2 exemplifies the composition of ANAFAE's overall expenditures (in percentages) in 2019.

Graph 2: Expenditures ANAFAE 2019 (in %)
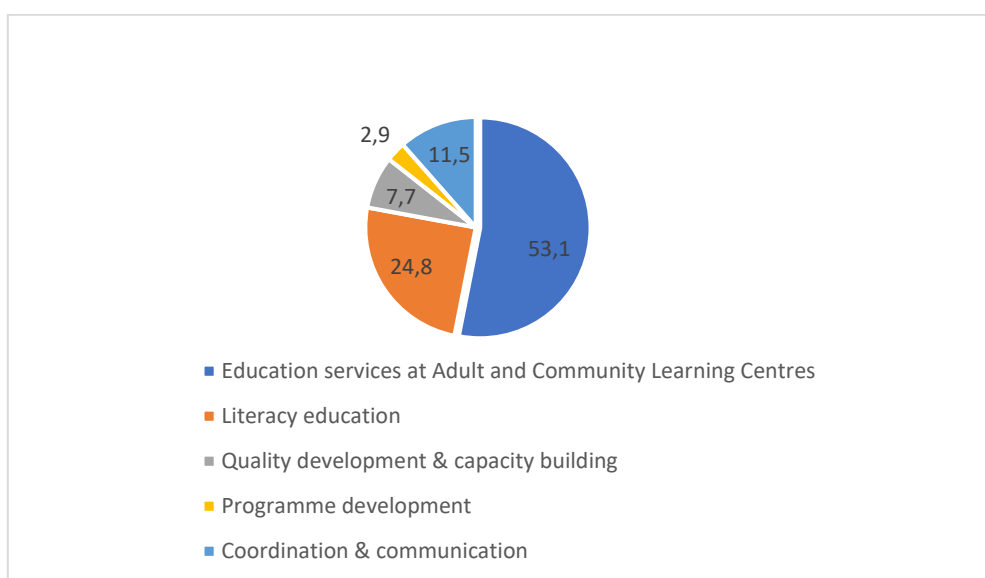
Sources: https://anafae.af/, and Bashir Khaliqi, Director ANAFAE and Wolfgang Schur, Country Director Afghanistan, DVV International (personal communication)

As public grants to non-state providers of adult literacy and education have been decreasing in many countries, in particular in low income countries and sub-Saharan Africa, civil society organisations have been trying to develop coping strategies that warrant their financial survival. The current Covid-19 crisis has aggravated the situation of financial instability. The Chief Executive Officer of the South African Project Literacy, registered as a non-profit company since 1986, has shared the following experience: "The reality is that those who were struggling had either closed before the outbreak of Covid-19 or, in the case of formal Adult Education and Training, switched to offering more commercially viable programmes such as IT training and NQF 4 and 5 General Business Administration. This predicament of Covid-19 did not only affect non-profit organisation (NPO) providers but for-profit training organisations as well. Our longest standing community partner, Lesedi Community Development Centre in

Soshanguve, has managed to survive. They do offer a diverse range of services and Project Literacy has very much taken them under our wing, almost like an extension site"[73]. In this case the survival strategy of a small community-based provider has been a combination of diversifying their services and strengthening partnership with a larger non-governmental organisation.

Project Literacy itself has been able to survive by applying their own sustainability model. The Chief Executive Officer explains how they did manage, so far, to even cope very well with the Covid-19 lock-down: "Truth is that for a decade now, and especially the last three years, we have been faced every month with scrounging about for money for salaries, deferring creditors, stalling payment of expenses as long as possible etc. In a way this has prepared us mentally, emotionally and as far as resourcefulness goes for what Covid-19 brought. We were able to access UIF (Unemployment Insurance Fund), TERS (Temporary Employer Relief Scheme through Covid-19) as well as the South African Future Trust (SAFT) funding (an interest free loan paid directly to staff for salary relief). We were also able to reduce operational expenses, as we had no operational activity. This enabled us to service existing debts"[74].

However, he foresees that the coming six months are going to be the crunch time: "We are slowly recommencing delivery on our Adult Education and Training and Family Literacy programmes, which means expenses have started mounting again. Furthermore, the prolongation of UIF and TERS funds for July and into August is unclear, and not likely beyond Mid-August (2020). The SAFT weekly payments to staff also end next week. Thus we will be sitting with our largest expense, the salary bill, with no support. We have one significant paying corporate client (part of our sustainability model), and they are paying between 50% and 80% of facilitator fees for that project, no administration or overhead mark-up, whereas previously we generated a bit of surplus on that project every month that could be used elsewhere. I think the next nine months or so will really show what the impact of Covid-19 has been"[75]. This testimony shows how formerly well-established civil society organisations have been struggling already for some time to make ends meet, and what kind of coping strategies they develop to defend the sustainability of the services they provide. The Covid-19 crisis may push into ruin many of those, who had not taken preventive measures on time to improve their funding stability, such as the Family Literacy Project in South Africa (see Box 15).

Box 15: Strategy of the Family Literacy Project in South Africa to improve funding stability

The South African non-profit organization Family Literacy Project (FLP)[76] offers family literacy and learning activities for both adults and children. The NGO faces the challenge that its work is dependent largely on (national and international) donor funding. Donors who change their priorities can pose a real challenge to NGOs because it then has to source new donors. For example, FLP's 2006 budget was US $160,000, but it was not possible to extract the cost per learner from this total, as the very small staff of three full-timers and seven part-timers was involved not only with group work but also materials development, outreach, fundraising and management. In addition, the project contracts a health specialist and external evaluators, and these costs are included in the overall budget. As donors do not make long-term commitments and some do not let organizations know in advance when they are going to change their funding criteria, this posed a major challenge to the FLP.

Meantime, as many people – convinced of the importance of the intergenerational transfer of knowledge, skills and support – are working to raise the profile of family literacy in South Africa, it is possible that resources, whether financial and technical, will be forthcoming. In order to increase the funding stability, FLP has applied a multi-pronged strategy including good governance, partnerships, diversification of donors and the generation of income through consultancy services.

With regard to governance, the Family Literacy Project is registered as a non-profit organisation (NPO) with the South African Companies and Intellectual Property Commission (CIPC) and the South African Revenue Service (SARS). This requires FLP to submit annual reports within nine months after the end of its financial year. The Director's quarterly reports are public on FLP's website (last one from 2018) as well as the qualification and years of experience in the FLP including the training courses completed by coordinators and facilitators. The project has been evaluated annually and the recommendations from the evaluations are taken seriously and followed up each year by the external evaluator. Different evaluation approaches have been used, including storytelling, photographs and stories, focus groups, interviews, and group members reflecting on their own practice.

The Family Literacy Project is in partnership with a number of NGOs who have similar approaches and aims, such as the Community Work Programme, *Asifunde Sonke* and Noah's Ark Pre-School, *Uthando Project* Inc, Save Act, *Nal'ibali* reading for pleasure campaign, and the African Storybook Project. Further FLP has strong links with other organisations and networks in the early childhood development and adult learning spheres[77].

The Family Literacy Project has managed to diversify funding sources from international and national donor organisations, trusts, and the South African government. On their website they list the donors who currently support their work (financial and in kind donations) including a number of groups and friends of the project who make regular financial contributions and donate literacy materials[78]. Most importantly, FLP has established an additional source of income through consultancy services (mainly training) which they offer in South Africa and neighbouring countries (for example, to the Ministry of Education in Namibia)[79].

Non-state actors in ALE depending on private funding and donations

Many non-state actors providing adult literacy and education do not (want to) receive any public funding. This is mainly the case, if they are not engaged in officially accredited adult basic education services (equivalent to formal basic education) and/or prefer to autonomously use their own curricula and approaches. Such an example is the NGO *Savoir Pour Mieux Vivre* (SA.PO.MI.VIE), a non-profit, non-political and non-union organisation created in 2006 and registered as an NGO in Côte d'Ivoire. With a vision to save the rich variety of languages in Côte d'Ivoire, SA.PO.MI.VIE has taken on the task of tackling literacy needs on both an urban and a rural level through its programme 'I am learning your tongue, you are learning my tongue, we are understanding each other, tomorrow belongs to us' (*J'apprends ta langue, tu apprends ma langue, nous nous comprenons, demain nous appartient*). Their

main objective is to help addressing the national literacy challenge and developing a culture of writing in local languages and French.

Although SA.PO.MI.VIE works along with the Ministry of Culture and Francophonie for all of its activities as well as the Ministry of Education (they bring institutional and technical support to the different events organized by the association), the programme runs entirely on self-financing and private donations. They exclusively receive financial and in kind support from the private sector including the Librairie de France Groupe, which provides financial support for the Mother Tongue Weeks (*Quinzaine des langues maternelles*), Les éditions Livre Sud, who publish literacy books in local languages and French, *Association Régionale d'Expansion Économique de Bonoua* (AREBO), who supplies resource people for conferences, and Memel Foté Foundation, who makes their conference room available to SA.PO.MI.VIE 's activities[80].

Diversification of funding sources with increased focus on domestic fund raising and income-generation through social enterprise

The Dhaka Ahsania Mission (DAM), a non-government development organization in Bangladesh which was founded in 1958, pursues the aim of social and spiritual development of entire communities. As the term 'mission' in their name indicates, DAM is a faith-based organisation with a religious mission. The founding motto of DAM is 'Divine and humanitarian service'. It is managed by an Executive Committee comprising 21 members and an Executive Director[81]. Among other activities, it is running the Ganokendra (Community Learning Centres), a non-formal, intergenerational and integrated educational programme which endeavours to create contextually appropriate, need-based and sustainable lifelong learning opportunities for out-of-school children, youth and adults living in marginalised rural and urban slum communities. DAM's programme partners are local communities, UNESCO, the State of Bangladesh (through local administrative bodies, extension service departments), Bangladesh Open University, Concern Universal and other NGOs working in the area[82].

In their most recent financial overview (2018-19), which is available on DAM's website, DAM shares detailed information on their four main funding sources and the composition of expenditures. The consolidated income and expenditure account shows that, during 2018-19, DAM had an income of Bangladesh Taka (BDT) 2937 million (34.7 million USD) and an expenditure of BDT 2798 million (33 million USD) marking a surplus of BDT 139 million (1.6 million USD). The resource flow (termed as 'income' in the audit report) comes from four sources. These are fees and service charges (44%), funds from external donors (30%), local fund raising and community contribution (4%), and income from other sources (22%). This funding infrastructure shows that DAM could mobilize financing about two-third of the annual turn-over from domestic sources. It has to be mentioned that in the DAM's strategy plan (2015-2025) there are targets of (a) diversifying sources of fund and with increased focus on domestic fund raising; (b) increased resource inflow from fees, service charge; and (c) contribution from DAM social enterprises. In line with that, during the year 2018/19, DAM could enhance the scope of raising funds from individuals, charities and corporate sectors. Broad analysis of expenditure during 2018-19 shows that around half (49%) is spent on salary and

professional services and about one third (28%) is spent for programme expenses. DAM's overhead management costs amount 12% of the annual budget, while the operating costs are just 11% [83].

However, a list of field-based projects for 2018-19 shows that DAM is no more providing adult literacy and education programmes except a small one, namely the Workplace Adult Literacy and Continuing Education for illiterate and neo-literate Factory Workers, which is funded by OUTDOOR CAP Co. Ins, USA. All the other education programmes offered by DAM are for children and adolescents[84]. It seems that DAM's efforts to gain more funding stability through restructuring and diversification of their funding scheme was achieved at the expense of adult literacy and education. Moreover, this raises questions about the demand-side: Would non-literate adults in Bangladesh be ready and able to pay a fee for literacy classes, or rather spend on educational services for their children or for DAM's social enterprise service around the preparation for and organization of pilgrimages to Mecca? Ideally, poor people are not put in the situation to make such difficult choices but are offered integrated services with embedded literacy and basic education elements.

Philanthropic and faith-based fundraising for ALE and design of multi-year financial plans

The Citizens Foundation (TCF) is one of the largest non-profit organizations in Pakistan and its mission is to bring about positive social change through quality education. The foundation was established in 1995 in Karachi. It currently provides education through more than 700 sites across Pakistan. The Aagahi Adult Literacy Programme[85] was launched by TCF in 2005 at the request of its education department to support TCF school students by providing non-formal literacy, numeracy and basic skills training to their family members, in particular, their mothers. The programme primarily targets young and adult women aged between 12 and 65 who reside in rural and urban slums located around the foundation's formal schools. This literacy programme allows participants to acquire basic literacy skills. However, it does not enable them to enter the formal education system automatically. Yet, some learners are reported to have continued their learning after completing the programme successfully and, with the help of their Aagahi teachers, were able to pass the statutory examination to continue their education in the formal system.

Funds are mobilised through donations by companies and private individuals. Fundraising also takes place through a call on the Foundation's website: "Join the TCF Movement: donate, volunteer, raise funds for TCF!" [86] The TCF has a 13-member Board of Directors and a team of seven managers, who are all expected to actively fund-raise. In addition, six Goodwill Ambassadors help to mobilise support for the Foundation's work[87]. Fundraising is also conducted with the support of national 'celebrity campaigners' and among expatriate Pakistani communities in the USA, Canada, UAE, UK, Italy, Australia, Norway, and Switzerland. Many professionals involved in TFC's governance scheme including advisors contribute their expertise *pro bono*.

The annual report 2019[88] includes financial information on TFC's income (27.4 million USD), - which comes mainly from support donations and zakat (74%) and only 5% is contributed by the government, - and operating expenditure (25.7 million USD), which is mainly allocated to the education programme (91%) and 9% to programme administration.

To ensure the sustainability of the programme's financial resources, the Citizens Foundation relies on the support of their main partner, the Literate Pakistan Foundation[89], particularly for the provision of course materials and teacher training. Since learning materials and training currently represent about 40% of the programme's total costs, TCF has designed a five-year financial plan and, in collaboration with its technical partner, a growth plan that takes future programme costs and inflation into account. The objective of the foundation's financial planning is to improve the management of expenses and achieve a more effective allocation of resources[90].

Philanthropic and faith-based support to ALE through a network of The Community of Friends

The Teacher at Home (*El Maestro en Casa*) Programme**[91]** is a distance basic education programme for youth and adults in Panama, which is run by the Panamanian Radio Education Institute (*Instituto Panameño de Educación por Radio* - IPER). IPER is an academic non-profit entity founded 2001 by a Jesuit priest. It has an academic office and eight administrative offices in seven provinces of Panama. In addition, it counts on a network of partner radios who support with the transmission of their education programmes. The literacy and primary education course, the lower secondary education course and the upper secondary course (*bachillerato en comercio*) have been approved through resolutions by the Ministry of Education in 2001, 2006 and 2012 respectively, which authorises IPER to issue officially recognised certificates. Their methodology is also endorsed by the Government of the Canary Islands, Spain, and Radio ECCA Fundación Canarias.

IPER is chaired by a board of 10 directors, and has 13 administrative staff, supported by 250 volunteers (including retired school teachers, professionals and local college students). The Board of Directors constitutes the permanent administrative body implementing the decisions and guidelines approved by the General Assembly, the highest authority of the IPER[92]. The programme (El Maestro en Casa) is sustained by private donors such as companies, banks, organizations, foundations, private individuals and public government institutions. These include the Sus Buenos Vecinos Foundation, Cable and Wireless, and Global Bank. The IPER is also collecting donations through their website and a network of The Community of Friends of the Institute. The IPER reports to these donors through audited financial statements. Each year, private donors and their families are invited to a fund-raising event. Radio station owners are invited to a lunch intended to stimulate new partnerships. Collaboration with radio stations ready to transmit programmes for free is essential to the programme's sustainability[93].

The international NGO Alfalit International is active in 16 countries with literacy (equivalent to a 3rd grade education), basic education (equivalent of a 6th grade education) and ECCE programmes, mainly in Latin America and the Caribbean, sub-Saharan Africa, Portugal and the USA (where it is based). On their website they indicate three ways to support their work: (1) pray ("pray for us & pray with us, join our virtual prayer chain today!"), (2) donate and (3) volunteer[94].

Corporate social responsibility

The interest of private enterprise to engage in adult literacy and education has grown alongside with the expansion of mobile technology in societies with high proportions of young people. Corporate social responsibility in ALE is

most visible in the field of information and communication technology. Some companies have created special non-profit divisions for this purpose, such as Souktel in Iraq, and have become one more non-state actor contributing to national adult literacy and education efforts. Rather than financial resources, they contribute specialised technological solutions to support adult learning. Furthermore, they may fuel a stronger demand for ALE.

