

CONFINTEA VI
Belém, 4 December 2009
Original: English

第 6 回国際成人教育会議
2009 年 12 月 4 日、於ベレン
原語: 英語

Harnessing the power and potential of adult learning and education for a viable future

**信じるにたる未来のために、成人の学習と教育の力と可能性を
結びつける / 豊かな未来の実現のために、成人の学習・成
人教育の力と可能性を活かす**

Belém Framework for Action

行動のためのベレン枠組み / ベレン行動枠組み

Preamble

1. We, the 156 Member States of UNESCO, representatives of civil society organizations, social partners, United Nations agencies, intergovernmental agencies and the private sector, have gathered in Belém do Pará in Brazil in December 2009 as participants in the Sixth International Conference on Adult Education (CONFINTEA VI) to take stock of the progress made in adult learning and education since CONFINTEA V. Adult education is recognised as an essential element of the right to education, and we need to chart a new and urgent course of action to enable all young people and adults to exercise this right.

2. We reiterate the fundamental role of adult learning and education as laid down during the five International Conferences on Adult Education (CONFINTEA I-V) since 1949 and unanimously undertake to take forward, with a sense of urgency and at an accelerated pace, the agenda of adult learning and education.

前文

1. 我々、すなわち、ユネスコに加盟している 156 の国々と、様々な市民社会組織・社会的パートナー・国連機関・政府間組織・民間セクターの代表は、前回の第 5 回国際成人教育会議以降、成人の学習と教育がどれだけ前進したのかについて吟味するため、2009 年 12 月、第 6 回国際成人教育会議 (CONFINTEA VI/コンフィンテア・シックス) の参加者としてここブラジルのパラ州ベレンに集っている。成人教育は、教育権を構成する不可欠の要素であると考えられており、我々は、すべての若者や成人がこの権利を行使することが可能になるように、新たな、しかも緊急の行動指針を描く必要がある。

2. 我々は、1949 年以来 5 回にわたり開催されてきた過去の国際成人教育会議中に表明された、成人の学習と教育が果たす根本的な役割というものを再度主張する。また、成人の学習と教育についての諸議題を、緊急を要する問題であるという認識を持ちながらより速いペースで取り上げることを、全会一致で合意する。

3. We endorse the definition of adult education, first laid down in the *Nairobi Recommendation on the Development of Adult Education* of 1976 and further developed in the *Hamburg Declaration* of 1997, namely, adult education denotes “the entire body of ongoing learning processes, formal or otherwise, whereby people regarded as adults by the society to which they belong develop their abilities, enrich their knowledge, and improve their technical or professional qualifications or turn them in a new direction to meet their own needs and those of their society”.

4. We affirm that literacy is the most significant foundation upon which to build comprehensive, inclusive and integrated lifelong and life-wide learning for all young people and adults. Given the magnitude of the global literacy challenge, we deem it vital that we redouble our efforts to ensure that existing adult literacy goals and priorities, as enshrined in Education for All (EFA), the United Nations Literacy Decade (UNLD) and the Literacy Initiative for Empowerment (LIFE), are achieved by all means possible.

5. The education of young people and adults enables individuals, especially women, to cope with multiple social, economic and political crises, and climate change. Therefore, we recognise the key role of adult learning and education in the achievement of the Millennium Development Goals (MDGs), Education for All (EFA) and the UN agenda for sustainable human, social, economic, cultural and environmental development, including gender equality (CEDAW and the Beijing Platform for Action)

6. We therefore adopt this **Belém Framework for Action** to guide us in harnessing the power and potential of adult learning and education for a viable future for all.

3. 我々は、最初に 1976 年の「成人教育の発展に関するナイロビ勧告」で示され 1997 年の「ハンブルク宣言」の中でさらなる発展を見た、次のような成人教育の定義を支持する。すなわち、成人教育という用語の意味を、「所属する社会によって成人と見なされる人々が、自分自身のニーズあるいは社会のニーズを満たそうとして、自らの能力を高め、知識を豊かにし、技術や職業に関わる資格に磨きをかけたり新しい分野の資格を目指したりする、あらゆる進行中の学習プロセスの集合体であり、それがフォーマルな場で行われているかどうかに関わらない」とする定義である。

4. 我々は、識字の能力が、すべての若者と成人にとって、生涯を通じ、また生活全てにわたって学習を全般的・包括的・統合的に構築してゆく際の最も重要な基盤であると断言する。識字が地球規模の深刻な課題となっていることを考えると、我々は、「万人のための教育 (EFA)」、「国連識字の 10 年 (UNLD)」、「エンパワーメントのための識字イニシアティブ (LIFE)」にあるような、成人識字に関する現存の諸目標や優先事項の達成をあらゆる可能な手段を通じて確実なものとするために、なお一段の努力を払うことが必要不可欠と考える。

5. 若者と成人の教育は、個々人、とりわけ女性が、様々な社会的・経済的・政治的危機や気候変動に対処することを可能にする。よって、「ミレニアム開発目標 (MDGs)」、「万人のための教育 (EFA)」、ジェンダー公正を含む持続的な人間・社会・経済・文化・環境開発のための国連アジェンダ (CEDAW と北京行動綱領) の達成において、成人の学習と教育が鍵の役割を果たすと、我々は認識している。

6. よって我々は、この「行動のためのベレン枠組み」を採択し、成人の学習と教育が持っている力と可能性を、万人にとっての豊かな未来の実現のために活かしてゆく上での指針とする。

Towards Lifelong Learning

7. The role of lifelong learning is critical in addressing global educational issues and challenges. Lifelong learning “from cradle to grave” is a philosophy, a conceptual framework and an organising principle of all forms of education, based on inclusive, emancipatory, humanistic and democratic values; it is all-encompassing and integral to the vision of a knowledge-based society. We reaffirm the four pillars of learning as recommended by the International Commission on Education for the Twenty-first Century, namely learning to know, learning to do, learning to be and learning to live together.

