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**TOWARDS A MORE
EQUITABLE EDUCATION:
FROM RESEARCH TO CHANGE**

BOOK OF PROCEEDINGS

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December 1st, 2023

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THE CURRENT STATE AND PERSPECTIVES OF THE FUNCTIONAL BASIC EDUCATION OF ADULTS IN SERBIA¹

Jovan Miljković², Vukašin Grozdić and Bojan Ljujić

Institute of Pedagogy and Andragogy, Department of Pedagogy and Andragogy, Faculty of Philosophy, University of Belgrade, Belgrade, Serbia

Introduction

Throughout its modern history, Serbia has struggled with the problem of illiteracy and the coverage of the entire population with compulsory primary education. The scale of the problem is evidenced by Table 1, which shows the state in this domain from World War II to the present day.

Table 1 *The Educational Attainment of the Serbian Population Aged 15 and Over According to the 1953-2022 Censuses (Modified Based on: Statistical Office of the Republic of Serbia, 2023: 15)*

	1953	1961	1971	1981	1991	2002	2011	2022
Population	4,980,252	5,397,741	6,360,012	7,074,075	6,294,350	6,321,231	6,161,584	5,691,551
Without Educational Attainment (1)	2,178,437 (43.74%)	1,579,552 (29.26%)	1,313,083 (20.65%)	1,061,175 (15%)	590,682 (9.38%)	357,552 (5.66%)	164,884 (2.68%)	57,667 (1.01%)
Incomplete Primary Education (2)	2,132,306 (42.82%)	2,802,926 (51.94%)	2,866,661 (45.06%)	2,107,958 (29.80%)	1,522,639 (24.19%)	1,022,974 (16.18%)	677,499 (11%)	299,739 (5.27%)
Total (1) + (2)	4,310,743 (86.29%)	4,382,478 (81.2%)	4,179,744 (65.71%)	3,169,133 (44.80%)	2,113,321 (33.57%)	1,380,526 (21.84%)	842,383 (13.68%)	357,406 (6.28%)

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2 jovan.miljkovic@f.bg.ac.rs, miljkovicj@gmail.com

After World War II, Serbia attempted to eradicate illiteracy with mass literacy campaigns (Bondžić, 2002), which did not produce the results envisioned by the state leadership. Later, during the existence of the FPRY and the SFRY, numerous schools for the primary education of adults were founded in which the eight-year primary education was completed in four years, according to a program that “differs from the program taught to children only in terms of duration” (Medić et al., 2009, p. 29). The 1990s saw a dramatic reduction in the number of schools for the primary education of adults, from a few dozen that operated in Serbia in the 1970s to only 16 (Medić et al., 2009, p. 18), while institutions such as workers’, public, and open universities were “denied the right to engage in formal adult education”.

It is important to emphasize that everyone over the age of 15 who has not completed primary education can be considered a member of a marginalized social group, with the most oppressed subgroups being the Roma national minority and prisoners. It is worth pointing out that the distinctive way of life of the Roma population, in addition to multiple other social-psychological factors, often serves as an explanation or the stated reason for the evidently low motivation for education, non-inclusion in the education system, early abandonment of the educational process, low educational achievements, and the underestimation of education as a possible way of social promotion and a way of getting out of poverty” (Medić & Popović, 2008, p. 117). After the democratic changes (October 5, 2000), reforms were launched in all parts of society, including adult education. In 2005, the Institute of Pedagogy and Andragogy and its partners launched the Functional Basic Education of Roma Adults, a systemic project with the status of a pilot program. The program was active until 2007 and it aimed to raise the general educational level of Roma adults and support their acquisition of basic education. It brought numerous changes to the legislation and educational practice and served as the basis for the development and implementation of a much larger systemic project entitled the Functional Basic Education of Adults (FBEA), which now constitutes the dominant concept for the implementation of adult primary education in Serbia. “It is undeniable that adult education and learning represent a social and individual instrument that enables people to live better, participate in the process of social change, and develop as human beings. In other words, this also means that adult education has an economic value, that it contributes to the participation of adults in socio-political activities, and that it encourages the development of an authentic inner self and individual needs“

(Kulić & Despotović, 2004, p. 24). This understanding clearly recognizes education as a prerequisite to equity and primary education is the first and most important step in this direction.

Methodology

The present research aimed to shed light on the current state of the primary education of adults and the problems in its implementation identified by the government. We conducted a qualitative study, particularly focusing on Roma adults' and prisoners' participation in primary education. We employed descriptive and comparative methods and conducted a content analysis of the relevant data obtained from the official documents of the Government of the Republic of Serbia and the responsible ministry published between 2018 and 2022. Specifically, the analyzed documents included the Annual Plans for Adult Education (APEP) and reports on their implementation. The unstandardized structure of the reports made it difficult to locate all the necessary data.