The Civic Education Information Service for Female Iraqi Leaders was launched by Souktel, a technology company with a non-profit branch, in partnership with the aid agency Mercy Corps. The programme's objectives were to enable local leaders of women's groups in Iraq to send each other news and information by text message, thereby helping to develop communication and build a network for solving problems through sharing information without the need to travel. These objectives were achieved through building the capacity of women leaders working at a grassroots level through mobile technology and, where possible, in person training, encouraging them to work together in support of common civic goals. For the purpose of this programme, Souktel created a platform called PeerNet which enables local leaders of women's groups to send each other news and information by text message. Any mobile-user authorised by Mercy Corps can access the platform, regardless of their mobile network. Every incoming text message is free while the user pays about five US cents to send a message, but does not have to pay a registration fee. The mobile phone information service contributed to equipping more than 26,000 Iraqi women and girls with information about democracy and women's rights[95] (UIL, 2019).

The launch of this service in Iraq coincided with the growing trend towards mobile applications for women in the Global South. Souktel is expanding in response to great demand for the technology services it is developing and providing. The process of providing information to a certain target audience is strategically important as it has many applications, from "how and where to hold a meeting" to "informing parents about a critical security situation". Accordingly, through a low-cost, long-term knowledge-sharing mechanism, the work of group learning and training is sustained. Once the platform was set up, with funding from Mercy Corps, maintaining it did not prove costly. Running costs were kept to a minimum. While the cost of text messages sent by women to the service is a key issue (users' ability to pay for mobile messaging over time may be challenged by economic crises), these costs are no greater than those related to everyday mobile phone messaging. The service can, therefore, be considered financially sustainable[96].

Tata Consultancy Services (TCS), a multinational information technology and consulting service based in Mumbai, India, and a subsidiary of Tata Group, devised the Adult Literacy Programme (ALP) in 2000, to augment the Government of India's efforts to improve adult literacy. The programme runs on Tata's Computer-Based Functional Literacy software (CBFL), which uses a multimedia software package and e-Learning system to teach a non-literate person to read in the learner's mother tongue. The software is currently available in nine Indian languages (Bengali, Gujarati, Hindi, Kannada, Marathi, Odia, Tamil, Telugu and Urdu) as well as in three foreign languages - Arabic, Northern Sotho (South Africa) and Moore (Burkina Faso)[97]. Programme participants are encouraged to partake in biannually offered basic education tests conducted by the (governmental) National Institute of Open Schooling

(NIOS) and leading to certification by the Government of India, which is often a motivating factor for participants. Learners who have completed the three-months ALP programme are linked to Post-Literacy Centres (PLCs) established at village level and run by preraks. The PLCs provide a number of services including a library and reading room. Another important intervention by the programme's partners to sustain the efforts of the project is the formation of Learners' Clubs for each learners' batch. All participants become a member of a club that continues to (virtually) meet even after the project cycle is over[98].

The contribution of TCS consists in free of cost software, technical expertise and funding to local governments or NGOs for programme implementation, which depends on related collaboration arrangements and proven effectiveness of programme execution. This approach enables local organizations to set up and manage centres themselves after their own training (by TCS) is completed. TCS provides the centres with programme software and a local instructor (volunteer in a part-time paid position), known as a prerak, who is trained by TCS to use both the equipment and, most importantly, the software. Preraks then conduct classes, using a computer, for groups of 15 to 20 students (per class session). No large-scale infrastructure or significant training of preraks is required.

TCS funding of local providers is linked up with their own monitoring system. This involves that the progress of each learner is checked through TCS Progress Monitoring, which uses MS-Excel and HTML-based Progress Monitoring software tools to aid partner organizations in capturing learners' attendance and learning progress. These tools are used by instructors in the local centres to electronically record the relevant data and can thus be shared with their respective supervisors through email. Furthermore, TCS volunteers conduct periodic visits to monitor the running of the programme and provide feedback. The implementing NGOs also share feedback on a monthly basis with TCS, either directly to the TCS website or via a prescribed format[99]. The feedback is related to the number of beneficiaries reached, villages covered, outcomes, and challenges, among others. The NGOs also provide feedback through impact-based case studies along with pictures and testimonials[100]. No governmental authorities are involved in the management, monitoring and evaluation of these TCS-funded learning activities. Apart from the biannual governmental test, such activities take place outside of the public education system.

The non-profit organisation FunDza Literacy Trust in South Africa has established an interesting strategy to ensure funding sustainability. This is achieved through a balance of demand and supply of their outreach programmes which aim at the promotion of a reading and writing culture among young people. FundZa´s Building for Sustainable Impact Programme provides the basis from which its outreach programmes operate. It is essential for FundZa´s development that all aspects of sustainability are considered and implemented. These include ensuring corporate governance compliance, financial reporting, fundraising, advocacy, stakeholder relations, marketing to develop a growing readership and supporter base, and strategy development. FundZa focuses on developing a demand for reading and, by developing young writers too, it is able to complete the circle, ensuring embedded sustainability of demand and supply. Readers receive most of the content at no cost, but are reminded of the value and cost of providing the reading material through FundZa´s in-app donation facility. Their steady stream of micro-donations is

an important acknowledgement of their recognition of the value of reading. In this way, FundZa is developing financial sustainability beyond donor funding, by leveraging its large user-base in order to develop partnerships with commercial enterprises that recognize the value of connecting with FundZa´s readership (young people as consumers). Regular communication – with its beneficiary groups, readers and writers – through newsletters, Facebook, Twitter, its own 'mobi network' and traditional media ensures that FundZa is able to firmly embed its relationship with its community to ensure sustainability and growth[101].

The social enterprise Cell-Ed, in the USA, is a for-profit business that reinvests its surpluses back into improving and expanding its literacy, education and jobs skills programmes. Cell-Ed also has fiscal sponsorship that allows for charitable contributions and donations. Not only does Cell-Ed make its courses universally accessible but also collaborates with local governments, adult education providers and major employers to introduce and promote its platform and courses among more targeted adult learners. Since 2014, Cell-Ed has reached more than 10,000 non-literate/ low-literate adults in the USA. As an education technology provider, Cell-Ed equips adult learners with effective instruction and tuition in literacy, language and work skills over any type of mobile phone, which allows them to learn anywhere and at any time on any phone, even without an Internet connection or expensive data plan. All Cell-Ed courses are completely free of charge for learners. However, if learners do not have a mobile phone contract or plan with unlimited talk and text, regular phone charges may apply for the calls and texts they make during their lessons. Thus, upon starting the Cell-Ed courses, learners are encouraged to talk to their mobile phone providers for more information on their specific plan or to find a plan with unlimited talk and texts (flat rate package).

To achieve financial sustainability for the future of these programmes, Cell-Ed has approached several different investors and customers. There are already multiple interested partners for Cell-Ed, from local government and NGOs to the private sector. Achievements and recognitions received by Cell-Ed are expected to bring more potential partners and investors to the programme. Since 2017, Cell-Ed has been piloting its programmes in other countries such as Chile, Ghana, Kenya and Nigeria, in close collaboration with international development agencies, corporations or government organizations from these countries. Such partnerships are designed to use Cell-Ed's mobile learning course development model and Learner Management Systems in targeted countries[102].

Voluntary work

Above all, major literacy campaigns primarily rely on volunteers to teach literacy classes (Hanemann, 2012 and 2015). Yet, voluntary work is also used to enhance the staff capacity of small non-governmental organisations and save costs. Further, it is a way to recruit and train future staff as well as to provide opportunity, above all to young people and women, to gather experience and enhance reputation in the community. This may happen at a small scale, such as in Nazirpur, Bangladesh, where a senior villager gives a class to a group of women. However, this also involves a multiplier effect as in this village, local teachers and NGOs educate members of the community who then go on to educate other women (UNESCO, 2020).

Many initiatives in prison education rely on non-government organizations and volunteers. For example, in the United Kingdom, the Shannon Trust has supported prisoners teaching prisoners to read in 124 prisons (ibid.). Each One Teach One is a personalized approach to adult literacy used by volunteers, in organised or non-organised ways, around the world. This approach is being used by universities as part of pre-service teacher training, often made a requirement for students to be admitted to final examinations.

Volunteering is one of the domains of community involvement of The Trust of Programmes for Early Childhood, Family and Community Education in Palestine. The Trust of Programmes for Early Childhood, Family and Community Education (The Trust) was established in 1984 as a non-profit NGO[103]. Young women and mothers recruited from the different programmes (e.g. Mother-to-Mother Programme, Young Women Empowerment Programme, Community-based Preschool Education Programme, Learn-by-Play Programme, or Combating Family Violence Programme) volunteer in the local community through the Trust's activities or other initiatives to support mothers and children. The Trust addresses volunteering in a systematic approach that includes training and enrichment of the volunteers. There are currently 40 para-professional mothers and 45 young women volunteering in all sites of implementation. The young women and the mothers receive training on volunteering and follow up. They volunteer at the hospitals and at the mother-child centers, some of the young women work either in the Learn-by-Play Programme or as teacher assistants in kindergartens. Also, many of them volunteer in the Trust's community. The programme is reported to have given them a big push to become integrated at other programmes in the community by giving them knowledge and experience that also helped them in finding a job. The Trust's volunteers have become well known to the local community, they are welcomed by the parents in the centers and the staff in the hospitals where they volunteer[104].

Private sponsorship of individual adult literacy learners is promoted, for example, by the Brazilian NGO AlfaSol which launched the "Adopt a Student" campaign to raise funds, in addition to receiving funding from national and municipal governments (particularly the National Ministry of Education), private companies, and institutions. This implies that private individuals contribute to the literacy work of AlfaSol by financing a student through this campaign as he or she acquires literacy skills[105].

4.3 Governance and regulation

Governance of non-state providers in ALE is usually shaped by the existing legal and policy environment as well as the required accountability mechanisms. Related legislation, regulations and minimum standards have to be set up and overseen by the state. Rarely, non-state actors providing adult literacy and basic education services operate completely outside of the public education system as they require financial subsidies and need to offer officially recognised certificates or qualifications for their learners so that these can further their educational careers. Putting public-private relationships in focus, requires looking at the different roles and responsibilities of public and non-state-actors. It further involves examining the rules that govern these relationships. Coordination, collaboration and

partnership arrangements are crucial in the context of ALE which is typically challenged by poor resource allocations.

Legislation, regulations and minimum standards

The table in Annex 1 illustrates some examples of national legislation that include reference to or specific dispositions for non-formal and adult literacy and education. It ranges from rather short and general regulations as part of broader legislations (e.g. Chad, the Philippines or Peru) to more detailed normative resolutions specifically published for non-formal adult or alternative education (e.g. Bolivia). In Burkina Faso, innovation by non-state actors (in the context of the faire-faire approach) is encouraged. Yet, any experiment and its roll-out has to be previously authorised by the Ministry responsible for literacy and NFE. Moreover, teaching and learning in NFE has to take place on the basis of the official curricula and has to fulfil the established norms. Also in Mexico non-state providers in basic adult education have to obtain the authorisation and recognition of each study plan.

The Indonesian National Education System Law highlights community-based education and community participation: Community-based education providers shall design and implement curricula, evaluate and manage education programmes and funds with reference to national education standards. The community has the right to participate in the planning, implementation and monitoring, and evaluation of the education programmes. However, the law also clarifies that the establishment of every formal and non-formal education entity has to get the (local) government's license. It further details that the requirements for obtaining such license are related to the educational contents, the number and qualification of the educators and educational personnel, educational facilities and equipment, educational funding, evaluation and certification systems, management and educational process.

Interestingly, the legislation of Cape Verde only refers to the state's responsibility, which is to support, - pedagogically, technically and financially, - private educational establishments. Another remarkable legal prescription can be found in the Education Law of Ministry of Education of Afghanistan which includes an article on "Compulsory Learning of Literacy and Basic Practical Education". This makes it compulsory for employers to "teach literacy and basic practical education to the illiterate and less literate for contractor of employees of the public and private organizations", and they are "obliged to provide the stationery, place to teach and employ the literacy and basic practical education teachers". The responsibility of the Ministry of Education, in turn, is to "prepare and provide books, learning materials and grounds of learning for literacy and basic practical education teachers of the ministries and public and private departments". In South Africa, the Non-profit Organisations Act 1997[106] and the Non-profit Organisations Amendment Act 17 of 2000[107] are regulating non-profit organisations (NPOs) which include non-governmental organisations, community-based organisations and faith-based organisations.

A Ministerial Resolution of 2016 establishes free Alternative and Special Education and prohibits explicitly the charge of any fee in Bolivia. Article 66 rules a prohibition on the creation of new private Alternative and Special Education Centres in the future. "Private Alternative Education Centres are of a social and non-profit nature and are

governed by the policies, plans, programmes and authorities of the Plurinational Education System" of the Government of Bolivia. Article 55 of the Organic Intercultural Education Law of Ecuador highlights the special case of "fiscal-missionary educational institutions" (*instituciones educativas fiscomisionales*), which are run by congregations, orders or any other denominational or secular denomination. "They are of a religious or secular nature, of private law and non-profit making, guaranteeing free quality education. These educational institutions shall be financed totally or partially by the state, on condition that the principle of free education, equal opportunities for access and permanence, accountability for their educational results and management of resources, and respect for the freedom of religion of the families are fulfilled" (all sources in Annex 1).

The creation of an alternative pathway of learning was reported for out-of-school youth and adults who are basically literate but who have not completed the 10 years of basic education as mandated by the Philippines' constitution. The Alternative Learning System (ALS) was created through the Governance of Education Act 2001 as a parallel learning system. In this context, formerly autonomous education programmes run by NGOs and community organisations are now partially subsidised by public funds. NGOs with track records in implementing effective learning programmes for non-literates and out-of-school youth are contracted to conduct literacy courses and Alternative Learning System programmes especially in remote areas. Although the budget of the ALS contracting scheme cannot cover the full costs for every learner, it is nonetheless seen as an opportunity to relieve NGOs of some of their financial burdens (UIL, 2017a).

In the context of the monitoring survey for GRALE 4 (UIL, 2019), Colombia reported on its new General Guidelines and Orientations for the Formal Education of Young People and Adults (*Documento de Lineamientos generales y orientaciones para la educacion formal de personas jovenes y adultas*), which is inspired by a rights-based approach (ibid.). With the aim to address the complex, multidimensional problems of youth and adult education, Costa Rica informed about a policy resolution (02-69-2017) where the Higher Education Council approved the Education Policy Reference Framework to Guide the Improvement and Transformation of Youth and Adult Education, Medium and Long-term Strategies (ibid.).

In 2015, the Italian Ministry of Education, in coordination with the Ministry of Economy and Finance, issued guidelines to implement the restructuring of the entire adult education system (Ministerial Decree, 12 March 2015)(UIL, 2019). Coherence and effectiveness in adult learning policies is supported by a solid regulatory framework with a clear definition of the actors involved, their roles and responsibilities (*Accordo tra Governo, Regioni ed Enti locali sul documento recante: Linee strategiche di intervento in ordine ai servizi per l'apprendimento permanente e all'organizzazione delle reti territoriali*)[108] (see Box 16).

Box 16: Multi-level governance approach to ALE in Italy

During the last few years Italy underwent a strong legislative process to ensure quality, effectiveness and efficiency in the governance and management of interventions related to adult learning, building on the national lifelong learning system (established by law n.92, June 2012). This recognises citizens' right to education and training in basic

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skills, to counselling and guidance services and to the validation of competences acquired in any learning context (RVA). In an agreement signed in July 2014 between the central Government, Regions and Local Authorities, roles and responsibilities are defined, and the operational conditions and governance modalities among them are described. This agreement allows the design and establishment of a coherent multilevel model of governance. In particular, this concerns the dimension, composition and mandate of the regions in charge of developing the national lifelong learning system.

The structure of the regional network foresees the participation of the local education, training and employment services - both private and public -, including Adult Learning Centres (CPIA) managed by the Ministry of Education, Universities, training agencies, enterprises (represented by social partner organizations), Chambers of Commerce, the National Observatory of Migration, and Public Research Centres.