8. We recognise that adult learning and education represent a significant component of the lifelong learning process, which embraces a learning continuum ranging from formal to non-formal to informal learning.

Adult learning and education cater to the learning needs of young people, adults and older people. Adult learning and education cover a broad range of content – general issues, vocational matters, family literacy and family education, citizenship and many other areas besides – with priorities depending on the specific needs of individual countries.

9. We are convinced and inspired by the critical role of lifelong learning in addressing global and educational issues and challenges. It is furthermore our conviction that adult learning and education equip people with the necessary knowledge, capabilities, skills, competences and values to exercise and advance their rights and take control of their destinies. Adult learning and education are also an imperative for the achievement of equity and inclusion, for alleviating poverty and for building equitable, tolerant, sustainable and knowledge-based societies.

生涯学習にむけて

7. 生涯学習の役割は、グローバルな教育問題・課題に取り組む上で極めて重要である。「ゆりかごから墓場まで」にわたる生涯学習は、包括、解放、ヒューマニズム、民主主義の諸価値に基礎を置く、全教育の哲学であり、概念的枠組みであり、体系化の原理である。それはあらゆるものを包含し、また、知識基盤社会のビジョンの不可欠な一部である。我々は、「21 世紀に向けての教育国際委員会」によって推奨された学習の 4 本の柱を再確認する。すなわち、何かを知るための学習、何かをなすための学習、何かになるための学習、ともに生きるための学習、である。

8. 成人の学習と教育とは生涯学習プロセスの重要な一要素であり、その生涯学習プロセスにはフォーマルからノンフォーマル学習、インフォーマル学習にまで広がる幅広い学習が含まれているというのが、我々の認識である。成人の学習と教育は、若者や成人、高齢者の学習ニーズに応ずるものである。

成人の学習と教育は、若者や成人、高齢者の学習ニーズに応ずるものである。成人の学習と教育は、一般的な問題、職業に関わる事柄、家庭の識字や家庭教育、シティズンシップ、等々の、幅広い内容（これらの優先順位は各国特有のニーズに基づき変化する）をカバーしている。

9. 我々は、グローバルな教育問題・課題に取り組む上での生涯学習のこうした極めて重要な役割によって確信を深め、奮起させられている。成人の学習と教育は、人々に自分たちの権利を行使し前進させ、自分自身の運命を自らコントロールするのに必要な知識、能力、スキル、コンピテンシーや価値を与える、というのが我々のさらなる信念である。成人の学習と教育はまた、公正性や[社会的]包括性の実現、貧困の軽減、公正・寛容・持続可能で知識を基盤とした社会の構築のために、絶対不可欠なものである。

RECOMMENDATIONS

10. While we acknowledge our achievements and progress since CONFINTEA V, we are cognisant of the challenges with which we are still confronted. Recognising that the fulfilment of the right to education for adults and young people is conditioned by considerations of policy, governance, financing, participation, inclusion, equity and quality as outlined in the annexed **Statement of Evidence**, we are determined to pursue the following recommendations. The particular challenges faced by literacy lead us to place recommendations on adult literacy to the fore.

Adult Literacy

11. Literacy is an indispensable foundation that enables young people and adults to engage in learning opportunities at all stages of the learning continuum. The right to literacy is an inherent part of the right to education. It is a prerequisite for the development of personal, social, economic and political empowerment. Literacy is an essential means of building people's capabilities to cope with the evolving challenges and complexities of life, culture, economy and society.

Given the persistence and scale of the literacy challenge, and the concomitant waste of human resources and potential, it is imperative that we redouble efforts to reduce illiteracy by 50 per cent from 2000 levels by 2015 (EFA Goal 4 and other international commitments), with the ultimate goal of preventing and breaking the cycle of low literacy and creating a fully literate world.

To these ends, we commit ourselves to:

(a) ensuring that all surveys and data collection recognise literacy as a continuum;

勧告

10. 我々は第 5 回国際成人教育会議 (CONFINTEA V) 以降、一定の成果と前進を成し遂げてきたが、同時に、いまだ多くの課題に直面しつづけていることも認識している。成人や若者にとっての教育権の実現は、添付の「証拠提示文書」に概略的に述べたような、政策、ガバナンス、財政、参加、包括性、公正性、質への配慮がなされるかどうかによって左右される。我々はこのような認識に立ち、以下の諸勧告の追求を決意する次第である。識字が直面している課題の大きさゆえ、我々は最初に、成人の識字について勧告を行う。

成人の識字

11. 識字の能力は、若者と成人が学習全体のあらゆる段階において学習機会に参加することを可能にするための、欠くべからざる基礎である。識字の権利は、教育権に本来的に含まれている一部である。それは、個人的、社会的、経済的、政治的エンパワーメントの発展のための前提条件である。識字は、ますます進化する人生・文化・経済・社会に関する課題や複雑な問題に人々が対処していく能力を高めるための、不可欠な手段である。