Results

Table 2 shows abstracted data on FBEA participation based on the analysis of the APEP and APEP implementation reports for the period of 2018–2022.

Table 2 *Participation in the FBEA in the Period of 2018–2022*

	The Number of Schools That Implemented the FBEA	The Number of Teachers in the FBEA	The Number of Andragogical Assistants in the FBEA	The Planned Number of Participants	The Number of Participants Enrolled	The Percentage of Participants Who Completed the Attended Cycle	The Percentage of Participants Who Dropped out of School
2018	64	N/A	N/A	5,912	6,090	N/A	N/A
2019	65	N/A	N/A	6,315	5,626	52%	48%
2020	65	896	79	6,246	6,299	55%	45%
2021	65	896	69	6,156	6,080	51%	49%
2022	65	858	86	5,758	6,015	53%	47%

Each year, around 6,000 participants enrolled in the FBEA, which amounts to 1.67% of the population without primary education, according to the latest census. With about one in two participants completing the attended cycle, the average dropout rate was nearly 50% (Table 2).

Table 3 *The Ratio of Enrolled Participants to Participants Who Dropped out of School by Cycle*

	Cycle 1 – Enrolled	Cycle 1 – Completed	Cycle 2 – Enrolled	Cycle 2 – Completed	Cycle 3 – Enrolled	Cycle 3 – Completed
2018	N/A	N/A	N/A	N/A	N/A	N/A
2019	1,552	665 (42.84%)	1,953	986 (50.48%)	2,128	1,279 (60.10%)
2020	1,721	751 (43.63%)	2,216	1,231 (55.55%)	2,378	1,456 (61.22%)
2021	1,694	692 (40.85%)	2,127	1,073 (50.44%)	2,259	1,346 (59.58%)
2022	1,553	613 (39.47%)	N/A	N/A	N/A	N/A

The highest dropout rate was recorded for the first cycle. In each subsequent cycle, there were about 10% more successful participants compared to the previous cycle (Table 3).

Table 4 *The Roma and Prisoner Populations in the FBEA*

	Roma Participants	Prisoners Enrolled in the FBEA	Enrolled Prisoners Who Completed the Attended Cycle
2018	N/A	N/A	N/A
2019	4255 (75%)	266	187
2020	4839 (76.8%)	325	243
2021	5001 (82.2%)	310	237
2022	4644 (77.2%)	365	N/A

More than 75% of the participants were Roma, while the share of prisoners in the total number of participants was relatively small (Table 4).

Analyzing the APEP and APEP implementation reports for the period of 2018–2022, we can conclude that the responsible ministry highlighted numerous reasons for the high participant dropout rates. Prior to 2021, one of the main reasons for dropout was the unresolved issue of the costs of participants’ transportation from home to school. This issue has since been resolved. The method of organizing the final exam

was problematic, with a limited number of exam dates that overlapped with seasonal fieldwork. This problem was resolved in 2021 by enabling participants to take the entire final exam in one day. However, dropouts due to seasonal fieldwork and moving abroad remained common, particularly among the Roma population. Furthermore, the FBEA system failed to organize the planned professional training in the second half of the third cycle. In May 2021, the National Employment Agency piloted a professional training program based on vouchers for unemployed persons that included FBEA participants, but this practice was not continued. Moreover, the teaching staff lacked the professional competencies necessary for working with adults. However, in 2023, most teachers attended half of the mandatory training sessions and Entrepreneurship and Responsible Living in Civil Society teachers completed the training process. It is worth mentioning that during the COVID-19 pandemic, inadequate technical conditions and a lack of digital competencies for conducting online classes constituted major obstacles. The most persistent problems included participants' low motivation and lack of awareness of the importance of finishing primary school. For Roma participants, the situation was aggravated by the absence of solutions for a better social integration of the Roma population and insufficient understanding of the language used in classes. Finally, numerous participants complained about the lack of transportation in the evening and family problems.

As for participants in prisons, the reasons for their withdrawal were different and pertained to their relocation, sentence termination, change in status, and penal measures.

Suggestions for the improvement of the FBEA include the development of a more efficient model of financing professional training and the introduction of measures aimed at making the FBEA more accessible to specific target groups (migrants, disabled, Roma, prisoners). It is crucial to ensure the networking of stakeholders at the local level and introduce the FBEA as an active labor market measure. Finally, it is important to organize additional FBEA teacher training as a quality assurance measure.

Instead of a Conclusion

Our analysis of the official documentation revealed the responsible ministry's awareness of the key problems in the implementation of the FBEA and their potential solutions. However, the resolution of these problems exceeds the authority of the responsible ministry and requires a more functional social partnership.

Keywords: functional basic education of adults, Roma literacy, prisoner literacy

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