The multi-level governance approach that was adopted through the national agreement determines the following roles and responsibilities: (1) The identification of the strategic priorities and specific policies in adult learning as well as monitoring, piloting and evaluation functions are the responsibility of national authorities; (2) At the regional level, regional authorities and Autonomous Provinces plan the integrated use of available adult learning resources, making the most of the roles and competences of each network member; and (3) At local level, the network actors define the organizational and working modalities to ensure citizens the access to the services provided by the network, and personal support to enter a learning pathway (European Commission, 2015a).

Following the adoption of the Law on Adult Education, a system has been established in Serbia for the accreditation of non-formal education providers to acquire the status of a publicly recognized adult education organizer within the education system. The acquisition of the status of publicly-recognized adult education organizer implies fulfilment of special conditions (prescribed by a 'Rulebook') in terms of programmes, personnel, space and equipment. Accredited non-formal adult education programmes are carried out in primary and secondary schools and in other institutions that have the status of a publicly recognized organizer of adult education activities, in accordance with a special law and by-laws that regulate this area more closely. The Serbian Ministry of Education, Science and Technological Development has published a list with 100 adult education providers accredited in Serbia (2018)[109].

At the request of the Ministry of Education of Serbia, the independent Institute for the Improvement of Education has developed the prescribed standards for programme evaluation and criteria for establishing an evaluation committee in the procedure for acquiring the status of a publicly recognized organizer of adult education activities. In addition, and in fulfilment of its professional and advisory functions, the Center for Vocational Education and Adult Education has developed: (1) Instructions for drafting an adult education programme; (2) A format for writing such a programme, and (3) Qualification Standards (2018)[110].

Ireland has developed Operational Guidelines for Providers of Adult Literacy (DES, 2013). These operational guidelines are for Education and Training Board (ETB) staff managing, administering and delivering adult literacy

programmes funded by the governmental Department of Education and Skills. The operational guidelines are supported by the National Adult Literacy Agency (NALA) Guidelines for Good Adult Literacy Work, which outline the principles and philosophy of adult literacy work as it has evolved in Ireland, in order to support practice. Any transfer of adult literacy funding to any other programme must have the prior written approval of the Department. Such a decision should be formally recorded in the Education and Training Board's proceedings and be identified on the prescribed Form A2 and Form A3[111]. Before the Operational Guidelines for Providers of Adult Literacy, the Irish authorities had already adopted specific guidelines for family literacy providers in Ireland (DES 2010)[112] and the IVEA Intensive Tuition in Adult Basic Education: Key Area Guidelines in Ireland (DES, 2012)[113].

Accountability and transparency

Non-state actors in ALE are usually accountable to several stakeholders for the process and results of their activities. This includes, of course, the funders, but also the state authorities who need to oversee and ensure the fulfilment of legal regulations and quality standards. It further includes the beneficiaries of the services: the learners or participants in the ALE programmes. Many non-state actors have made up-to-date information on (the results of) their activities online available. They need to demonstrate to donors that they are committed to high standards of governance, transparency, and codes of conduct, and thereby eligible for further funds.

The French non-governmental Association *Savoirs Pour Réussir* in Paris, for example, prepares an annual report of activity which is submitted to each of the financial partners. A short overview report, including statistics, is sent to the Ville de Paris and ANLCI (*Agence Nationale de Lutte Contre l'Illettrisme*) every six months. An external monitoring committee meeting is held twice a year where results and updates of the programme activities are presented. This committee includes representatives from the *Mission Locale, Ministère de Travail, Ministère de l'Éducation*, financial partners and the Ville de Paris. An external audit of the national network of *Savoirs Pour Réussir* was taken in 2009. *Savoirs Pour Réussir* Paris also established a quality approach system in 2010[114].

The Free Minds Book Club & Writing Workshop (Free Minds) is a non-profit organization based in Washington DC, USA, serving young people and adults in the criminal justice system. For their monitoring and evaluation the organization uses Social Solutions' Efforts to Outcomes (ETO) software to measure and evaluate progress through surveys. One is the intake survey conducted with new members when they first join the DC Jail Book Club. Survey questions concern participants' education, history and interests. The software is then used to track members' reading, writing and book club participation. During the Federal Prison Book Club phase, Free Minds tracks members' engagement through the level of openness and trust displayed in their correspondence with the organization, and whether or not they request specific book titles. In the Re-entry Book Club phase, the organization tracks active members' employment and enrolment in schools or vocational programmes. Rates of recidivism are also monitored, as well as participation in community outreach events and writing workshops with young adults on probation[115].

The FunDza Literacy Trust South Africa, is governed by a Board consisting of four trustees. In December 2019, FunDza's board appointed two advisory sub-committees: an Audit, Risk and Compliance (ARC) committee, and a Social and Ethics (S&E) committee. On their website, FunDza emphasises their commitment to good governance, transparency and accountability: "Achieving high standards of governance is part of who we are, and we proudly disclose the practices that make us who we are" [116]. The annual reports are up-to-date. The Annual Report 2019 is online available and includes a detailed financial statement[117]. Further, there are internal and external reports on the impact of their programmes[118].

The National Adult Literacy Agency (NALA) is a registered company with limited and charitable status in Ireland and committed to making sure people with literacy and numeracy difficulties can fully take part in society and have access to learning opportunities that meet their needs. They receive an annual grant of two million euro from the Further Education and Training Authority (SOLAS) in Ireland, which enables NALA to staff a national office in Dublin and carry out their work. SOLAS also funds specific research and development work together with other government departments, state bodies, the European Union and the private sector. At NALA's annual general meeting, members elect a Board, which includes both students and workers in adult and further education and training. The board meets seven times a year and the minutes of their meetings are on their website. NALA is governed by a Constitution consisting of a Memorandum and Articles of Association. They comply with the requirements of the Charities Regulatory Authority and the Governance Code for Community, Voluntary and Charitable Organisations. All governance documents are online available including their annual reports, internal policy, strategic plans, constitution, and charter[119].

In the case of the Literate Brazil Programme (*Programa Brasil Alfabetizado* – PBA), in 2008 the Federal Ministry of Education introduced the PBA Management System (*Sistema de Gestão do PBA*—SBA), which was a database that contained information on all students and teachers who signed up for the programme. It was a tool for collecting continuous and systematic information about the PBA. The information collected ranged from the demographic characteristics of students and teachers, to attendance and performance metrics. Considering its scale as well as the depth of the information collected, PBA's database was probably the only database of its kind in the world. The ideas for building the database system came from a partnership between Brazil's Institute for Applied Economic Research (*Instituto de Pesquisa Econômica Aplicada*—IPEA) and the Federal Ministry of Education (Tufani, 2016)[120].

In 1998, the *Associação Alfabetização Solidária* (AlfaSol) was officially registered in Brazil as an NGO, and is since then active in adult literacy. A notable and innovative feature of AlfaSol lies in its organizational structure, which consists of an extensive, nationwide network of different actors, institutions and partners. The strategy is to share ownership and responsibilities between the following (six) actors: (1) The *Associação Alfabetização Solidária* is responsible for the Political Pedagogical Project, which formulates programme principles and guidelines. It acts as a hub to link different allies and project partners, and coordinates the implementation of the literacy courses and the programme's sub-projects. The Association is also in charge of the programme's public relations, including the

mobilisation of new alliances and funds, which constitute the backbone of the AlfaSol programme. (2)   Institutions of higher education are in charge of developing the pedagogical and didactical concepts, which are formulated in the programme's Political Pedagogical Project and applied in its literacy work. They design and elaborate curricula and define the pedagogical methodologies and didactical material to be applied in literacy courses. They are also co-responsible for the professional training and supervision of local literacy teachers/facilitators, and for monitoring and evaluating current projects within the AlfaSol programme. (3) Private and public companies, financial institutions, and corporate foundations participate in the programme by adopting one or more municipalities and by making the financial contributions needed to implement the projects. Companies also contribute facilities and services. (4) Non-governmental organizations and civil society groups are the key actors for the local self-sustainability of the programme. (5) The federal, state and municipal governments and administrations are responsible for partially financing the courses and providing the infrastructure needed to run the programme. (6) International organizations act as technical cooperation partners, contributing their expertise in specific fields; these partners also participate by adopting one or more municipalities[121].

The Citizens Foundation (TCF), one of the largest non-profit organizations in Pakistan, has created a special Community Development Unit (CDU) which carries out centralized monitoring and evaluation activities. CDU monitors and evaluates the Aagahi Adult Literacy programme[122] based on three key performance indicators: average attendance per class, net number of centres (subtracting centres that are no longer running) and number of successful learners (Hanemann, 2017).

Progresso Association (Associação Progresso) is one of the longest-standing civil society organisations in Mozambique. It was created 1991 as a legal body of public utility, with legal personality, administrative, financial and property autonomy, and recognised by the Ministry of Justice 1992. In addition to the work team, it is managed by a governing board (9 members) and a supervisory board (4 members) elected in the general assembly. All relevant governance documents are online available including a code of conduct (2016), statutes (2015), annual reports (last one 2016), audit reports (last one 2018), development plans (2016) and programmes. Progresso provides annual narrative and financial reports to donors, the European Union and the Irish Embassy in Maputo. Financial reporting includes yearly external audits carried out by an international audit organization. Programme outcomes are evaluated against previously defined indicators. Usually their donor-funded projects[123], such as the Teaching to Read to Learn project, are internally evaluated each year with provincial and district education staff and Progresso project managers. However, in 2014 an external evaluation of the Teaching to Read to Learn project was conducted by a monitoring and evaluation specialist contracted by Progresso. It concluded that it was an innovative project with the active involvement of communities and a strong connection to community-based organizations. It stressed that the link between literacy and community discussions on gender contributed to changes in behaviour and attitudes within the target group. The interaction and participation of strategic partners, both public and private, was also considered an important positive point[124].

Community participation and ownership is seen as an enabling factor and predictor of sustainability of adult literacy and learning programmes. Therefore, non-state actors in ALE often see themselves as assistance provider to help communities in the management of the own programmes.

The international NGO READ Nepal is supporting such a community-managed programme. The Community Library and Resource Centres (CLRC) Programme was officially launched in 1991, the very year that READ-Nepal was officially established in the country. Under the programme, READ-Nepal with financial and technical assistance from its parent-body, READ-Global, the government of Nepal (through the District Education Office) and various international NGOs (e.g. The Bill and Melinda Gates Foundation; Pew Charitable Trusts; Myths and Mountains; The Nepal Library Foundation (NLF); Rotary International; and International Reading Association) established community libraries and resource centres (CLRCs) in partnership with local communities. The CLRCs are used as focal points for the implementation of community-based educational and developmental programmes. In addition, READ-Nepal also equips the centres with buildings, learning materials (books, computers, children's toys, newspapers and magazines) and furniture. It trains the library management committees (LMCs) who are entrusted with the responsibility of managing the CLRCs and for coordinating the implementation of centre-based educational and developmental activities. READ-Nepal also assists the LMCs and community members to identify, initiate/establish and manage income generating projects.

READ-Nepal harnesses the local community as central agents in the implementation of the programme. Hence, as noted above, READ-Nepal assists communities to establish income generating projects of their choice. These projects are used to generate funds necessary for family subsistence, the maintenance of the CLRCs and programme implementation. Apart from the assured long-term funding from READ-Nepal's partners, the sustainability of the programme is also ensured because it is community-owned and the community, through the established income generating projects, contributes towards the sustenance of the CLRCs[125].

The NGO Nirantar in India helps to establish and develop community-based organizations, too, but using a different approach than READ Nepal. Nirantar is a registered non-profit Public Charitable Trust, mainly funded through donations (exempt from income tax under Section 80G of the Income Tax Act, 1961)[126]. Since its inception in 1993, Nirantar has been actively involved with the women's movement and other democratic rights movements. In 2002, Nirantar initiated *Sahajani Shiksha Kendra* (SSK) and its Literacy and Education for Women's Empowerment Programme. The programme broadly aims at empowering women and adolescent girls through literacy and education[127]. In 2013, SSK was registered as an autonomous organisation and Nirantar came into the role of a resource organisation with the programme providing continuous technical back-up to their sister organisation SSK[128].

Another innovative initiative of Nirantar was helping to set up a sustainable independent rural media programme in remote villages. The *Khabar Lahariya* (News Waves) programme was initiated in 2002 to complement the above

mentioned *Sahajani Shiksha Kendra* (SSK) programme. It is a low-cost weekly rural newspaper which is entirely produced and marketed by women—most of whom are from the marginalised Dalit, Kol and Muslim communities—in two rural districts of Uttar Pradesh in north India. The principal goal of the programme is to foster a culture of family or intergenerational reading among rural families, and promote most importantly, lifelong learning among rural women, through the production of a contextually relevant and gender-sensitive newspaper. Khabar Lahariya has evolved into the only rural women-run digital news platform in the country, with content by and for viewers in rural areas, and reaching a monthly viewership of 300,000 people (2016) through multiple digital platforms and a print edition in Bundelkhand. There are 24 rural women reporters in eight districts of Uttar Pradesh. Today, Khabar Lahariya has evolved into a sustainable independent alternative media model that has won many awards[129].

Similarly, the BUNYAD Literacy Community Council (BLCC) in Pakistan is using a community-based approach with their Adult Female Functional Literacy Programme (AFFLP) Programme. BUNYAD Literacy Community Council (BLCC) was formed in 1992 and registered in 1994 as a national NGO working for the promotion of education, and women rights. BLCC has established Community Citizens Boards (CCBs) and entrusted them to spearhead the initiation and implementation of programme activities within their communities as well as to undertake fundraising activities[130].

The sustainability of Riecken's Community Libraries in Central America relies on strong local democratic governance and community ownership (see Box 17). Their governance model deliberately does not seek support from central governments in order to avoid instability due to political change.

Box 17: Strong community governance as the key to success of Riecken's Community Libraries

The mission of the Riecken Foundation has been changing lives in Central America through access to information and literacy. Founded in 2000, Riecken's community libraries have succeeded in creating a rich literate environment, by promoting reading and writing practices in 65 different rural communities in Honduras and Guatemala. Until 2012 Riecken was a private foundation, now it is a public charity[131]. Over the past decade the communities have embraced their Riecken libraries as public places for the enjoyment of reading and writing. Each library contains more than a thousand books, with free internet connection and local democratic governance.

The main programme partner as well as funder is the Bill and Melinda Gates Foundation. But there are also several other small partners, and funding is also coming from the American Institutes for Research (AIR) USAID-MIDEH Project, Riecken's board of directors, SG Foundation, Peterson Foundation, Strachan Foundation and the local beneficiary municipalities in Guatemala and Honduras that provide librarians' salaries and basic services. The Foundation has a US-based board of directors (six members), though its president and chief executive are based in Central America, from where they coordinate country directors in Guatemala and Honduras. Financial information, audit reports and annual reports of the Foundation are all available online[132].

Riecken's staff (14 in total) in both countries include programme officers, financial officers and a development officer. This team oversees the libraries through coordination with local volunteer boards in each community and

regional supervisors. Each library is managed by volunteer community leaders who, in many cases, have developed with the support of the libraries' services and programmes. Some 109 librarians work in the 65 libraries. Their salaries are paid by local governments. There are also around 3,548 volunteers working in the libraries, while the boards of trustees comprise 758 people.

The key to the programme success is strong community governance. Every Riecken library must begin with a democratically elected board of volunteer trustees drawn from all sectors of the community who will administer the library. This board must be supported (but not controlled) by local government. Trustees take pride in managing the most honest and most respected institutions in their community. In some villages, the mayor's office has been persuaded to follow the libraries' practice of posting each month's ledger on the wall for inspection by any passer-by, known as a 'transparency corner'.

Before a new library can be established, local agreements between Riecken, local government and the community are signed to ensure sustainability. Local governments agree to cover the librarians' salaries and services, while the communities form a volunteer board that oversees its management and seeks outside partnerships. Riecken provides 80% of the costs of construction or renovation of library facilities, gives a minimum of 1,000 books, five computers, one printer, one photocopier and library furniture. During construction, the Riecken Foundation also initiates the training of staff and management of library programming. Many library board members are local teachers. The Foundation also supports the network by providing training to librarians, board members and volunteers, as well as by seeking external partners to sustain the work in the communities. Libraries make partnerships with local schools and health centres, among others, by offering space to hold development activities to benefit communities.