識字問題が未だ解決困難でありかつ大規模に存在し、またそれに付随して人的資源と潜在能力が浪費されている現実を踏まえれば、非識字を 2015 年までに 2000 年レベルの 50% に減少させるために (FEA の目標 4 および他の国際的約束)、なお一層の努力を払うこと---この究極的な目標は低識字率のサイクルを防ぎまた打ち破り、識字率 100% の世界を作り上げることであり---が至上命令である。

これらの目的のため、我々は以下のことを実現してゆく。

(a) 全ての調査及びデータ収集が、識字能力とは継続的なものであるという認識に基づいて行われるようにする。

(b) developing a road map with clear goals and deadlines to meet this challenge based on the critical assessments of progress made, obstacles encountered and weaknesses identified;

(c) mobilising and increasing internal and external resources and expertise to carry out literacy programmes with greater scale, range, coverage and quality to foster integral and medium-term processes, to ensure that individuals achieve sustainable literacy;

(d) developing literacy provision that is relevant and adapted to learners' needs and leads to functional and sustainable knowledge, skills and competence of participants empowering them to continue as lifelong learners whose achievement is recognised through appropriate assessment methods and instruments;

(e) focusing literacy actions on women and highly disadvantaged populations including indigenous peoples and prisoners, with an overall focus on rural populations;

(f) establishing international indicators and targets for literacy;

(g) systematically reviewing and reporting progress, amongst others on investment and the adequacy of resources in literacy in each country and at the global level by including a special section in the EFA Global Monitoring Report;

(h) planning and implementing continuing education, training and skills development beyond the basic literacy skills supported by an enriched literate environment.

(b) これまでに成し遂げられた成果や直面した困難、弱点として発見された箇所を批判的に見直し、その上でこの難問に立ち向かうために目標と達成期限を明記したロードマップを開発する。

(c) 総合的で中期的な学習プロセスを促進するため、識字プログラムをより大規模に、より広範囲に、より多くの参加者を得て、より質の高い形で行うための資源や専門的知識技術（ノウハウ）を内部・外部にかかわらず総動員し、またその量を増加させ、個人個人が持続的な識字能力を確実に達成することが可能になるようにする。

(d) 学習者のニーズにとって意味があり、学習者のニーズに沿うよう調整され、また参加者が、機能的で持続的な知識、スキル、能力（コンピテンス）を得られるような識字教育---こうした知識、スキル、能力により、彼らは、適切な評価の方法・手段を通じて学習成果が認定される生涯学習者としてずっと学び続けて行く力をつけるのである---を発展させる。

(e) 識字に関する取り組みを、女性や、非常に不利な立場に置かれた人々（先住民族、受刑者を含む）に焦点化する。

(f) 識字に関する国際的な指標や目標値を確立する。

(g) 進捗状況についての検討と報告を行う。とりわけ、「EFA グローバルモニタリング報告」に特別セクションを設けることによって、識字への投資と識字分野での各種資源の適切さが、各国で、また地球全体でどれくらい進展したのかを検討し報告する。

(h) 基礎的な識字スキルを越えたレベルの継続[的]教育・訓練・スキル開発が、識字能力の定着を促進するような豊かな文字・言語環境の中で行われるよう計画し、実際に実行する。

Policy

12. 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.

To these ends, we commit ourselves to:

(a) developing and implementing fully-costed policies, well-targeted plans and legislation for addressing adult literacy, education for young people and adults, and lifelong learning;

(b) designing specific and concrete action plans for adult learning and education which are integrated into MDG, EFA and UNLD, as well as other national and regional development plans, and with LIFE activities where those exist;

(c) ensuring that adult learning and education are included in the “ONE United Nations” initiative;

(d) establishing appropriate coordination mechanisms, such as monitoring committees involving all stakeholders active in adult learning and education;

(e) developing or improving structures and mechanisms for the recognition, validation and accreditation of all forms of learning by establishing equivalency frameworks.

政策

成人教育のための政策と法制は、全生涯および全生活にわたる学習という視点から見て、幅広く、包括的で、統合されている必要がある。そのアプローチは1つのセクター全体を網羅するとともにセクター間の壁を超えるものでなければならず、また、学習と教育のあらゆる要素を網羅しリンクさせている必要がある。

これらの目的のため、我々は以下のことを実現してゆく。

(a) 成人の識字、若者の教育、成人教育、生涯学習について、見積もりが全額算出された政策や、目標が明確に定まった計画・法律を進展させ、実施する。

(b) 「ミレニアム開発目標 (MDG)」、「万人のための教育 (EFA)」、「国連識字の 10 年 (UNLD)」、およびその他の国レベル・地域レベルの開発計画に合致するような、成人の学習・教育のための個別具体的な行動計画を作成する。「エンパワーメントのための識字イニシアティブ (LIFE)」については、国レベル・地域レベルの開発計画を有する活動項目に関して、同様の行動計画を作成する。

(c) 成人の学習と教育が、「1つの国連 (“One United Nations”）」計画に確実に含まれるようにする。

(d) 成人の学習や教育の分野におけるあらゆる関係者を伴ったモニタリング委員会などの、適切な調整メカニズムを構築する。

(e) 同価値認定の枠組みを確立することにより、あらゆる形態の学習経験を認め、認定を行い、単位化するための構造やしきみを、開発あるいは改善する。

Governance

13. Good governance facilitates 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.

To these ends, we commit ourselves to:

(a) creating and maintaining mechanisms for the involvement of public authorities at all administrative levels, civil society organisations, social partners, the private sector, community and adult learners' and educators' organisations in the development, implementation and evaluation of adult learning and education policies and programmes;

(b) undertaking capacity-building measures to support the constructive and informed involvement of civil society organisations, community and adult learners' organisations, as appropriate, in policy and programme development, implementation and evaluation;

(c) promoting and supporting inter-sectoral and inter-ministerial cooperation;

(d) fostering transnational cooperation through projects and networks for sharing know-how and innovative practice.