Riecken never uses money as an incentive. People give their time freely because they value the activity. They get the opportunity for personal exchange among libraries and to attend annual meetings with a representative of the volunteers. The economic value of the volunteers is estimated to be US $613,095 per year (on the basis of a minimum wage of US $1.2 per hour and an average of three hours of work each week per person).

The Riecken staff is conducting regular monitoring through communication by phone or email, and community visits, to discuss the progress of each library in terms of the different programmes, activities, collaborations, beneficiaries and sustainability issues. During the visits, volunteers and local officials share their needs and ideas to develop solutions and to source local and international opportunities for support. In addition, Riecken internally performs regular 'health checks' of all 65 network libraries, in order to evaluate the management, administrative and programmatic strengths of each library and the network as a whole. In 2012, Riecken contracted the services of an outside consulting firm to help establish permanent short-, mid-, and long-term monitoring and evaluation tools. The purpose of the new planning, monitoring and evaluation system (PM&E) developed for the Riecken Foundation is to enhance Riecken's capacity to collect, analyse and learn from data about its own capacity and programmes as

well as about the capacity and programmes of the community libraries that it seeks to strengthen. An independent Fulbright impact study of the libraries was conducted in 2007 and updated in 2012.

While the Riecken governance model deliberately does not seek support from central governments (e.g. through the Ministry of Education or the Ministry of Culture) in order to avoid instability due to political change, in the case of the local governments, who provide the salaries of at least one librarian and pay for basic services, such as electricity and water, it is a persistent challenge to continue this support whenever there is a change of administration. According to the Riecken model, the library boards are responsible for advocacy to new municipal governments. Sometimes, however, the political affiliations of library board members can be counterproductive. It was recommended that volunteers and librarians be trained so as to achieve the formalization of local public policies favourable to librarians. However, no evidence is available on the possible impact of volunteers and librarians on related public policies.

There is always a danger that external factors will affect librarians' job security, which is why libraries need to secure their reputation among other local organizations to ensure permanent support for operating expenses. To make community libraries successful meeting points for all kinds of people, it is important that they directly address the needs of a range of beneficiaries. Local government, teachers, local organizations and the wider community must also be engaged if the project is to be sustainable. The key to sustainable success of the Riecken Community Library network is the committed partnership of community, local government and Riecken, working together to provide on-going management, relevant programmes, and sustained community involvement. The model has been replicated by several organizations that have come to Riecken for guidance in implementing it in the communities they serve. For the time being, Riecken's focus is on strengthening the current library network in Honduras and Guatemala, rather than on building new libraries.

Sources: https://uil.unesco.org/case-study/effective-practices-database-litbase-0/changing-lives-central-america-through-access and https://riecken.org/

The Association Ibn Albaytar was created in 1999 and is registered as a national NGO in Morocco. It has 30 members and an Administration Council made up of nine people. The main aim of the Association is to bring together social and economic progress with the preservation of the environment. Their Functional Literacy Programme of Women of the Argan Cooperative through Amazigh (Berber) Language DVDs (*Projet d'alphabétisation fonctionnelle des femmes coopératives d'argane moyennant un DVD en langue amazigh*) focuses on the autonomy of women in rural areas, encouraging the protection of the environment and medicinal plants. Literacy classes are combined with income-generating activities and provided for women working in one of the Argan women's cooperatives. It is the first literacy programme in Morocco to produce and use audio-visual material in the Amazigh language and the content of the curriculum is around the cooperatives where participants work and the biosphere reserve where they live. The programme is now being used as a model in other women's cooperatives in other sectors besides Argan[133].

Partnerships

Mutually beneficial partnerships with academic, public and private actors are essential to improving adult literacy programmes as well as maximizing resource usage. For example, the non-governmental Turkish Mother-Child Education Foundation (AÇEV) collaborates with both public and private bodies to reach a larger number of beneficiaries[134].. While AÇEV's primary partner is the Ministry of Education's Non-formal and Apprenticeship Directorate, it also partners with local NGOs who provide volunteers to be trained by AÇEV, physical space for courses or mobilise beneficiaries and communities. International and national NGOs and private companies provide funding for the implementation of courses. By tapping into existing resources such as public facilities and volunteer training initiatives, AÇEV has been able to reduce its operational costs without compromising programme quality[135].

Free Minds Book Club and Writing Workshop (Free Minds), a non-profit organization based in Washington DC, USA, serves young people and adults in the criminal justice system. Free Minds is governed by a board (12 members) and advisory board (21 members). Primary funding sources include foundation grants, local government grants and individual donors. Secondary funding includes corporate donations, in-kind donations and literary journal sales. Free Minds receives and has received financial support from a number of foundations[136]. An important factor in ensuring the sustainability of the educational and development offer of Free Minds is the extended and strong partnership network the organization has in Washington DC with several organizations and agencies. Partners include the Department of Corrections, which allows the implementation of the DC Jail Book Club. Free Minds also works with the DC Incarcerated Youth Programme and the DC jail library. Other Free Minds' partners include the PEN/Faulkner Writers in Schools programme, which takes the poet ambassadors into local DC schools as part of the On the Same Page community outreach activity, and brings guest authors to speak with the teenagers in the DC Jail Book Club. PEN/Faulkner, in turn, partners with Shout Mouse Press to distribute the literary journal created by Free Minds (*The Untold Story of the Real Me*)[137].

Public-private partnerships are promoted by UNESCO during the current Covid-19 crisis to "help to ensure no one left behind". For example, in the Republic of Korea, the Ministry of Education, Ministry of IT, and the major telecom and private sector joined efforts to provide free data and devices to low-income families so that they could access open and distance learning (ODL) opportunities. In Germany, the adult learning programmes offered by the non-governmental German Adult Education Centre Association (*Deutsche Volkshochschul-Verband - DVV*), which suspended face-to-face classes in March 2020, experienced a rapid increase of 150,000 new learners in April 2020 after the Federal Office for Migrants and Refugees announced its support for online tutoring for refugee and migrant integration and professional language courses. The higher number of learners were also attributed to new free courses shared by nationwide colleges on the DVV learning portal[138] (UNESCO, 2020b).

Box 18: Public-private partnerships within a decentralised governance scheme in Germany

In the Federal Republic of Germany, responsibility for the education system is divided between the Federation and the 16 federal states (Länder). The scope of the Federal Government's responsibilities in the field of education is

defined in the constitution ('Basic Law'). Unless the Basic Law awards legislative powers to the Federation, the 16 federal states have the right to legislate. Within the education system, this applies to the school sector, the higher education sector, adult education and continuing education. The role of the Federal Government in the field of adult education is mainly restricted to laying down principles and to issuing regulations relating to organisation and financing. Such principles and regulations are enshrined in the legislation of the Federal Government and the federal states. Governmental regulations are aimed at establishing general conditions for the optimum development of the contribution of adult education to lifelong learning.

As part of lifelong learning, adult and continuing education is increasingly becoming a field of education in its own right and a differentiated structure has been developed. Adult and continuing education is offered by municipal institutions, in particular *Volkshochschulen* (Adult Education Centres), as well as by private institutions, church institutions, the trade unions, the various chambers of industry and commerce, political parties and associations, companies and public authorities, family education centres, academies, technical and vocational colleges, institutions of higher education and distance learning institutions. Radio and television companies also provide continuing education programmes.

Source: https://eacea.ec.europa.eu/national-policies/eurydice/content/germany_en

In May 2014, the Ministry of Education (MOE) of Liberia signed the very first Literacy Memorandum of Understanding with a private literacy organization, namely the Alfalit International-Liberia, Inc. (AIL) in recognition of the impact that AIL has made with their Adult and Youth Literacy Programme in education. Through this agreement, AIL and the MOE work hand-in-hand to tackle literacy challenges and provide non- formal basic education to the underserved segment of the Liberian society. Additionally, the MOE is ready to administer a competency test and issue a certificate to those learners who pass the final exam. This will enable them to enrol in any school to continue their education in the formal system. Alfalit International-Liberia, Inc. (AIL) is a non-profit NGO that was established in 2006 with the goal of "Extending the Light Of Literacy to all Liberians" in Liberia[139].

Coordination

In 2007, a Literacy (LIFE) Coordination Group was established in Afghanistan, first at the national level, and some years later, provincial coordination groups were also set up in five provinces. This coordination mechanism brings together key national and international partners who previously worked independently. The Literacy Coordination Group is co-chaired by the Deputy Minister in charge of the Education Ministry's Literacy Department, and a representative of the UNESCO Kabul Office. Acting as the Secretariat of the coordination group, the Afghan National Association for Adult Education (ANAFAE) is responsible for organising the meetings at the national and provincial levels. Until today, regular meetings have taken place to plan, coordinate and evaluate the national literacy work in the country. Over the years, the coordination group has developed into the steering force for national literacy policies and has also helped to anchor literacy as one of the priority areas within the National Education Strategic

Plans. This enabled non-governmental literacy actors to be heard by higher level political decision-makers (Hanemann, 2012).

In all countries of Latin America and the Caribbean, the existence of a governmental body, which coordinates adult education and literacy programmes, has been reported. What varies is the level assigned to it: direction, secretariat, coordination committee or department. As for the coordination of actions, only two countries report not having it. The remainder identified diverse coordination mechanisms, such as: meetings, consultations, training, seminars and workshops, definition of agendas and plans, monitoring and follow-up plans, and even establishing advisory councils (Brazil), forming a multi-stakeholder network and joint project implementation (Dominican Republic and Peru). Equally significant is the consideration of various actors and the recognition or valorisation of their experiences in their areas of action, which are incorporated into the educational programmes (the case of Paraguay with women and prison inmates) (UIL, 2017b).

In Morocco, an inter-ministerial commission, chaired by the prime minister, oversees a coordination committee, which includes diverse technical and financial stakeholders from governmental and non-governmental institutions working on adult literacy in different sectors, including agriculture, fishing, sport and the military (UIL, 2017d). In Oman, collaboration between the Ministry of Education, the Ministry of Endowments and Religious Affairs and the Ministry of Social Development has resulted in projects for targeted groups of learners in prisons and collaboration with Omani women's associations to improve literacy, in particular in remote villages (UIL, 2019).

In Norway, the development of a White Paper on adult education[140] resulted from a coordinated inter-ministerial effort. It was presented in February 2016 and aimed to prevent exclusion from the labour market. The White Paper targets adults with little education, low basic skills or unrecognized competences, including immigrants. The White Paper was jointly written by the Ministry of Education and Research, the Ministry of Labour and Social Affairs and the Ministry of Justice and Public Security (GRALE 4 Monitoring Survey, Country Report Norway, UIL, 2019).

Box 19: Inter-ministerial coordination in Indonesia to run the national AKRAB! Programme

The AKRAB! (*Aksara Agar Berdaya* – Literacy Creates Power) Programme was initiated in 2008 by the Government of Indonesia to address the adult literacy and basic education challenge in the country. One of the strengths of the AKRAB! Programme is that it is coordinated and implemented through a holistic integrated approach, combining various stakeholders. This integrated cross-sector system of coordination also includes a very effective inter-ministerial coordination. The design and coordination of the AKRAB! Programme is the responsibility of the Ministry of Education and Culture. Other government ministries play the following roles:

- The National Bureau of Statistics provides the Ministry of Education and Culture with updated statistical data.

- The Ministry of Public Welfare defines the roles of individual ministries in the literacy movement and assists with programme coordination.

- The Ministry of Internal Affairs encourages participation in the movement by provincial, city and district administrators, as well as stakeholders in the private sector such as women's organizations, youth organizations, NGOs and community organizations.

- The Ministry of Religious Affairs identifies religious-based facilities for participation and helps to implement AKRAB! in religious institutions.

- The Ministry of Finance plans the AKRAB! budget in accordance with the Ministry of Education's proposals.

- The Ministry of Women's Empowerment creates social networks and advocates on behalf of the institutions and NGOs under their guidance.

Sources: Hanemann, 2015 and https://uil.unesco.org/case-study/effective-practices-database-litbase-0/akrab-literacy-creates-power-indonesia

In Italy, a national (inter-institutional) Forum for Lifelong Learning was established in 2014 through agreement between the government, regions and local authorities. The forum includes representatives of the Ministry of Education, social partners and their confederations, civil society, the Italian Network for the Instruction of Adults and Lifelong Learning and the Network of Italian Universities for Lifelong Learning. The forum agreement takes a multi-level governance perspective, with monitoring, guidance and evaluation functions, and the identification of strategic priorities and specific policies remaining a national responsibility. Regions and the autonomous provinces plan the development of territorial networks of public and private providers. Networks define the evaluation of territorial development programmes in Italy, the identification of training and professional needs, and the integrated use of available resources. At local level, the stakeholders that make up the network define the organizational and operational procedures to ensure that citizens have access to the service network for lifelong learning (UIL, 2019).

During the Workers' Party (PT) government (2003-2016) in Brazil, each federal state had set up its own State Forum for Adult and Youth Education involving all actors engaged in youth and adult literacy and education work: local and state governments, universities, social and popular movements. These contributed to raising public awareness, as well as providing forums for debate and social control of public policy. Formal meetings were held with representatives of the forums twice a year. Together, forums and the Ministry used to organize a national annual meeting on youth and adult education. The State Forums of Adult and Youth Education have been responsible for generating a national movement capable of promoting dialogue between the government and civil society to negotiate opposing visions of adult and youth education in the last decade (Ireland, 2009).

In 2003 the Brazilian Education Ministry had also created the National Literacy and Youth and Adult Education Commission (*Comissão Nacional de Alfabetização e Educação de Jovens e Adultos - CNAEJA*), which was made up of representatives of state and municipal governments, universities, trade unions, NGOs, international agencies and other stakeholders. It served as a consultative group on literacy matters and met four times a year. The existence of insti-

tutionalized forms of participation and dialogue with civil society (CNAEJA and state forums) contributed to the sustainability of the national literacy programme (*Programa Brasil Alfabetizado* – PBA). CNAEJA advised the Federal Ministry of Education in the formulation and implementation of national literacy and of youth and adult education policies and actions. It was complemented by state- and district-level commissions of the 'Territorial Agenda of Integrated Development of Literacy and Youth and Adult Education', which allowed for structured and institutionalized joint action on the part of public authorities and civil society (Hanemann, 2015; Ireland, 2009). After the change of government, CNAEJA was abolished in April 2019 by a federal decree that modified the National System of Social Participation[141]. The new decree is severely limiting civil society participation in the formulation of public policies including on ALE[142].

4.4 Influence and innovation

Non-state actors, in particular civil society organisations are important partners in global, national and local policy-making, as they can contribute experiences and approaches that may help in overcoming the existing challenges and achieving better results in the field of adult literacy and education. Advocacy is highlighted as one of the main instruments for more effective civil society participation in decision-making and dialogue on adult literacy and education at the different levels. While adult learners are usually underrepresented (or not represented at all) in policy development, civil society organisations accept responsibility for advocacy on behalf of the interests of adult learners, and those who work with them, and ideally also provide platforms for the voice of learners to be heard in related debates (Tuckett and Popović, 2015).

Influence of non-state actors on national adult literacy and education policies

There are numerous examples of non-state providers of adult literacy and education that have been invited by the competent government authorities to participate in national policy dialogue and development as well as programme design in recognition of their long-standing experience, good quality of their services and proximity to the target communities. Non-state actors have also managed to be included in such decision-making and development processes because they have organised themselves under national umbrella organisations or networks and complemented this with advocacy and public awareness-raising activities.

Through their collaboration with the Ministry of Education (MINEDH), the Mozambican NGO Progresso Association (Associação Progresso) has managed to influence the official language in education policy. The collaboration consisted in that Progresso provided textbooks and additional reading and education materials in five local languages and delivered training in literacy in local language to trainers and teachers, while the government assumed responsibility for the payment of incentives to more than 200 teachers and supervisors each year. By doing so, the government raised the social status of local languages in general and of those who teach or learn to read and write in their mother tongue, in particular. In this context, an important result of Progresso's project 'Literacy in Local Language, a Springboard for Gender Equality'[143] is the prominent place MINEDH gives to adult literacy teaching in local languages in its new strategic plan for adult education. The cost of facilitators working in Progresso's project

is covered by MINEDH. Additionally, some of Progresso's own facilitator trainers graduated from one or other of the public institutes for the training of adult educators[144].

The international NGO Tostan based in West Africa has been promoting literacy since the early-1990s and became a partner in the faire-faire strategy first in Senegal. It has improved the educational situation of women learners not only by increasing the literacy rate but also by improving health and living conditions. Tostan has reached 176 communities in ten regions and opened a training centre with the aim of sharing its philosophy and model with others. The Community Empowerment Programme is being implemented in six countries (Guinea, Guinea-Bissau, Mali, Mauritania, Senegal, and The Gambia) and having a positive impact on the lives of hundreds of thousands of people. In 2010, the Government of Senegal and their partners decided to adopt Tostan's human rights model as the centrepiece of their National Action Plan to end female genital cutting, based on the results of a study conducted by the Senegalese Government's Ministry of Family Affairs, National Solidarity and Women's Enterprise and Microcredit. Such an impact illustrates the added value of the faire-faire framework of participation and consensus in which literacy stakeholders work (UNESCO, 2017)[145].

In the Netherlands, the government works closely with the Read and Write Foundation (*Stichting Lezen en Schrijven*)[146] to design, implement and manage adult basic skills policy and programmes. The need to provide training for an increasing number of people with low levels of literacy, coinciding with a decrease in public finance and increased decentralisation, made a new approach necessary. The Language for Life policy was launched in six regions in 2012, with a strong emphasis upon cross-organisational partnership. All of these factors have impacts on policy, with some impacts having both a positive and negative implication. For example, in working with the Read and Write Foundation, the Netherlands Government benefits from that NGO's high level of understanding of basic skills issues, and its years of experience with addressing the issue. However, such a partnership can create challenges for governments – for example, because the Read and Write Foundation has a high level of expertise, it also demands a high level of autonomy with regard to policy implementation. Government needs to grant the NGO the status of an equal partner on a level playing field, with fully shared policy ownership. The NGO is not just a vehicle for implementation and/or advice (European Commission, 2015a)[147].

Development of new models and pedagogical approaches

The development and piloting of new approaches in non-formal youth and adult education is often undertaken by non-state actors, while the roll-out and upscaling of successfully piloted programmes is handed over after some time to become the responsibility of the public authorities. For example, the Turkish Mother-Child Education Foundation (AÇEV) – a national NGO founded in 1993 – developed the integrated and intergenerational Family Literacy Programmes (FLPs)[148]. This was done in response to the gaps identified in the Turkish education system establishing the link between adult education and children's early development. Over the years and through concerted scientific research and strategic partnerships with local and international institutions of higher education, such as Harvard University and the Synergos Institute, AÇEV has refined the FLPs. AÇEV's primary partner, the

Ministry of Education's Non-formal and Apprenticeship Directorate, first provided certification, administrative support and physical space. Then AÇEV handed the responsibility for the national-wide implementation over to the Non-formal and Apprenticeship Directorate, and started to concentrate on the quality aspects of the programmes, namely, the material development, training and pedagogical support of the educators, and - in partnership with a local university, - monitoring, evaluation and research. The further focus of AÇEV was also on the development and piloting of other new programmes, such as the Father Support Programme[149] or a Web-Based Literacy Programme[150].

Certain pedagogical approaches are researched with regard to their potential to be used as a cost-effective strategy to expand the positive effects of community-based interventions to participants' networks, achieving sustainable normative shifts. This is the case, for example of the 'organized diffusion' approach where participants in community-based interventions share their new knowledge and understandings systematically with others in their networks, eventually facilitating social norms change and thereby empowering themselves, too. Encouraging and helping participants of adult education interventions to engage others in their network in transformative conversations was identified to have the potential to generate additional impact with little additional investment (Cislaghi et al. 2019).

Knowledge generation and dissemination

In some countries with strong governmental commitment to adult literacy, specialised research institutes were created such as the National Research and Development Centre for adult literacy and numeracy (NRDC). The NRDC was established by the UK government in 2002 as part of its Skills for Life strategy that aimed to improve the literacy, numeracy and language skills of adults in England. The NRDC was closed at the end of 2015 when the Skills for Life strategy (and funding) finalised. Some of its functions moved to the International Literacy Centre at the UCL (University College London) Institute of Education, which is developing research on literacy pedagogy, policy and practice from the early years and across the life course, and offers consultancy services, too[151]. Frequently, specialized adult literacy or education research centres are part of universities and support the provision of adult literacy and education services with research. This is the case, for example, of the Adult Literacy and Essential Skills Research Institute (Bow Valley College) in Canada, or the Institute for the Study of Adult Literacy at the Pennsylvania State College of Education in the USA, which was established in 1985 as a vehicle for using the resources of a major land grant institution to address issues related to adult literacy[152]. This integration into universities seems to increase the probability of making such specialised institutes sustainable over time.

The UNESCO Chair approach consists in the establishment of agreements between UNESCO and a university or any other institution of higher education and/or research, to initiate programmes that advance teaching, learning and research including in the area of non-formal adult literacy and basic education. Currently, there are three UNESCO Chairs with this focus: the UNESCO Chair on Adult Education, Vrije Universiteit Brussel, Belgium; the UNESCO Chair

on Adult Literacy and Learning for Social Transformation, University of East Anglia, Norwich, UK; and the UNESCO Chair on Inclusive Literacy Learning for All, University of Jyväskylä /Agora Center, Finland[153].

Knowledge generation and dissemination in adult literacy and education is also one of the mandates of UNESCO, in particular, through its specialised UNESCO Institute for Lifelong Learning (UIL). It makes available a range of different resources including the Effective Literacy and Numeracy Practices Database (LitBase) documenting 226 case studies from 97 countries in all world regions[154].

Advocacy and network activities

The Afghan National Association for Adult Education (ANAFAE) cooperates actively with national, regional and international organisations and networks including ANEC, ACBAR, UNESCO, CSJWG, EiEWG, DPG, ILO, IOM, DVV International, ASPBAE, ICAE and other relevant networks to lobby and advocate for the fulfilment of the human right to education and lifelong learning opportunities for all. This includes advocacy for more effective and efficient planning, implementation and monitoring of the national literacy education programmes and support to the development of the national education strategies. Most importantly, ANAFAE, with the support of DVV International, technical support of Asia South Pacific for Basic and Adult Education (ASPBAE) and financial support from Civil Society Education Fund (CSEF), has initiated in November 2015 the establishment of the Afghan National Education Coalition (ANEC). ANEC represents more than 60 member organizations from different sectors in the Afghan education system. The core group (Board of Directors) is comprised of member organizations with more than 30 years of experience in advocacy, policy engagement, strategic planning, and cooperation with government. This helped ANEC to grow and play an active role in policy platforms, national dialogues, government-led meetings on education as well as national and regional conferences[155] such as the Afghanistan Conferences in London and Geneva where they presented an Education Briefing. ANEC also presented the civil society and education NGOs in the Development Partner Group of the Global Partnership of Education (GPE). Further, ANEC is currently part of the Technical Working Group that develops the new National Education Sector Plan (NESP) 2030 and actively participates in the national SDG4 process in Afghanistan[156]. Through ANEC, ANAFAE has managed to increase the outreach and impact of their advocacy for adult literacy and education.

E-Net Philippines is a network of 150 civil society organisations (CSOs) that seeks to expand civil society influence on effecting positive change in education. One of the areas it focuses on is improving resource allocation in the education sector and addressing inefficiencies in finance management. Through the Budget Partnership Agreement, E-Net Philippines has become the Department of Education's CSO partner in reviewing agencies' budgets, programmes and projects, and in the crafting of their budget proposals. E-Net's Task Force on Education Financing focuses on a continuously evolving agenda for key reforms in educational financing. It is tasked to update studies and popularize related issues within and outside the network. At the same time, it is mandated to build the organization's capability for advocacy on educational financing at the local and national levels and among donor countries and agencies. Concretely, it develops the civil society's capability to intervene in budget cycles, official

development assistance processes, and Local Government Unit financing. E-Net's budget advocacy has focused, above all, on increasing funds for programmes for marginalized population sectors (UIL, 2017a).

The International Council for Adult Education (ICAE) is a global network with a specific mandate to advocate for youth and adult learning and education. It has seven regional bodies (Africa, Arab Region, Asia, Caribbean, Europe, Latin America and North America) representing more than 800 NGOs and regional, national and sectoral networks. The Asia South Pacific Association for Basic and Adult Education (ASPBAE) is one of the seven regional networks of ICAE representing more than 200 civil society organisations and individuals operating in around 30 countries of the Asia-Pacific Region[157]. ASPBAE's core strategies are policy advocacy, leadership and capacity development, building strategic partnerships, and institutional strengthening. ASPBAE implemented major global education advocacy campaigns in Asia such as the Real World Strategies (RWS) programme of the Global Campaign for Education (GCE) (ASPBAE, 2011; Moriarty, 2015).

ASPBAE is active at country level through their members such as the Coalition for Educational Development (CED) in Sri Lanka. While Sri Lanka may have one of the highest literacy rates in the region, behind the scenes there are many adult citizens with literacy needs, usually belonging to the older generation and mostly women who were unable to go to school when they were young. The CED has been successfully campaigning for government to step up implementation of Non-Formal Education (NFE), including literacy and adult education classes for women empowering them to support their children's education (ASPBAE, 2011).

In Latin America and the Caribbean, the regional network Council of Adult Education of Latin America (*Consejo de Educación de Adultos de América Latina* - CEAAL) and the Latin American Campaign for the Right to Education (*Campaña Latinoamericana por el Derecho a la Educación* - CLADE) play an important role in advocacy for youth and adult education. CEAAL was created in 1982 and considers itself a popular education movement which is active in 21 countries representing around 195 civil society organisations. Its main activities include capacity building, political incidence, systematization of experiences, and materials production (UIL, 2017b). CLADE is a plural civil society network which was founded in 2000 having at the core of its political agenda the affirmation and defence of education as a human right and the strengthening of active and participatory democracy in the countries of the region. CLADE is operating through National Forums on Public Advocacy for the Right to Education in 16 countries of the region (ibid.). A third regional member of ICAE is the Latin American Foundation of Social Innovation (*Fundación Latinoamericana de Innovación Social*). The Caribbean region has only one member, the Jamaican Council of Adult Education.

The four regional members of ICAE in Africa are the PanAfrican Association for Literacy and Adult Education (PAALAE) and the African Network Campaign on Education for All (ANCEFA), based in Senegal, the African Women's Development and Communication Network (FEMNET), based in Kenya, and Pamoja West Africa, based in Mali. Pamoja, which means "together" in Kiswahili, was established in 2009 and represents 14 countries in West Africa.

The regional members of ICAE of the Arab Region are the Arab Network for Literacy and Adult Education (ANLAE) and the Arab Network for Civic Education (ANHRE). In addition, groups such as the Women and Society Association are playing a leading role in women's education and literacy at the regional level. In March 2015, the association launched its Arab Initiative for Social and Economic Empowerment of Women. The initiative aims to mobilize resources and the efforts of stakeholders concerned with women's social and economic empowerment through lifelong education (Women and Society Association, 2015). There are some reservations about the role of civil society organizations and NGOs in the Arab States, especially after the Arab Spring. The relationship between civil society and governments in the Arab World has been sometimes challenged by tensions or suspicions (UIL, 2017d).

The European Association for the Education of Adults (EAEA) is the regional network of ICAE for Europe. The NGO EAEA has 142 member organizations in 44 countries and represents more than 60 million learners Europe-wide (European Commission, 2015a). EAEA was established already in 1953 (registered in the Netherlands as the European Bureau of Adult Education) and is active in three main areas: (1) It monitors and influences European policies on non-formal adult education; (2) it offers capacity building for adult education professionals; and (3) it coordinates, partners and offers dissemination services to European projects related to adult education[158]. For example, the engagement of EAEA in the development of the European policy framework for adult learning was essential, mainly representing the interests of adult learners (Tuckett, 2017). The regional members of North America are the American Association for Adult and Continuing Education (AAACE) and the Institut de cooperation pour l'education des adultes (Canada).

These networks have been active in the promotion of the right to adult education as a fundamental human right and supported their national member organizations in their efforts to influence policy, budget decisions and programming.

5 Conclusions

Adult learning and education (ALE) are part of the fundamental human right to education and therefore a core obligation of states. The activities of non-state actors complement governmental efforts. Their engagement in adult literacy and basic education has a long tradition in many countries. The increasing presence of private actors in the formal school system has triggered much concern and criticism in the research community (e.g. Ball and Junemann, 2012; Draxler, 2008 and 2020; Koning de, 2018; Patil, 2020; Steiner-Khamsi and Draxler, 2018). Moreover, this trend has drawn the attention of the UN Special Rapporteurs on the right to education, who have strongly emphasized the need to preserve education as a public good (UN 2014 and 2020; UNGA 2019). However, such research and reports do not have a particular focus on ALE, despite the fact that – in the shadow zone of formal education – there have been significant changes in terms of providers, donors, financing schemes, and governance. The main reasons for this absence of attention to developments in the sub-sector could be the general persistent neglect of ALE in policies (linked to inadequate resource allocations), as well as the complexity of ALE including its great diversity in terms of providers, provisions and beneficiaries.

In consequence, there is not much research-based evidence available on the role, contributions and developments of non-state actors in adult literacy and education. This comes along with a lack of reliable data due to weak (or non-existing) national monitoring and evaluation systems in ALE. State statistics systems often limit their data collection and reporting to public ALE provision or programmes funded by ministries of education. This raises questions about the capacity of national ministries of education to assume their leadership role with regard to the overall management and regulation of the ALE sub-sector. It further raises questions about the visibility of populations that are excluded from their right to literacy and basic education, as well as existing initiatives that (claim to) serve these populations outside of the education system. In any case, this lack of research-based evidence reveals a 'blind spot' in a field that has not been a policy priority in most countries, and has thus been largely left to non-state actors.

The analysis of current trends with regard to issues and challenges related to non-state actors' activities in adult literacy and basic education was illustrated through various examples from different contexts. It was guided by a conceptual framework structured according to the four dimensions of provision, financing, governance and regulation, and influence and innovation. Further, several innovative elements were highlighted of how non-state actors have managed to successfully address the identified challenges in youth and adult literacy and basic education. The conclusions of this analysis refer back to the five questions formulated in the introduction.

(1) How are non-state actors involved in providing adult education services and what are the effects on access, participation, quality, and learning outcomes?

While non-state actors are involved in the provision of adult literacy and basic education in most countries, in the majority of these cases the government is either the main provider or the main funder of non-state actors. This prevalence of public engagement in meeting youth and adult literacy and basic education needs makes sense, as the

free market will not be able to reach out and serve those most disadvantaged, vulnerable and excluded population groups, who tend to do by far the worst when it comes to participation in ALE because they face multiple situational, institutional, and dispositional barriers.

In some countries we can observe a strong tradition of engagement by faith-based providers, such as the Catholic Church in Latin America and Islamic-oriented engagement in West Africa, Asia and the Arab Region. A typical example of this is the Dhaka Ahsania Mission (DAM) in Bangladesh. However, there are also recently initiated faith-based literacy programmes that still may have a clear missionary purpose to 'draw poor people to the churches', such as the Congo Evangelization through Literacy Programme. Apparently, such faith- and value-oriented providers enjoy a high degree of trust in disadvantaged communities and are particular successful to reaching out to certain target groups, such as women.

The interest of private enterprise to engage in adult literacy and education has grown. Corporate social responsibility in ALE is most visible in the field of information and communication technology (e.g. Souktel in Iraq, Tata Consultancy Services in India, FunDza Literacy Trust in South Africa, and Cell-Ed, in the USA). With the expansion of mobile technology in all societies, this appears to be a way of reaching new consumers, particularly young people and women, with such digital learning services and platforms. Some companies have created special non-profit divisions for this purpose. In low-income countries with large proportions of youth and adults with literacy and basic education needs, non-state actors are often branches of transnationally operating agencies (international non-governmental organisations, faith-based missions or philanthropic-oriented companies) or receive funding and training from such 'foreign' actors. Business-oriented non-state actors, such as Pearson, even have convened a coalition of global and local organizations to advance the literacy agenda. New global players have entered the field of ALE and claim leadership roles. This definitely creates new dynamics, issues and tensions for which ALE managers in ministries of education are frequently unprepared.