Financing

14. Adult learning and education represent a valuable investment which brings social benefits by creating more democratic, peaceful, inclusive, productive, healthy and sustainable societies. Significant financial investment is essential to ensure the quality provision of adult learning and education.

To these ends, we commit ourselves to:

ガバナンス

13. 良き統治（ガバナンス）は、成人学習・教育政策の実施を効果的で、透明性が高く、説明責任を果たし、かつ公正な方法で行うことを促す。すべての関係者の代表と参加は、すべての学習者、特に最も不利な立場に置かれている人々のニーズに応えることを保証するために不可欠である。

これらの目的のため、我々は以下のことを実現してゆく。

(a) 成人学習・教育政策とプログラムの開発・実施・評価において、あらゆる行政レベルの公的機関、市民社会組織、社会的パートナー、民間部門、コミュニティ組織、成人学習者組織、成人教育者組織が参加するメカニズムを構築・維持する。

(b) 市民社会組織、コミュニティ組織あるいは成人学習者組織（このうちの呼称が適切であるかは場合により異なる）が政策・プログラム開発、実施、評価に対し建設的で十分な情報に基づいた参加をすることを支援するため、能力向上の施策を行う。

(c) セクター間および省庁間の協力を促進、支援する。

(d) ノウハウや革新的実践を共有するためのプロジェクトおよびネットワークを通じて、国の枠組みを超えた協力を促進する。

財政

14. 成人学習・教育は、より民主的で、平和的で、インクルーシブで、生産的で、健康でかつ持続的な社会を構築することにより社会的利益をもたらす貴重な投資である。多くの財政的な投資は、成人学習・教育の質の高い提供を保障するために不可欠である。

これらの目的のため、我々は以下のことを実現してゆく。

(a) accelerating progress towards achieving the CONFINTEA V recommendation to seek investment of at least 6% of GNP in education, and working towards increased investment in adult learning and education;

(b) expanding existing educational resources and budgets across all government departments to meet the objectives of an integrated adult learning and education strategy;

(c) considering new, and opening up existing, transnational funding programmes for literacy and adult education, along the lines of the actions taken under the EU Lifelong Learning Programme;

(d) creating incentives to promote new sources of funding, e.g. from the private sector, NGOs, communities and individuals, without prejudicing the principles of equity and inclusion;

(e) prioritising investment in lifelong learning for women, rural populations and people with disabilities.

In support of these strategies, we call upon international development partners to:

(f) meet their commitment to filling the financial gaps that prevent the achievement of all EFA Goals, in particular Goals 3 and 4 (youth and adult learning, adult literacy);

(g) increase funds and technical support for adult literacy, learning and education, and explore the feasibility of using alternative financing mechanisms, such as debt swap or cancellation;

(h) require education sector plans submitted to the Fast Track Initiative (FTI) to include credible action on, and investment in, adult literacy.

(a) 国民総生産の少なくとも 6% を教育に投資することを求めた第 5 回国際成人教育会議の勧告に関し、その達成に向けた前進の速度を速め、また、成人学習・教育への投資の増加に向けて協力する。

(b) 1 つの統合された成人学習・教育戦略の目的を達成するため、既存の教育資源・予算をあらゆる政府部門で拡大する。

(c) 「EU 生涯学習プログラム」事業のような方式での、識字・成人教育のための新たな多国間財政プログラムの構築、および、既存の同様のプログラムの開拓を検討する。

(d) 公正とインクルージョンの原則を損なうことなしに、新たな資金提供源（例えば、民間部門、NGO、コミュニティや個人）を奨励するためのインセンティブを設定する。

(e) 女性、地方[農山村]に住む人々や、障がいを持つ人びとのための生涯学習への投資を優先する。

これらの戦略を支持し、我々は国際開発パートナーに以下のことを行うよう要請する。

(f) すべての EFA 目標の達成、特に目標 3 と 4（若者[青年]と成人の学習、成人識字）の達成を阻害している財政不足を埋めるとした、自らの約束を果たすこと。

(g) 成人の識字、成人の学習・教育への資金提供と技術支援を増加させ、債務スワップ（交換）や債務帳消し[免除]などの代替的な財政メカニズムの採用可能性を模索すること。

(h) ファスト・トラック・イニシアティブ（FTI）に提出される教育セクター計画に、成人識字に対する確実な行動および投資が含まれるよう要求すること。

Participation, inclusion and equity

15. Inclusive education is fundamental to the achievement of human, social and economic development. Equipping all individuals to develop their potential contributes significantly to encouraging them to live together in harmony and with dignity. There can be no exclusion arising from age, gender, ethnicity, migrant status, language, religion, disability, rurality, sexual identity or orientation, poverty, displacement or imprisonment. Combating the cumulative effects of multiple disadvantage is of particular importance. Measures should be taken to enhance motivation and access for all.