Very little evidence is available on the effects of non-state provision on access, participation, quality, and learning outcomes. Those non-state actors receiving private and international funding are required by donors to meet their accountability and transparency requirements, which implies that related reports are usually online accessible. However, external (independent) programme evaluations are rarely implemented, because they are costly. Furthermore, it is nearly impossible to assess the effects on access, participation, quality and learning outcomes within the broader national context and in comparison to similar public provision. In addition, the main issues in adult literacy and education are of participation, retention and continuity of learning opportunities. These are closely related to the motivation of adult learners to engage and persist in the offered services. The quality, relevance and usefulness (i.e. leading to recognised certificates and qualifications) of related learning processes shape the demand for such services and the learning outcomes that are valued by adult learners are not necessarily those prescribed in national curricula and measured in final exams. Therefore, the analysis must also consider the potential (long-term) effects of

non-state provision in terms of broader changes to communities and societies. Examples of such transformative effects are the 'community monitoring' approach of Progresso in Mozambique, the 'community empowerment' and 'human rights' model of Tostan in West Africa, and the women's rights movement promoted by Nirantar in India.

(2) How is this non-state engagement financed?

Challenges in terms of financial stability are a common complaint in reports by non-state actors from civil society. This is not a surprise in a general context of chronical underfunding of ALE, which tends to affect public and civil society providers alike. On the other hand, national and international private donors increasingly prioritise children's literacy (early reading) and education, promote the introduction of digital products, vocational skills-building resources or assessment tools, and are growth-oriented in their interventions (e.g. Microsoft, Pearson, Tata Consultancy Services). Donors' eligibility, compliance and reporting requirements have become increasingly demanding and rigorous. While probably meant to enhance transparency and accountability, the processes are rigid and require a large time investment by non-state providers, possibly at the expense of their educational work.

A similar challenge applies to complex bidding procedures (e.g. Chile, France, faire-faire in West Africa) in which small NGOs do not have the capacity to compete for governmental funds. Moreover, the application of a result-based management approach, also increasingly dominant in the ALE context, places the sole risk of investment on the non-state provider. Just as the 'prize money' paid by the Chilean Ministry of Education for each learner who successfully passes the final exam is not calculated on the basis of real programme costs, nor differentiated by type of learner, service providers may be pushed to exclude 'difficult learners' in order to financially survive. While the example of Chile seems to be an extreme case of 'privatization' of adult literacy and basic education, very little research evidence is available on the positive and negative impacts of such outsourcing strategies. A research study on the outcomes of the World Bank-financed Women's Literacy Project in Senegal concluded that these were mixed, as the quality was negatively affected by cost-cutting practices. However, on the positive side, it gave small NGOs the ability to offer relevant learning opportunities (which otherwise would not have been possible). This experience reveals that there are tensions between cost-effectiveness and quality of provision.

Both public and non-state providers of adult literacy and basic education have tried to diversify their income sources by bringing on board new donors, tapping into national or regional development funds, and establishing new and diverse partnerships. Other coping strategies include the diversification and enhancement of their portfolio of services and a stronger focus on what is 'in demand' and what is likely to attract available public and donor funding (e.g. out-of-school children and adolescents, language and ICT courses, skills for youth employment, etc.). Networking and advocacy at the global, regional and national levels has become an important approach for civil society providers to raise public awareness and funds. Some non-state actors, mainly faith-based and philanthropic-oriented organisations, invest major efforts in fund-raising and reach out to individual donors via Internet, organize support groups, or call on religious commitment to contribute to charity.

The sustainability of adult education centres or libraries has been successfully achieved by giving communities a leadership role in the management of their centres and programmes (e.g. in Bangladesh, Guatemala, Honduras, India, Morocco, Nepal, and Pakistan). The role of the (international) NGO is then to provide the initial equipment, train the community representatives and make available continuous support as necessary. Communities are requested to contribute, usually with land and voluntary work, but also symbolic membership fees. The long-term sustainability of the READ-Nepal learning centres, for example, is ensured because they are community-owned. Income-generating projects managed by the community cover the programme and maintenance costs of the centres. Strong community governance is seen as the key to ensuring the sustainability of Riecken's Community Libraries in Guatemala and Honduras. However, such transfer of management responsibility to the community needs to be coupled with continuous support and effective measures of social control (transparency and accountability).

NGOs with long-standing experience, such as the Turkish Mother-Child Education Foundation (AÇEV), have tried to reduce their operational costs – without compromising programme quality – by tapping into existing resources such as public facilities and volunteer training initiatives. In addition, they have started to focus their activities on specialised quality issues, such as designing and piloting new programmes, curriculum and material development, training of educators, and monitoring, evaluation and research, while handing over the country-wide roll-out of piloted programmes to the responsible entity at the Ministry of Education. Other NGOs that have specialised in specific services, such as the Family Literacy Project in South Africa, have opened up additional sources of income by offering consultancy services on their family literacy approach.

In response to existing funding constraints, and with the aim of increasing planning security and the sustainability of related services, more and more non-state actors have started to combine non-profit with for-profit activities. This 'hybridization' of non-state actors' operating modes along with interconnected financial and collaborative arrangements with the public and private sectors is a trend that will probably accelerate within the context of the Covid-19 crisis.

(3) Which collaborative arrangements with non-state actors are in place?

The general trend shows a predominance of mixed governance and partnership models where governments, mainly ministries of education, and traditional non-state actors from civil society collaborate to provide adult literacy and basic education. This happens within or outside of formal collaboration agreements. Yet, 'public-private' partnerships (PPP) can mean different things and are highly diverse in the context of ALE. Such collaborative arrangements between governments and non-state partners range from rather institutionalised transfers of governmental funds to specialised and long-term partners in this field (e.g. Sweden, Germany) to sophisticated annual selection processes of 'implementing entities' via competitive bidding (e.g. Chile).

Multi-stakeholder partnerships have increasingly become a common pattern, including non-traditional – and at times for-profit – private actors. The emergence of these new (non-traditional) players from the private/corporate sector changed the ALE landscape in recent decades. They are mainly philanthropic-oriented, non-profit branches

of companies, which often operate at the transnational level. Analysis of actors in adult literacy conducted in the USA, Europe and at the global level underscored the relatively fragmented nature of the literacy landscape with regard to policy and governance, and the divide between for-profit/corporate (non-traditional) and non-profit/public (traditional) initiatives. A lack of coordination and collaboration appears to be a common pattern.

In a historical perspective, the case of Brazil illustrates oscillation of responsibility for adult literacy and basic education between government and civil society. In a political and ideological perspective, adult literacy campaigns continue to be perceived as an instrument to reach out to and mobilise marginalised populations, either for their empowerment and social transformation, or as a tool of indoctrination and manipulation, as pointed out by Paulo Freire. Left-wing party-ruled governments (e.g. in Latin America) rather emphasise a strong state responsibility for adult literacy and basic education. This often comes along with a reduction of public fund transfers to civil society to provide this service, which can be interpreted as a lack of trust in and acknowledgement of their long-standing role and experience. On the other hand, neoliberal-oriented governments prefer to outsource or tender related services to non-governmental providers, which can exclude small organisations and result in cost-cutting at the expense of quality.

There are other dimensions that need to be taken into consideration in order to better understand the rationales that underpin collaborative arrangements between state and non-state-actors in ALE. This depends on the extent to which social dialogue and civil society participation is possible and encouraged within a particular political context and democratic culture of a country. While civil society providers may benefit from a great leap of faith in democratic environments (e.g. faire-faire strategy), more authoritarian-oriented states may perceive such civil society engagement as suspicious (e.g. in the context of the Arab Spring). Of course, political environments continuously change and can become unfavourable or even imply setbacks for existing collaboration (e.g. Brazil).

A number of examples have been identified in this analysis where participation of and dialogue with civil society was promoted in national ALE planning, implementation, monitoring and evaluation cycles. In recognition of the important role that non-state actors play in ALE, governments have established national and sub-national forums and consulted non-state providers on ALE policies. However, such involvement is usually limited to the initial stages of processes and many governments are still reluctant to grant civil society organisations the status of an equal partner on a level playing field, with fully shared policy ownership. Often non-state actors are rather perceived merely as a vehicle for implementation and/or advice.

As already mentioned, dichotomous interpretations of 'public-private partnerships' in the field of adult literacy and basic education do not do justice to the multiplicity of actors with unclear, and often unmanageable, interrelationships and the diversity of environments as reflected in the analysed examples. The multi-dimensionality and complexity of such public-civil society-private relationships is better reflected along a continuum where the centrepoint represents a balanced distribution of roles and responsibilities that enables effective collaboration among public,

civil society and private actors, at international, national and local levels. The examples analysed above reveal that the narratives depend on the particular perspective and reflect multiple tensions and issues.

(4) How are non-state actors regulated and are these regulations fit for purpose?

Governance of non-state providers in ALE is usually shaped by the legal and policy environment. The 'rules of the game' that regulate the activities of non-state actors in ALE as well as their partnership relationships with the state are normally reflected in specific dispositions in education laws and normative regulations. Usually, such regulations refer to processes of accreditation, financing and quality assurance and accountability arrangements. Yet, the absence of such special dispositions for non-state providers of non-formal youth and adult education services in existing legal frameworks seems to be a common pattern.

A quick analysis of some examples of national legislation that include reference to or specific dispositions for non-formal and adult literacy and education revealed that they can range from rather short and general regulations as part of broader legislations to more detailed normative resolutions that have been specifically developed for non-formal adult or alternative education. In the field of ALE, which requires high degrees of autonomy and flexibility to customize educational responses to specific needs and contexts, there is a risk of 'overregulation'. On the other hand, non-state providers of adult basic education need to operate within the public education system because – in addition to their dependence on public subsidies – their learners require officially recognised certificates or qualifications (where a national qualifications framework is in place) so that these can further their learning pathways within the formal system. The state has to guarantee the value of officially issued certificates and qualifications through credible, standardised, quality-assured procedures that are accepted by all involved parties.

The authorisation to issue official certificates is normally tied to an accreditation process of the organisation providing the service: the state needs to determine if the non-state provider fulfils the established minimum quality standards. Such accreditation may include proof of adequate qualification of the teaching personnel. It may also include the use of a prescribed curriculum, learning materials and assessment tools. It may also include specific requirements with regard to course duration, schedules, and modalities of delivery. Such detailed regulations are often identified as a trend of 'schoolisation' of non-formal adult basic education. This is criticised as counterproductive for youth and adult learners who may have had negative experiences of school. The decision of non-state actors to offer officially recognised certificates to their learners usually involves renouncing their own curricula and materials, and even the possibility to flexibly adapt the learning activities to the specific needs and context of the adult learners. There is thus a tension between the creation of an enabling environment for ALE and the state's role in controlling the quality of non-state provision.

While there are many specific guidelines, frameworks and normative regulations that help to manage ALE activities of both, public and private providers, these are often relating to specific aspects of the service and are not always coherently oriented towards the development of lifelong learning systems. The weakest point within the regulation of non-state provision in ALE is probably monitoring to what extent the regulations are in fact implemented, and

determining if they are still fit for purpose or need to be adjusted to new developments. Such monitoring is time- and resource-intensive and necessitates strong administrative capacities on the part of the state, also at decentralised levels (where discretion conceded to local leaders may mislead to corrupt practices). Often the responsible units in education ministries lack both the resources and the capacity to adequately fulfil this task.

A major gap that still needs to be filled in national legislation is the regulation and coordination of the interventions of (non-traditional) private actors in ALE, whether driven by philanthropic charity, religious mission, or corporate social responsibility. Many of them operate in uncoordinated ways, in isolation from the public education system, and often without a long-term commitment to contribute to the development of national capacities and structures. Such absence of rules can become particularly problematic in the case of transnational private actors who are operating under the legal frameworks of their country of origin. Clear regulations, legal support and capacity development are essential to enable responsible personnel at the ministries of education to manage the engagement of such new actors in ALE, guided by the principles of equity and inclusion.

(5) What is the contribution of non-state actors to innovation in youth and adult education?

As the analysed examples illustrate, non-state providers of adult literacy and basic education have been extremely creative and innovative in addressing different challenges with regard to provision, financing and governance. Non-state actors have also developed new educational models in ALE in order to bridge existing gaps and serve specific learning needs. However, what can be perceived as innovative in one country, may be already implemented as a matter of routine in other countries. Similarly, what seems to be an innovative response in one specific context, may represent a setback in another context. Therefore, innovations always need to be analysed in the context of a variety of interrelated elements and dynamics.

The freedom of non-state actors to develop and experiment with innovative approaches to improve the quality and relevance of ALE can be limited by overregulation and overformalization of both programme contents and administrative processes by the responsible authorities. Such trend is particularly visible in the case of non-formal basic education or 'equivalency' programmes for youth and adults leading to recognised certificates. While official certificates are often coupled to processes of standardization and normalization, non-state providers struggle to put into practice key pedagogical principles such as learner-centred and need-based teaching and learning. In contexts where much of the ALE provision is outsourced to non-state actors, the role of government personnel has increasingly become that of contract managers rather than ALE specialists who are familiar with the classroom and life realities of adult learners. Also, consultancy work that the ministry commissions to develop policies, planning, curriculum and material development, teacher training, assessment of learning outcomes, evaluation or research has been contributing to creeping de-professionalization of government personnel responsible for ALE. This is posing challenges for both state actors and non-state actors in ALE as this can be in the way of developing a shared vision of what is good quality ALE and of creating an enabling environment for related reforms and innovations.

While public tender processes and international donors may favour larger NGOs because they have the capacity to meet the formal requirements for receiving public funds, there are numerous small civil society organisations innovating to better serve their communities at the local level and to financially survive. Among the analysed examples (e.g. the Aagahi Adult Literacy Programme backed by the Literate Pakistan Foundation in Pakistan, or the Lesedi Community Development Centre in Soshanguve under the NGO Project Literacy in South Africa) we can observe a new trend of consortium or network formation: Smaller civil society organisations implement ALE services under the protecting and supporting 'umbrella' of a larger NGO, which usually operates at the national level and acts as a kind of intermediary and counterpart to government and international donors. Such national NGOs specialise in fundraising and technical support to implementing grassroots organisations. Others have decided to coordinate learning centres, libraries or programmes in a network of providers in order to increase the sustainability of their services (e.g. ANAFAE in Afghanistan). While such survival strategies are innovative per se, they also create conducive environments for exchange, peer learning and continuous innovation.

A major challenge for non-state actors is to exert influence on national policy. The analysis identified a few examples that illustrate such contributions of non-state actors. For example, the Turkish government rolled out an innovative family literacy programme that was piloted by the NGO AÇEV, the Senegalese Government adopted the human rights model of the NGO Tostan as the centrepiece of their National Action Plan to end female genital cutting, and the NGO Progresso managed to influence the national language in education policy of the Mozambican Ministry of Education.

Advocacy and networking are important instruments for non-state civil society actors to influence public decision-making and policy on adult literacy and education at different levels. They can also act as a bridge between marginalised groups and the state by facilitating relationships of understanding and trust. Non-traditional actors in ALE can also contribute to improving the governmental systems with innovative approaches to teaching and learning. For example, digital learning platforms have become crucial during the current Covid-19 crisis.

6 Recommendations

On the basis of the analysis of available evidence on trends, challenges and 'good practice' examples of how non-state actors have managed to successfully address the identified challenges in youth and adult education, and guided by a right to education perspective, the following general recommendations are suggested:

1. As governments have the primary responsibility to deliver on the right to education, they must strengthen the capacity of the department or agency responsible for ALE, also at decentralized levels, to better fulfil its role as the guarantor and the regulator of the right of youth and adults to literacy and basic education as a minimum education level. This should be done through the continuous professionalization of its personnel and adequate resource allocations.

2. Non-state actors, in particular civil society organisations, should be viewed by the state as key partners in policy processes and programme delivery to help meet international commitments with regard to ALE, and ultimately ensuring "inclusive and equitable quality education" and "lifelong learning opportunities for all".

3. Non-state actors should consider organising in networks or consortia to strengthen their capacity to improve operational and financial stability, to learn from each other and generate innovation, as well as to boost their awareness raising, mobilisation and advocacy work at all levels. In such coordinated ways they are better positioned to contribute to the development of coherent policies, with a strategic, long-term focus on sustainable adult literacy and basic education provision, strong governance and a systemic approach to meet the literacy and basic education needs of youth and adults.

4. Governments should create an enabling legal, financial and political environment to make use of the full transformative and innovative potential of non-state actors in ALE. Non-state actors are usually well-placed to address situational, institutional, and dispositional barriers to engagement and persistence in learning, in particular those related to socio-cultural and gender issues. Such an enabling environment can best be achieved within collaborative efforts involving public and non-public partnerships.

5. Both state and non-state actors are well advised to systematically explore possibilities of integrating ('embedding') adult literacy and basic education into broader development strategies and support such integrated and intersectoral approaches to ALE through inter-ministerial, inter-agency and multi-stakeholder cooperation schemes.

6. Community participation and ownership must become a central goal of ALE programmes as it not only ensures the relevance and sustainability of programmes but also contributes to social cohesion. Therefore, the role of state and non-state ALE providers should increasingly become that of facilitator and assistance provider to help communities build strong local democratic governance of their programmes.

7. Governments must ensure that in their regulatory frameworks specific dispositions are included on issues relating to non-state actors in ALE, and such regulations should be inspired by general principles of social justice, inclusion and equity. They also must review, and if necessary update, existing regulations on a regular basis to address new developments such as the appearance of transnational and private actors in adult literacy and basic education, also through digital technology.

8. Governments should play a strong role in moderating a constructive dialogue to enhance collaboration among different non-state actors in the field of ALE, while avoiding duplication of efforts and facilitating synergies. At the same time, they should ensure, enforce and control established minimum quality standards with the flexibility that non-formal adult literacy and basic education require.

9. Governments and national partners in countries with large proportions of youth and adults without literacy and basic education should advocate for international aid agencies and donors to prioritise their engagement in adult literacy and basic education and thereby bridge the gap between programming and funding for child literacy and adult literacy. Intergenerational learning programmes for whole families could be a way forward.

10. Governments, donors and non-state actors should invest in robust monitoring, evaluation, and research. While building on existing data, specific information needs to be generated to better understand the strengths and limitations of public-private partnerships in ALE and find forward-looking solutions. Specialised resource and research centres can help in this task with knowledge generation and sharing, as well as the development of related professional capacity.

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ACRONYMS

ADB	Asian Development Bank
AfDB	African Development Bank
AIMM	Africa Inter-Mennonite Mission
ALE	Adult Learning and Education
ANAFAE	Afghan National Association for Adult Education
ANEC	Afghanistan National Education Coalition
ASPBAE	Asia South Pacific Association for Basic and Adult Education
BFA	Belém Framework for Action
BOYD	Bring Your Own Device
CEAAL	Consejo de Educación Popular de América Latina y el Caribe
CLADE	Campaña Latinoamericana por el Derecho a la Educación (Latin American Campaign for the Right to Education)
CLC	Community Learning Centre
CPIAs	Adult Learning Centres (Italy)
CONFINTEA	International Conference on Adult Education
CBO	Community-based organisation
CSO	Civil society organisation
DVV-I	Institute for International Cooperation of the German Adult Education Centres Association
DRC	Democratic Republic of the Congo
ECCE	Early Childhood Care and Education
EFA	Education for All
ESF	European Social Fund
EU	European Union
GAL	Global Alliance for Literacy
GED	General Education Development

GRALE	Global Report on Adult Learning and Education
ICAE	International Council for Adult Education
ICTs	Information and Communication Technologies
I-NGO	International Non-governmental Organisation
ISCED	International Standard Classification of Education
LIFE	Literacy Initiative for Empowerment
LitBase	UNESCO Effective Literacy and Numeracy Practices Database
MDGs	Millennium Development Goals
NFE	Non-formal Education
NGO	Non-government organization
NSP	Non-state providers
PIAAC	Programme for the International Assessment of Adult Competencies
PPP	Public Private Partnership
PT	Partido dos Trabalhadores (Workers' Party – Brazil)
PVO	Private Voluntary Organizations
RALE	Recommendation on Adult Learning and Education
SDGs	Sustainable Development Goals
UIL	UNESCO Institute for Lifelong Learning
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
UNLD	United Nations Literacy Decade

Annex 1: National legislation with regulations that include reference to or specific dispositions for non-formal and adult literacy and education

Country	Legislation	Specific dispositions for non-formal and/ or adult literacy and /or adult education
Burkina Faso	Décret n° 2009/644/PRES/MEBA du 24 septembre 2009 Il porte sur l'organisation de l'éducation non formelle (concernant la petite enfance, les adolescents et les adultes).	The share of responsibilities between the State and other actors (technical and financial partners, civil society represented by literacy providers, territorial collectives and grassroots communities) in NFE is based on the "*faire-faire* strategy" and following the principle of subsidiary. The State assumes the regulating orientation, planning, control, monitoring and evaluation functions. The State delegates to providers and grassroots communities to execute NFE activities conserving the right to open literacy centres (tentatively). The collectives contribute to the development of literacy in conformity with the "*Code général de collectivités territoriales*". They have to fulfil the requirements specifications of NFE participants (*Cahier de charges des intervenants en éducation non formelle*). Technical and financial partners and the structures of NFE financing accompany this process (Art.7). Innovations in the field of NFE are encouraged. However, any experiment and its roll-out has to be previously authorised by the Ministry responsible for literacy and NFE (Art.10). Teaching and learning in NFE takes place on the basis of the official curricula and has to fulfil the established norms. The responsible Minister establishes the official curricula per decree (Art.11). Private adult literacy and non-formal basic education centres and similar structures need to be agreed upon and recognised by the responsible NFE Ministry (Art.15). The implementation of non-formal adult education requires previous authorisation from the municipal council after the reasoned opinion of the basic education chief of the area (Art.43).
Cabo Verde	The Legislative Decree No. 2/2010 revises the Education System, approved by Law No. 103/III/90 of December 29. Statute of Private Education of June 3rd, 1996 amended by Decree-Law No. 32/2007 (*Estatuto do Ensino Privado*	A subsystem of non-school education promotes higher levels of education and cultural development of youth and adults from the perspective of lifelong education and professional training (Art.4/8). Within the scope of educational policy, it is the State's responsibility to support, pedagogically, technically and financially, private educational establishments, under the terms and conditions set out in this statute. Social activities provided by NGOs are excluded from this (Art. 5 & 6).

	aprovado pelo Decreto-Lei nº 17/96, 3 de Junho)	
Chad	Loi 16/PR/2006 Portant Orientation du Système Educatif, 16 mars 2006	Non-formal education includes all education and training activities conducted outside the school structures of public and/or private education (Art.64) Adult literacy and education are provided in non-formal education centres created and/or controlled by the public authorities in charge of formal education or private initiatives (Art.66).
DRC	Loi cadre N°14/004 du 11 février 2014 sur l'Enseignement National	This Act introduces the following innovation: 5. the regulation of non-formal education thus responding to the will of the constituent which makes the fight against illiteracy a national duty, considering that the sub-sector is conducive to growth; (Preamble). Shared responsibility of State and partners for education (Art. 20 & 21). The rights and obligations of the State relate in particular to: 1. the establishment of public institutions and the accreditation of private national educational institutions; 5. setting and monitoring quality assurance standards ; 9. support, by means of grants, to promoters of private educational institutions (Art.23). Any natural or legal person, Congolese or foreign, who presents the civic, legal, financial, material, moral, pedagogical, andragogical, administrative and environmental guarantees defined in articles 49 to 52 of this Act, may set up a private non-formal educational establishment (Art.47). Accreditation of private non-formal education institutions is granted following prior authorization to open this by the Minister of Central Government having this sector in his or her attributions or by the Governor of the province (Art.64). Accreditation of a non-formal education institution is only obtained following: 1. a written request addressed to the Ministry responsible for the sector or to the provincial governor; 2. a viability study (Art.65).
Mauritius	Care and Education Authority Act 2007 and the Mauritius Institute of Training and Development Act 2009	Grants-in-aid from the Consolidated Fund may be made to non-Government primary or secondary schools, or to associations and societies undertaking adult or further education services, fulfilling the prescribed conditions (Art.34).
Afghanistan	Education Law of Ministry of Education, Decree #: 56 Date: 31/4/1387 (2008) Official Gazette: Serial (955)	Compulsory Learning of Literacy and Basic Practical Education (Article Thirty-Seven): (1) Teach literacy and basic practical education to the illiterate and less literate for contractor of employees of the public and private organizations are compulsory. (2) The ministries and public and private organizations shall provide grounds for literacy and basic practical education programmes with cooperation of the ministry of education in their related departments.

		(3) Method to implement literacy and basic practical education programmes in their related ministries and private and public departments, shall be prepared in accordance with separate rule and be approved and organized by the ministry of education. (4) Ministries and public and private organizations stated in paragraph (2) of this article are obliged to provide the stationary, place to teach and employ the literacy and basic practical education teachers. (5) The ministry of education shall prepare and provide books, learning materials and grounds of learning for literacy and basic practical education teachers of the ministries and public and private departments, stated in paragraph (2) of this article. Administer and Manage, Literacy and Basic Practical Education (Article Thirty –eight): (1) In order to draft and apply national programmes in the domain of literacy and basic practical education, obtain resources, manage, lead and supervise the process of implementation of the afore mentioned programmes, the high commission of literacy and basic practical education, shall be established in the ministry of education. (2) Composition of the members and method of commission's activities stated in paragraph (1) of this article shall be set forth in accordance with its related procedure.
Indonesia	National Education System Law No. 23/2003 in July 2003	(1) Community participation in education consists of individuals, groups, families, professional associations, private companies, and community organizations in the implementation and quality control of educational services (Art. 54). Art. 55 - Community-Based Education (1) Community shall have the rights to provide community-based education at formal and non-formal education in accordance with the specific religion, social norms, and culture for the benefit of the community. (2) Community-based education providers shall design and implement curriculum, evaluate and manage education programmes and funds with reference to national education standards. (3) The funds for the provision of community-based education can be from the provider, community, Government, local governments, and/or other sources, which are not in violation of the regulations that are in force. (4) Community-based educational institutions shall receive technical assistance, subsidies, and other form of aids, which are fair and equitable from the Government and/or from local governments (Art.55). *Part Three Rights and Obligations of Community* Art. 8

		The community has the right to participate in the planning, implementation and monitoring, and evaluation of the education programmes.
		Art. 9 The community has to support by supplying resources needed in the implementation of education. Art. 11 (1) The Government and local governments have to provide services and facilities, and ensure the implementation of quality education for every citizen without discrimination. Art. 59 (1) The Government and local governments shall carry out an evaluation of all education providers, units, streams, levels, and types of education. (2) Community and/or professional organisations shall have the right to set up an independent evaluation body to conduct an evaluation. Art. 60 - Accreditation (1) Accreditation shall be undertaken to determine the feasibility of programmes and education units for formal education and non-formal education at every level and type of education. (2) Accreditation of a programme and education unit shall be the responsibility of the Government and/or independent authorities as a form of public accountability. (3) Accreditation shall be based on criteria, which are transparent. Art. 62 - Criteria for the establishment of an educational unit (1) Every formal and non-formal education unit established has to have the Government or local governments' license. (2) The requirements for obtaining a license include educational contents, the number and qualification of the educators and educational personnel, educational facilities and equipment, educational funding, evaluation and certification systems, management and educational process. Art. 66 (1) The Government, local governments, Board of Education, and the School/Madrasah Committee shall supervise the education implementation at all levels and types of education within their respective jurisdiction.
Pakistan	NATIONAL EDUCATION POLICY 2009	Art. 71 The private sector can assist in all areas of educational inputs. Where exactly would depend on the specific area or domain. Some of these inputs, inter alia, include… 7. Literacy programmes Art. 72 There may be other forms also. All of these options can be evaluated for efficacy and then implemented according to local conditions and requirements. Some options already operational in the country are:

		3. Additional services like literacy centers after school timings of the morning shift in the public sector schools. E. STRUCTURE OF EDUCATION: PUBLIC-PRIVATE PROVISION Art. 29 While the overall share of the private sector in total enrolment is around 36%, its enrolment share is 61% in Non-Formal Basic Education.
Philippines	Constitution of the Philippines of 1987	Section 2 The State shall: 4. Encourage non-formal, informal, and indigenous learning systems, as well as self-learning, independent, and out-of-school study programs particularly those that respond to community needs; and 5. Provide adult citizens, the disabled, and out-of-school youth with training in civics, vocational efficiency, and other skills.
Bolivia	Ministerio de Educación: Subsistema de Educación Alternativa y Especial. Normas Generales para la Gestión Educativa 2016 RESOLUCIÓN MINISTERIAL Nº 001/2016 4 de enero de 2016	CHAPTER I - GENERAL PROVISIONS Article 3. (Free Alternative and Special Education Services). Alternative and Special Education is primarily intended to strengthen access, permanence and completion of studies by the population in a situation of exclusion, marginalisation or discrimination, and therefore its services are free of charge. Charges for monthly fees, reservations, registration or admission fees for new students and the awarding of the Baccalaureate Diploma are strictly prohibited. OPERATION OF PRIVATE ALTERNATIVE AND SPECIAL EDUCATION CENTRES Article 66. (Prohibition on the creation of new private Alternative and Special Education Centres) The opening of new private Alternative and Special Education Centres is strictly forbidden. Article 67. (Legal framework). Private Alternative Education Centres are of a social and non-profit nature and are governed by the policies, plans, programmes and authorities of the Plurinational Education System, within the framework of the provisions of the "Avelino Siñani - Elizardo Pérez" Education Act. Article 68. (Fees in Alternative Education Centres - Private). I. The calculation of students' fees may be pro-rated in instalments equal to the months of the educational management, up to a maximum of 5 instalments per semester or 10 per year and the percentage of the increase in the management, which must not be greater than that determined by the Ministry of Education. The collection of tuition, registration fees or any other concept is prohibited. [...] Article 69. (Suspension for non-payment of fees). Private Alternative Education Centres are prohibited from suspending students from their educational processes or retaining report cards for non-payment of fees. The sanctions are the same as those set out in the previous article.

		Article 70. (Scholarships). Private Alternative Education Centres, as a social responsibility, must compulsorily establish grant schemes for 10% of their total enrolment, an aspect that shall be supervised by the Sub-directorate of Alternative and Special Education. Article 71. (Inspections). The private Alternative Education Centres must send the District Education Directorates and the Sub-directorates of Alternative and Special Education, until 31st March 2016, updated information on the following aspects (12 aspects)
Colombia	Ley Nº 115. Ley General de Educación (Ley 115 de Febrero 8 de 1994)	CHAPTER 2 Adult education ARTICLE 50. Definition of adult education Adult education is that which is offered to people relatively older than those regularly accepted in education by level and grade of public education service, who wish to supplement and complete their training, or validate their studies. Promotion of non-formal education for adults. The Ministry of National Education shall promote non-formal adult education programmes, in coordination with various state and private bodies, particularly those aimed at the rural sector and at marginalised or difficult-to-access areas. TITLE X Special rules for education provided by private individuals ARTICLE 193. Requirements for the constitution of private educational establishments. In accordance with Article 68 of the Political Constitution, private individuals may establish educational establishments that meet the following requirements Inspection and supervision of private educational establishments. Private educational establishments shall be subject to the supreme inspection and supervision of the President of the Republic or his delegate under the terms established in this Act, with the aim of guaranteeing the quality of the educational process and subjecting education to the constitutional and legal requirements.
Ecuador	New Organic Law on Intercultural Education of 31 March 2011 (Ley Orgánica de Education Intercultural (LOEI))	Obligations of the State (Art.6). g. To guarantee the mandatory application of a national curriculum, both in public, municipal, private and fiscal institutions, at its various levels: initial, basic and high school; and, modalities: classroom, blended and distance learning. Art. 55 - Fiscal-Missionary Educational Institutions Fiscal-missionary educational institutions are those whose promoters are congregations, orders or any other denominational or secular denomination. They are of a religious or secular nature, of private law and non-profit making, guaranteeing free quality education. These educational institutions shall be financed totally or partially by the State, on condition that the principle of free education, equal opportunities for access and permanence, accountability for their educational results and management

		of resources, and respect for the freedom of religion of the families are fulfilled. Article 58 Duties and obligations of private educational institutions - These are duties and obligations of private educational institutions: a. To guarantee the use of affirmative action measures in favour of rights holders who are in an unequal position to access and remain in the education service they are authorised to provide;
Mexico	General Law on Education (Ley General en Educación) adopted in 1993 and last revised in 2013	Art. 54 Individuals may provide education of all types and modalities. In the case of pre-school, primary, secondary, normal and other education for the training of basic education teachers, they must first obtain the express authorization of the State in each case. Authorisation and recognition shall be specific to each curriculum. Art. 58 Authorities granting authorisations and recognitions of official study validity shall inspect and monitor the educational services for which they granted such authorisations or recognitions. The authorities shall endeavour to carry out an inspection visit at least once a year.
	LEY GENERAL DE EDUCACIÓN Nueva Ley publicada en el Diario Oficial de la Federación el 30 de septiembre de 2019	Chapter IX Adult education The State shall offer access to educational programmes and services for adults in different modalities that take into account their family, community, work and social contexts. Adult education shall be considered a lifelong education and is intended for the population aged fifteen years or more who have not completed primary and secondary education; in addition, it shall promote their inclusion in higher secondary and higher education. It is provided through literacy services, primary and secondary education, as well as training for work, with the particularities appropriate to this population. This education will be based on participation and social solidarity. Those who voluntarily participate by providing advice in tasks relating to this education shall be entitled, where appropriate, to be accredited as a social service.
Paraguay	General Law of Education of 1998 (Ley General de Educación n° 1.264/98)	Art. 145 The State, through this budget, will provide the goods and resources necessary for: d) the natural growth of the national education system in the area of formal, non-formal and reflex education; SPECIAL INCENTIVES Article 154: The state shall establish, through its institutions, incentives and support by creating credit lines, donations, scholarships for students and professional educators, especially for those who work in areas of relative discomfort.