To these ends, we commit ourselves to:

- (a) promoting and facilitating more equitable access to, and participation in, adult learning and education by enhancing a culture of learning and by eliminating barriers to participation;
- (b) promoting and supporting more equitable access to, and participation in, adult learning and education through well-designed and targeted guidance and information, as well as activities and programmes such as Adult Learners' Weeks and learning festivals;
- (c) anticipating and responding to identifiable groups entering trajectories of multiple disadvantage, in particular in early adulthood;
- (d) creating multi-purpose community learning spaces and centres and improving access to, and participation in, the full range of adult learning and education programmes for women, taking account of the particular demands of the gender-specific life-course;

参加、インクルージョン（包括）、公正

15. 包括的な教育は人間、社会、経済の発展を実現するための基盤である。自らの潜在能力を開発するようあらゆる人々を教育することは、すべての人々が調和と尊厳をもって共に生きるよう励ますことに顕著に貢献する。年齢、性差、民族、移民であること、言語、宗教、障害〔障がい〕、農山村に居住していること、性アイデンティティあるいは性的指向、貧困、強制移動や収監を原因とする排除は、けっしてあってはならない。様々な不利益が重なることによる累積効果に立ち向かうことが、とりわけ重要である。モチベーションを高め万人にとってのアクセスを改善するための手段が講じられるべきである。

これらの目的のため、我々は以下のことを実現してゆく。

- (a) 学習という文化を強化し、参加にとっての障害を取り除くことによって、成人の学習と教育へのより公正なアクセスと参加を奨励し促進する。
- (b) 「成人学習者週間」や学習フェスティバルのような活動やプログラムを通じてと同じく、よく計画され、明確に対象者が絞られたガイダンスや情報を通じて、成人の学習と教育へのより公正なアクセスと参加を奨励し、支援する。
- (c) 多面的不利益の軌道〔連鎖〕に（とりわけ、初期の成人期の段階で）落ち込む危険性のある社会集団に対しては先手を打ち、対処する。
- (d) 多目的のコミュニティ学習スペース及びセンターをつくり、女性特有のライフコースが特に要請することがらにも配慮しながら、あらゆる種類の女性の成人学習・教育プログラムへのアクセスと参加度を向上させる。

(e) supporting the development of writing and literacy in the various indigenous languages by developing relevant programmes, methods and materials that recognise and value the indigenous cultures, knowledge and methodologies, while adequately developing the teaching of the second language of wider communication;

(f) supporting financially a systematic focus on disadvantaged groups (for example indigenous peoples, migrants, people with special needs and those living in rural areas) in all educational policies and approaches, which may include programmes that are provided free of charge or subsidised by our governments, with incentives for learning such as bursaries, fee remission and paid study leave;

(g) providing adult education in prison at all appropriate levels;

(h) adopting a holistic, integrated approach, including a mechanism to identify stakeholders and the responsibilities of the state in partnership with civil society organisations, labour market stakeholders, learners and educators;

(i) developing effective educational responses for migrants and refugees as a key focus for development work.

Quality

16. Quality in learning and education is a holistic, multidimensional concept and practice that demands constant attention and continuous development. Fostering a culture of quality in adult learning requires relevant content and modes of delivery, learner-centred needs assessment, the acquisition of multiple competences and knowledge, the professionalisation of educators, the enrichment of learning environments and the empowerment of individuals and communities.

(e) より広い交流のための[より広範な人々とのコミュニケーションを可能にする]第二言語教育を適切に発展させ、その一方で、先住民族の文化・知識・方法論を認め尊重するような、適切なプログラム、方法、教材を開発することによって、多様な先住民言語における読み書きの発達を支える。

(f) 不利な立場に置かれているグループ（例えば先住民族、移民、特別支援が必要な人々、農山村地域に住んでいる人々など）が、あらゆる教育政策やアプローチの中で一貫して焦点化されるように、財政的に支援を行う（そうした焦点化の 1 例としては、奨学金や授業料減免措置、有給教育休暇といった学習へのインセンティブを伴い、政府からの援助により無料あるいは一部助成を受けて提供されるプログラムが挙げられるだろう）。

(g) 刑務所内で、あらゆる適切なレベルの成人教育を受刑者に対し提供する。

(h) 総合的で、統合された取り組みの方法を採用する。たとえば、市民社会組織、労働市場の関係者、学習者と教育者との連携の中で、成人学習・教育の関係者とは誰であるか、国の責任とは何かを見出すしくみなどである。

(i) 開発事業の重要な焦点として、移民及び難民のための効果的な教育的対応を発展させる。

質

16. 学習や教育における質とは、絶え間なく注意し継続的に発展させてゆかねばならない、総合的・多面的な概念・実践である。成人の学習における質の文化を育てるには、適切な内容と実施様式、学習者中心的なニーズ査定、多様な能力（コンピテンシー）と知識の獲得、教育者の専門職業化、学習環境の豊饒化[整備充実]、個人やコミュニティのエンパワーメントが必要となる。

To these ends, we commit ourselves to:

- (a) developing quality criteria for curricula, learning materials and teaching methodologies in adult education programmes, taking account of outcomes and impact measures;
- (b) recognising the diversity and plurality of providers;
- (c) improving training, capacity-building, employment conditions and the professionalisation of adult educators, e.g. through the establishment of partnerships with higher education institutions, teacher associations and civil society organisations;
- (d) elaborating criteria to assess the learning outcomes of adults at various levels;
- (e) putting in place precise quality indicators;
- (f) lending greater support to systematic interdisciplinary research in adult learning and education, complemented by knowledge management systems for the collection, analysis and dissemination of data and good practice.