		Article 155: The state shall establish incentives for public and private educational institutions and for non-formal education centres, aimed at programmes of a) Research into culture, education, science and technology; b) Extension of face-to-face and distance education coverage; c) Construction and adaptation of infrastructure, sports and artistic facilities; (d) creation or improvement of libraries, workshops and laboratories; and Especially when it comes to services of a solidarity, community and cooperative nature with marginal sectors or for communities in the rural sector, marginal urban areas and border areas.
Peru	General Law of Education No. 28044 of 2003 (Ley General de Educación)	Art. 92 Agreements with non-profit associations: The State may establish agreements with non-profit associations that run public education institutions or programmes and serve the economically disadvantaged population in order to provide them with support through teaching posts and contributions in goods and services, in accordance with the educational priorities and standards established for such purposes.

Source: Right to Education Project, 2016 and desk research of public online resources by the author

ENDNOTES

[1] https://uil.unesco.org/literacy/effective-practices-database-litbase

[2] Within the international process of monitoring progress of Member States against the Belém Framework for Action (BFA) and the Recommendation on Adult Learning and Education (RALE), which is coordinated by the UNESCO Institute for Lifelong Learning (UIL), information collected through the Global Report on Adult Learning and Education (GRALE) survey provides an overview of general trends with regard to policy, governance, financing, participation, inclusion and equity and quality in the field of adult learning and education. In addition, in preparation of the CONFINTEA VI Mid-Term Review in 2017, five regional reports were commissioned and a summary report was produced on progress, challenges and opportunities to determine the status of adult learning and education.

[3] These Interviews were conducted by the author in Brazil, Colombia, Ecuador and Peru in the framework of a diagnostic study published by UNICEF, titled "Alternative education opportunities for Venezuelan migrant and refugee adolescents and out-of-school adolescents from receiving communities in Brazil, Colombia, Ecuador and Peru".

[4] These resource persons were from Afghanistan, Brazil, Canada, Germany, the Philippines, South Africa, Sweden and the UK.

[5] Around 25 % of adults (25-64) in the EU (around 70 million people) have not completed any formal education beyond the level of lower secondary education. Of these, around 20 million adults (6.5 % of adults in the EU) left the education system with no more than primary education. On average, across the 17 EU countries that took part in the first round of the Survey of Adult Skills (PIAAC), 19.9 % and 23.6 % of adults respectively have a low level of achievement in literacy and numeracy (European Commission, 2015).

[6] In the typology offered by Myers, Conte and Rubenson (2011), foundational learning is defined as "instruction on the basic skills and learning strategies required for further learning or employment, typically below the Grade 12 level or IALS Level 3 […] including non-formal courses as well as formal high school/equivalency programs" (Rubenson and Elfert, 2013:49).

[7] Haddock (2017) identifies the following five common features that characterize non-profit organizations: Organizations, i.e., they have some structure and regularity to their operations; (2) Private, i.e., they are institutionally separate from the state, even though they may receive significant support from governmental sources; (3) Not profit-distributing, i.e., they are not primarily commercial in purpose and do not distribute any profits they may generate to their owners, members, or stock-holders; (4) Self-governing, i.e., they have their own mechanisms for internal governance; and (5) Non-compulsory, i.e., membership or participation in them is contingent on an individual's choice or consent (Haddock, 2017).

[8] https://www.un.org/en/sections/resources-different-audiences/civil-society/index.html

[9] "States have the obligations to respect, protect and fulfil the right to education, including the obligation to ensure that private actors' involvement in education does not undermine or violate the right to education" (Dorsi, 2016a:980). "Governments have the obligation to provide a regulatory framework to regulate private actors in education to ensure they comply with the minimum standards upheld in the international human rights framework. Under the international human rights framework, private providers must respect human rights and the State has the obligation to protect these rights" (Balsera Ron, 2016: 981ff).

[10] Governance generally refers to "a government's ability to make and enforce rules, and to deliver services" (Fukuyama, 2013:3).

[11] UIS data on indicator 4.6.3 (Participation rate of illiterate youth/adults in literacy programmes) is not yet available: http://data.uis.unesco.org/index.aspx?queryid=121

[12] UIS data on adult basic education (primary and secondary education) is only available for Latin America and the Caribbean and ten years old (2010). http://data.uis.unesco.org/index.aspx?queryid=121

[13] For more information on 'Learning Cities' see https://uil.unesco.org/lifelong-learning/learning-cities

[14] PowerPoint presentation provided by María Diez Hurtado, Directora de Educación Básica Alternativa, Ministry of Education Peru, Lima, October 2019

[15] The framework identifies five factors to characterise the role of NGOs: (1) representation; (2) transformational potential; (3) multiple perspectives; (4); multi-causality; and (5) historicism (Hoff and Hickling-Hudson, 2011).

[16] The authors consider the Western and non-Western distinction useful for the examination of adult education programmes of NGOs globally as "it is a way to highlight overarching cultural and political power differences that extend beyond nations' economic status" (Hubbard, 2011, cited in Zarestky and Ray, 2019:660).

[17] "The Johns Hopkins Center for Civil Society Studies has formulated and tested an alternative Social Origins of the Civil Society Sector explanation of global non-profit/civil society development, which argues that identifiable patterns of non-profit/civil society development exist and that these patterns are strongly associated with constellations of power relationships among a variety of socio-economic groups and institutions, including landed elites, middle class commercial and industrial interests, peasants, workers, and the institutions through which these groupings come together and express their interests and perspectives at critical moments in the histories of their societies" (Haddock, 2017:27).

[18] Interviews with education specialists of NGOs conducted by the author in Colombia, Ecuador and Peru in October and November 2019, and February 2020 in the framework of a diagnostic study. UNICEF (2020). Alternative education opportunities for Venezuelan migrant and refugee adolescents and out-of-school adolescents from receiving communities in Brazil, Colombia, Ecuador and Peru.

[19] Personal communication of different contacted and interviewed resource persons, for example, with the Director of the Fundación Dispurse, Lima, 31/10/2019

[20] This is a branch of the international Switzerland-based Avallain Digital Education company: https://www.avallain.com/

[21] https://uil.unesco.org/case-study/effective-practices-database-litbase-0/empowering-self-help-groups-kenya-through-ict

[22] "The close collaboration between the public and private for-profit sectors, advanced as part and parcel of managerial reforms of the past twenty years has blurred the boundaries of how the two types of providers conceive, design and speak of basic educational services and goods" (Steiner-Khamsi and Draxler, 2018:7-8).

[23] Personal interview with an officer of the National Ministry of Education in Bogotá, Colombia, 12/11/19

[24] https://uil.unesco.org/case-study/effective-practices-database-litbase-0/reading-and-writing-pleasure-south-africa and http://www.fundza.co.za/

[25] "From low-cost to low-fee: BRAC's transition to a for-profit private school model in Bangladesh" (Richardson, 2018).

[26] https://uil.unesco.org/case-study/effective-practices-database-litbase-0/brac-education-programme-bangladesh

[27] http://www.brac.net/program/education/

[28] https://www.esf.ie/en/programmes/esfplus-2021-2027/european-skills-agenda/

[29] https://www.etbi.ie/wp-content/uploads/2020/04/solas_fet_familyliteracyreport_april-2020_web.pdf and https://www.esf.ie/en/about-us/what-do-we-fund-/adult%20literacy/adult-literacy.html

[30] https://uil.unesco.org/case-study/effective-practices-database-litbase-0/fight-against-illiteracy-france

[31] PowerPoint MINEDU provided by coordinator of rural and youth and adult education, MEN, Bogotá, 06/11/19

[32] Interviews conducted by the author in October/November 2019 and February 2020 in the framework of a diagnostic study for UNICEF.

[33] https://uil.unesco.org/case-study/effective-practices-database-litbase-0/quisqueya-learns-you-dominican-republic

[34] http://www.conalfa.edu.gt/

[35] The 'Adopt a Student' campaign encouraged private citizens or companies to sponsor one or more learners.

[36] https://uil.unesco.org/case-study/effective-practices-database-litbase-0/alfabetizacao-solidaria-brazil

[37] Timothy Ireland, Coordinator of the UNESCO Chair for Adult Education in Brazil, personal communication 23/07/2020

[38] http://www.nchd.org.pk/ws/index.php?option=com_content&view=article&id=6&Itemid=2

[39] http://www.nchd.org.pk/ws/downloads/annual_reports/Annual_Report_2017.pdf

[40] https://www.pearson.com/about-us.html

[41] https://www.pearson.com/investors/understanding-pearson/our-businesses.html

[42] http://www.pearsonlearningsolutions.com/corrections-education/adult-education.php

[43] https://uil.unesco.org/literacy/mobile-technologies/reaching-vulnerable-populations-digital-solutions

[44] For example the Bustle Digital Group https://www.bustle.com/p/11-organizations-that-promote-literacy-you-can-donate-to-volunteer-at-this-summer-66809

[45] http://icae.global/en/about/

[46] https://www.dvv-international.de/en/adult-education-and-development/editions/aed-812014-communities/community-learning-in/community-learning-in-japan

[47] https://www.folkbildningsradet.se/om-folkbildningsradet/Oversattningar/English-translations/

[48] https://www.sesisp.org.br/educacao/educacao-de-jovens-e-adultos

[49] https://www.sesisp.org.br/relatorio-de-atividades

[50] https://www.etbi.ie/national-literacy-and-numeracy-advisory-committee/

[51] https://www.etbi.ie/etbs/programmes/

[52] https://uil.unesco.org/case-study/effective-practices-database-litbase-0/ich-will-lernen-i-want-learn-germany

[53] www.writeon.ie

[54] https://mst.org.br/educacao/

55 https://www.meb.org.br/quem-somos/

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60 https://uil.unesco.org/case-study/effective-practices-database-litbase-0/literate-brazil-programme-brazil

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62 http://www.ahsaniamission.org.bd/organization/financial-overview/

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65 https://www.bmbf.de/pub/Berufsbildungsbericht_2017_eng.pdf

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69 Support to visually impaired learners by providing them, for example, with eye examinations and glasses.

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75 Ibid.

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77 https://www.familyliteracyproject.co.za/partnerships/

78 https://www.familyliteracyproject.co.za/donors/

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87 https://www.tcf.org.pk/about-us/our-directors/, https://www.tcf.org.pk/about-us/our-management/ and https://www.tcf.org.pk/about-us/goodwill-ambassadors/

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97 https://www.tcs.com/ , https://g01.tcsion.com/dotcom/ALP/ and https://g01.tcsion.com/dotcom/ALP/demo.html

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[101] https://uil.unesco.org/case-study/effective-practices-database-litbase-0/reading-and-writing-pleasure-south-africa and http://www.fundza.co.za/

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[116] http://www.fundza.co.za/

[117] http://www.fundza.co.za/about-fundza/our-annual-reports/

[118] http://www.fundza.co.za/our-impact/

[119] https://www.nala.ie/about-us/

[120] https://ipcig.org/pub/eng/PRB59_The_Brazilian_Adult_Literacy_Programme.pdf

[121] https://uil.unesco.org/case-study/effective-practices-database-litbase-0/alfabetizacao-solidaria-brazil and http://www.alfasol.org.br/

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[125] https://uil.unesco.org/case-study/effective-practices-database-litbase-0/community-library-and-resource-centres-nepal, https://www.readglobal.org/ and Hanemann and Krolak, 2017

[126] Detailed information on donations is accessible online at Nirantar's homepage http://www.nirantar.net/FCRA/ .

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[129] https://uil.unesco.org/case-study/effective-practices-database-litbase-0/khabar-lahariya-news-waves-india and http://www.nirantar.net/innovative-initiatives/

[130] https://uil.unesco.org/case-study/effective-practices-database-litbase-0/adult-female-functional-literacy-programme-afflp and http://bunyad.org.pk/

[131] https://riecken.org/wp-content/uploads/2018/03/Riecken-Public-Status-Ruling-Jul-2017.pdf

[132] https://riecken.org/about-us/financials/ For example, the 2019 Income & Expenses balance of the Riecken Foundation was as follows: Total Revenues, Grants, Other Support: US $457,379 - Total Expenses: US $473,877. The percentage of expenses by category was as follows: Human Resources 8%, Programmes 77%, Operations 5%, External Services 4%, Fundraising 6%

[133] https://uil.unesco.org/case-study/effective-practices-database-litbase-0/functional-literacy-programme-women-argan

[134] See the list of AÇEV's 'Power Partners' https://www.acev.org/en/our-power-partners-and-supporters/

[135] https://uil.unesco.org/case-study/effective-practices-database-litbase-0/family-literacy-programmes-turkey

[136] https://freemindsbookclub.org/about-us/supporters

[137] https://uil.unesco.org/case-study/effective-practices-database-litbase-0/free-minds-book-club-and-writing-workshop-united

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[139] https://uil.unesco.org/case-study/effective-practices-database-litbase-0/adult-and-youth-literacy-programme-liberia

[140] From exclusion to new opportunities – coordinated efforts for adult education, St. Meld, 2015-2016

[141] http://fitraebc.org.br/a-eja-nao-tem-lugar-no-mec-atualmente-afirma-sonia-couto/

[142] https://www.brasildefato.com.br/2019/04/16/sociedade-civil-reage-a-decreto-que-limita-participacao-social-em-politicas-publicas

[143] Progresso was awarded one of UNESCO's two King Sejong Literacy Prizes for this project in 2015.

[144] https://uil.unesco.org/case-study/effective-practices-database-litbase-0/literacy-local-language-springboard-gender and http://www.progresso.co.mz/

[145] https://www.tostan.org/

[146] Her Royal Highness Princess Laurentien of the Netherlands founded the Reading & Writing Foundation (RWF) (*Stichting Lezen en Schrijven*) in 2004. Its mission is to prevent and reduce literacy difficulties in the Netherlands and in Europe. Active stakeholders in the Netherlands are connected to collaborate and to together raise public and political awareness of literacy. 2009 Princess Laurentien was appointed as UNESCO Special Envoy on Literacy for Development (https://readingandwriting.eu/about-us).

[147] https://taalvoorhetleven.nl/cursist/ik-wil-leren

[148] https://uil.unesco.org/case-study/effective-practices-database-litbase-0/family-literacy-programmes-turkey

[149] https://www.acev.org/en/father-support-program/

[150] https://uil.unesco.org/case-study/effective-practices-database-litbase-0/web-based-literacy-programme-wblp-turkey

[151] https://www.ucl.ac.uk/ioe/departments-and-centres/centres/international-literacy-centre

[152] https://ed.psu.edu/isal/about-us-1

[153] https://unescochairs-c2c.net/about-us/unesco-chairs-and-unitwin-networks and https://en.unesco.org/sites/default/files/list-unesco-chairs.pdf

[154] https://uil.unesco.org/literacy/effective-practices-database-litbase

[155] https://www.anec.af/

[156] Bashir Khaliqi, Director ANAFAE and Wolfgang Schur, Country Director Afghanistan, DVV International (personal communication, August 2020)

[157] The South Pacific is represented in ICAE with two members: Adult Learning Australia and ACE Aotearoa (New Zealand).

[158] https://eaea.org/our-work/