Monitoring the implementation of the Belém Framework for Action

17. Drawing strength from our collective will to reinvigorate adult learning and education in our countries and internationally, we commit ourselves to the following accountability and monitoring measures. We acknowledge the need for valid and reliable quantitative and qualitative data to inform our policy-making in adult learning and education. Working with our partners to design and implement regular recording and tracking mechanisms at national and international levels is paramount in realising the Belém Framework for Action.

これらの目的のため、我々は以下のことを実現してゆく。

- (a) 成人教育プログラムにおける、カリキュラム・学習教材・教授方法の質の基準を、成果や効果の尺度にも考慮しつつ開発する。
- (b) 教育の提供者が多種多様であり、また複数存在しているという事実を認識する。
- (c) 成人教育者の養成・研修、力量形成、雇用状況、専門職業化に関して改善を行う。例えば、高等教育機関、教員組織や市民社会組織との連携を確立することによってそれを行う。
- (d) さまざまなレベルで、成人の学習成果を評価する基準を精緻化する。
- (e) 質についての的確な指標を設定する。
- (f) 各種データや優れた実践を収集・分析・普及するための情報管理システムを備えた、成人の学習と教育についての体系的な学際的研究に対して、よりいっそうの支援を行う。

「行動のためのベレン枠組み」の実施状況に関するモニター活動

17. 成人の学習と教育を国内でも国際的にも再び活性化してゆこうという集団的な意志から力を得て、私たちは以下のような実施責任を果たしたまたモニタリング方策を実現してゆく。私たちは、成人学習・成人教育の分野での政策立案の基礎となるような、妥当で信頼のおける質的・量的データの必要性を認識している。我々のパートナーと協力し、国レベル・国際レベルで定期的な報告と追跡の体制を作り上げ実施に移すことが、「行動のためのベレン枠組み」を実現する上で最も重要である。

To these ends, we commit ourselves to:

- (a) investing in a process to develop a set of comparable data indicators for literacy as a continuum and for adult education;
- (b) regularly collecting and analysing data and information on participation and progression in adult education programmes, disaggregated by gender and other factors, to evaluate change over time and to share good practice;
- (c) establishing a regular monitoring mechanism to assess the implementation of the commitments to CONFINTEA VI;
- (d) recommending the preparation of a triennial progress report to be submitted to UNESCO;
- (e) initiating regional monitoring mechanisms with clear benchmarks and indicators;
- (f) producing a national progress report for a CONFINTEA VI Mid-Term Review, coinciding with the EFA and MDG timeline of 2015;
- (g) supporting South-South cooperation for the follow-up of MDG and EFA in the areas of adult literacy, adult education and lifelong learning;
- (h) monitoring collaboration in adult education across disciplines and across sectors such as agriculture, health and employment.

To support the follow-up and monitoring at the international level, we call upon UNESCO and its structures:

これらの目的のため、我々は以下のことを実現してゆく。

- (a) 継続的なものとしての識字や成人教育についての一連の比較可能なデータ指標を開発するプロセスに対し、投資を行う。
- (b) 成人教育プログラムへの参加状況やプログラムの展開に関するデータ・情報を、ジェンダーやその他の要因ごとに区別された形で定期的に収集・分析し、時間の経過とともにどのような変化が見られるか評価を行い、また、優れた実践を共有する。
- (c) 第 6 回国際成人教育会議 (CONFINTEA VI) での約束事項がどの程度実行されているか評価するための正規モニタリング体制を 1 つ設立する。
- (d) ユネスコ提出用の進捗状況レポートを 3 年ごとに準備することを推奨する。
- (e) 明確な評価尺度と指標を有する、リージョン規模のモニタリング機構を構築する。
- (f) EFA と MDG の目標達成期限にあたる 2015 年に行われる第 6 回国際成人教育会議中間総括にむけ、国内の進捗状況報告書を作成する。
- (g) 成人識字・成人教育・生涯学習の領域での MDG と EFA のフォローアップ活動のために、南南協力 (途上国同士の協力) を支援する。
- (h) 成人教育の分野における、農業、健康、雇用などとの学問領域やセクターの壁を超えた協力の状況についてモニターする。

国際的レベルでのフォローアップ活動とモニター活動を支援するために、私たちはユネスコおよびその組織機構に以下のことを要請する。

(i) to provide support to Member States by designing and developing an open-access knowledge management system to compile data and case studies of good practice, to which Member States themselves will contribute;

(j) to develop guidelines on all learning outcomes, including those acquired through non-formal and informal learning, so that these may be recognised and validated;

(k) to coordinate, through the UNESCO Institute for Lifelong Learning in partnership with the UNESCO Institute for Statistics, a monitoring process at the global level to take stock and report periodically on progress in adult learning and education;

(l) to produce, on this basis, the *Global Report on Adult Learning and Education* (GRALE) at regular intervals;

(m) to review and update, by 2012, the *Nairobi Recommendation on the Development of Adult Education* (1976).

(i) 各種データやすぐれた実践の事例研究をまとめる公開の情報管理システムをデザインし開発することにより、加盟国に支援を提供する（加盟国自身もこのシステムに対し情報提供し貢献する）。

(j) ノンフォーマルな学習やインフォーマルな学習によって獲得されたものも含め、あらゆる学習の成果が認識されたり認定されたりできるように、すべての学習の成果についてのガイドラインを開発する。

(k) ユネスコ生涯学習研究所およびそれと連携するユネスコ統計機関を通じ、成人の学習と教育の分野でどのような前進が見られるかを吟味し報告するための地球規模のモニター活動プロセスを調整する。

(l) これを基盤として、一定の時期的間隔で「成人の学習と教育についてのグローバル・レポート (GRALE)」を作成する。

(m) 2012 年までに、「成人教育の発展に関するナイロビ勧告」(1976 年) の見直しと更新[アップデート]を行う。

ANNEX

Statement of Evidence

Addressing global and educational issues and challenges

1. Adult learning and education play a critical role in responding to contemporary cultural, economic, political and social challenges. Our globalised world has paved the way for many opportunities, among them the possibility of learning from rich and diverse cultures that transcend geographical boundaries. However, widening inequalities have become dominant features of our era. Much of the world's population lives in poverty, with 43.5% subsisting on less than US \$2 a day. The majority of the world's poor lives in rural areas. Demographic imbalances, with burgeoning young populations in the South and ageing populations in the North, are exacerbated by large-scale migration from poor to rich areas – within and between countries – and influxes of significant numbers of displaced people. We are confronted with unequal access to food, water and energy, and ecological degradation threatens our very existence in the long term. Alongside material privation is the all-too-frequently observed poverty of capabilities that prevents effective functioning in society. An unacceptably high number of today's children face the prospect of youth unemployment, while a growing number of socially, economically and politically “detached” young people feel that they have no stake in society.

2. We face structural shifts in production and labour markets, growing insecurities and anxieties in everyday life, difficulties in achieving mutual understanding, and now a deepening world economic and financial crisis. At the same time, globalisation and the knowledge economy force us to update and adapt our skills and competences to new work environments, forms of social organisation and channels of communication. These issues, and our urgent collective and individual learning demands, question our tenets and assumptions in this area and some aspects of the foundations of our established educational systems and philosophies.

3. In many countries, adult literacy remains a major challenge: 774 million adults (two-thirds of whom are women) lack basic literacy skills, and there is insufficient provision of effective literacy and life-skills programmes. In Europe, almost a third of the workforce has only the equivalent of lower secondary education, whereas two-thirds of new jobs require qualifications at upper secondary level or above. In many countries of the South, the majority of the population does not even attain primary school level. In 2006, some 75 million children (the majority of whom were girls) had either left school early or had never attended school. Nearly half of these children were from sub-Saharan Africa and more than 80% were rural children. The lack of social relevance of educational curricula, the inadequate numbers and, in some cases, the insufficient training of educators, the paucity of innovative materials and methods, and barriers of all kinds undermine the ability of existing educational systems to provide quality learning that can address the disparities in our societies.

4. There have been concerted international efforts to address these challenges. Progress has been made towards achieving the six Education for All (EFA) goals (2000) through government-led cooperation with United Nations agencies, civil society organisations, private providers and donors. Increasing resources for Universal Primary Education were made available through the EFA Fast Track Initiative. The United Nations Literacy Decade (UNLD) (2003-2012) provides support to achieve EFA's literacy goal through worldwide advocacy and awareness-raising. The Literacy Initiative for Empowerment (LIFE) furnishes a global framework within UNLD to support countries with the greatest literacy needs. Two of the Millennium

Development Goals (2000) explicitly address education: achieving universal primary education and gender parity. However, in none of these efforts has there been a designated role for adult learning and education beyond basic literacy and life skills. Encouragingly, the Decade of Education for Sustainable Development (2005-2014) sets out a broad mandate in which adult learning and education can play a highly visible role.

5. Adult learning and education are a critical and necessary response to the challenges that confront us. They are a key component of a holistic and comprehensive system of lifelong learning and education which integrates formal, non-formal and informal learning and which addresses, explicitly or implicitly, both youth and adult learners. Ultimately, adult learning and education are about providing learning contexts and processes that are attractive and responsive to the needs of adults as active citizens. They are about developing self-reliant, autonomous individuals, building and rebuilding their lives in complex and rapidly-changing cultures, societies and economies – at work, in the family and in community and social life. The need to move to different kinds of work in the course of a lifetime, the adaptation to new contexts in situations of displacement or migration, the importance of entrepreneurial initiatives and the capacity to sustain improvements in quality of life – these and other socio-economic circumstance all call for continued learning throughout adult life. Adult learning and education not only offer specific competences, but are also a key factor in boosting self-confidence, self-esteem, a settled sense of identity and mutual support.

6. It is estimated today that for every single year that the average level of education of the adult population is raised, there is a corresponding increase of 3.7% in long-term economic growth and a 6% increase in per capita income. Nevertheless, adult learning and education are much more than an item of social spending or financial expenditure. They are an investment in hope for the future. Progress in adult learning and education since CONFINTEA V

7. National reports submitted by 154 Member States in readiness for CONFINTEA VI and discussion on effective practice during the regional preparatory conferences have shown some progress and innovation in adult learning and education within a perspective of lifelong learning. Apart from the example of the European Union's ongoing Lifelong Learning Strategy, introduced in the year 2000, and related national policies in Member States, a few Member States in the South have introduced comprehensive adult learning and education policies and legislation, and some have even enshrined adult learning and education in their constitutions. Systematic approaches to adult learning and education, guided by policy frameworks, are being developed, and there have been instances of landmark policy reforms.

8. Literacy plans, programmes and campaigns have been reactivated and accelerated in some Member States. The period 2000-2006 saw an increase in global adult literacy rates from 76% to 84%. Progress was especially marked in the developing countries. Some governments have actively sought to work with civil society to provide non-formal learning opportunities in approaches such as faire-faire, with a wide range of content, objectives and target groups. The provision of non-formal education has diversified, covering topics such as human rights, citizenship, democracy, women's empowerment, HIV prevention, health, environmental protection and sustainable development. Advocacy events such as Adult Learners' Weeks and learning festivals, as well as comprehensive movements such as Learning Cities and Learning Regions, are contributing substantially to adult learning and education.

9. There have been some convincing signs and increased recognition among Member States of the benefits of gender-sensitive provision in adult learning and education, particularly with respect to women. Information and communications technologies and open and distance learning are being embraced and are slowly responding to the specific needs of learners who, until very recently, have been excluded. Mother-tongue learning is increasingly being addressed in national policies in multilingual and multicultural contexts, although only a few have implemented comprehensive

policies.

10. Systems of information, documentation, monitoring and evaluation for adult learning and education programmes have been introduced. Effective instruments and systems of recognition, validation and accreditation of learning are gradually being put in place, including quality assurance bodies and procedures. Creating synergies between formal, non-formal and informal learning and education has proven to yield better results for both individual learners and education systems as existing resources and competencies are more effectively used.

11. Adult learning flourishes when states implement decisive initiatives in alliance with key civil society institutions, the corporate sector and workers' associations. Public-private partnerships are gaining currency, and South-South and triangular cooperation are yielding tangible results in forging a new form of adult learning for sustainable development, peace and democracy. Regional and supranational bodies and agencies play crucial and transformative roles, influencing and complementing states. Challenges for adult learning and education

12. Despite this progress, the national reports and the Global Report on Adult Learning and Education (GRALE) produced for CONFINTEA VI show new social and educational challenges that have emerged alongside existing problems, some of which have worsened in the interim, nationally, regionally and globally. Crucially, the expectation that we would rebuild and reinforce adult learning and education in the wake of CONFINTEA V has not been met.

13. The role and place of adult learning and education in lifelong learning continue to be underplayed. At the same time, policy domains outside of education have failed to recognise and integrate the distinctive contributions that adult learning and education can offer for broader economic, social and human development. The field of adult learning and education remains fragmented. Advocacy efforts are dissipated across a number of fronts, and political credibility is diluted precisely because the very disparate nature of adult learning and education prevents their close identification with any one social policy arena. The frequent absence of adult education from the agendas of government agencies is matched by scant inter-ministerial cooperation, weak organisational structures and poor links between education (formal and non-formal) and other sectors. With regard to the recognition and accreditation of learning, both in-country mechanisms and international efforts place undue emphasis on formally accredited skills and competences, seldom including non-formal, informal and experiential learning. The gap between policy and implementation widens when policy development is undertaken in isolation, without external participation or input (from the field and institutes of higher education) and other organisations of youth and adult educators.

14. Not enough far-sighted and adequate financial planning has been established to enable adult learning and education to make telling contributions to our future. Furthermore, the current and growing trend of decentralisation in decision-making is not always matched by adequate financial allocations at all levels, or by an appropriate delegation of budgetary authority. Adult learning and education have not figured strongly in the aid strategies of international donors and have not been subject to ongoing efforts in donor coordination and harmonisation. Debt relief has not, so far, markedly benefited adult learning and education.

15. Although we are witnessing an increasing variety of adult learning and education programmes, the primary focus of such provision is now on vocational and professional education and training. More integrated approaches to adult learning and education to address development in all its aspects (economic, sustainable, community and personal) are missing. Gender mainstreaming initiatives have not always led to more relevant programmes for greater participation by women. Similarly, adult learning and education programmes are rarely responsive to indigenous people, rural

populations and migrants. The diversity of learners, in terms of age, gender, cultural background, economic status, unique needs – including disabilities – and language, is not reflected in programme content and practices. Few countries have consistent multilingual policies promoting mother tongues, yet this is often crucial for creating a literate environment, especially for indigenous and/or minority languages.

16. At best referred to only in the broadest terms, adult learning and education feature sparingly in many international education agendas and recommendations, and are often viewed as a synonym for basic literacy acquisition. Yet literacy is indisputably of immense consequence, and the persistently vast scale of the literacy challenge presents an indictment of the inadequate adoption of the measures and initiatives launched in recent years. Consistently high illiteracy rates question whether enough has been done politically and financially by governments and international agencies.

17. The lack of professionalisation and training opportunities for educators has had a detrimental impact on the quality of adult learning and education provision, as has the impoverished fabric of the learning environment, in terms of equipment, materials and curricula. Only rarely are needs assessment and research conducted on a systematic basis in the planning process to determine appropriate content, pedagogy, mode of delivery and supporting infrastructure. Nor are monitoring, evaluation and feedback mechanisms a consistent feature of the quality landscape in adult learning and education. Where they do exist, their levels of sophistication are subject to the tension of balancing quality against quantity of provision.

18. This Statement of Evidence provides the underpinning rationale for the recommendations and strategies as outlined above in the Belém Framework for Action.