

**Second  
World  
Conference  
on Adult  
Education**

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## PREFACE

*In June 1949, Unesco convened an International Conference on adult education at Elsinore, Denmark. A little over ten years later, in line with a decision taken by the General Conference at its tenth session, Unesco organized the Second World Conference on adult education, to which the Canadian National Commission acted as host.*

*The conference, held at Montreal from 22 to 31 August 1960, had as its theme 'Adult education in a changing world'. It offered educators an opportunity of reviewing the development of adult education over the previous decade and of formulating plans to meet future needs. It provided, in addition, a firm basis for international co-operation in the advancement of national and international adult education activities. To further this co-operative work it was decided to make the debates, findings, recommendations and some of the working papers available to all those interested in adult education and its problems.*

*In this document setting forth the report of the Montreal conference, the original text remains unchanged. The three annexes consist of an information note and questionnaire sent out with the invitations to the conference, an analysis of the reports on adult educational trends from Unesco Member States and non-governmental organizations and a list of the delegates who attended the Montreal meeting.*

*Readers of the present report will also be interested in a review of trends in adult education between the International Conference on Adult Education, held at Elsinore, and the Second World Conference on Adult Education given by Mr. Arnold S.M. Hely, Director of Adult Education at the University of Adelaide, Australia, in New Trends in Adult Education. This work will soon appear as No. IV in Unesco's series 'Monographs on Education'.*

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## INTRODUCTION

The Second World Conference on Adult Education, carefully prepared by precise working papers, was able to benefit by the experience gained over the past eleven years under the stimulus of the Elsinore Conference and to draw, more particularly, upon the results of many regional seminars; it was remarkable for the spirit of mutual understanding that informed its discussions.

Opinions naturally differ with regard to the respective rôles of the public authorities and private organizations, although the need for close co-operation between them is universally recognized. And the various countries naturally differ widely in their needs, as in their resources. But it has become abundantly clear that any system of education nowadays must cater for more than the instruction and education of children and adolescents. Education must continue in adult life. Planned in an atmosphere of freedom and enlisting the active participation of those who benefit from it, education is a vital factor in the social, economic and political development of all peoples, and a process essential to the implementation of the principles of the Universal Declaration of Human Rights. Moreover, it is one of the prerequisites for the strengthening of peaceful relations between the nations of the world.

Since the Elsinore Conference, the concept of adult education has appreciably broadened. Serving both as a 'substitute' education for some men and women, particularly in the countries in process of development and change, and as a supplementary education for all, it calls not only for the use of traditional methods, but also for the enlistment of other educational resources and for a new approach on the part of educators towards the main media for the communication of thought. The responsibility incumbent upon those who command these media was one of the points most strongly stressed at the Conference.

Far more extensive resources should be placed at the disposal of adult education. Attention was drawn to the contribution that can be made by teachers, by universities and, in general, by the facilities and equipment of schools and universities. If adult education is to develop, if its methods are to be improved and better adapted to the environment in which it operates, it must secure the co-operation of the social sciences. Special attention must be given to the part to be played by adult education leaders, to their pre-service and in-service training, and to the status of full-time staff.

The Conference had to consider immense problems:

(a) those of the countries in process of development, which need assistance from the better endowed peoples;

(b) those of countries whose way of life is undergoing far-reaching changes, such, for instance, as the countries in process of rapid industrialization and urbanization;

(c) the lot of women, in whose social status sudden changes have in many cases occurred;

(d) young people, who are preoccupied with the problems of their future and who, paradoxically, are more out of their bearings at the same time that they have a keener general awareness.

The questions before the Conference were of very wide scope, which explains why the answers may not always seem to have the detailed precision that might be wished. Vast, indeed, were the problems to be solved and, in the view of the Conference, it is at more highly specialized meetings that a solution to them will be found.

Owing to language considerations, the number of commissions had to be limited to three, with a consequent increase in the membership of each commission. However, the desire manifested by each and every participant to hear and understand all the points of view represented eased the resultant difficulty.

The very precise working papers prepared for the Conference may, in some cases, have tended to limit the range of the discussions, but they were exceedingly useful.

The President's ability and the good practical arrangements greatly contributed towards the success of the Conference.

In any similar conference that may be held in the future, it would be desirable to avoid the discussion, in plenary session, of too many resolutions that have not been considered by a commission and included, after possible amendment as the result of consideration by this smaller body, among its proposals.

The Conference made a large number of proposals for action by Unesco. Some of them, such as the establishment of a special fund for literacy and the promotion of adult education in countries in process of development, will necessitate complex studies, and resources will have to be found for the purpose.

It is to be hoped that wide publicity will be given to the work of the Montreal Conference and, in particular, to the general declaration adopted by the Conference.

By continuing the kind of publications it has already issued, by supporting regional seminars and the activities of National Commissions and international organizations, and by publicizing the work of these various meetings, Unesco will be playing the part expected of it. To this end, it is essential that the General Conference provide the necessary funds in the Organization's budget, and that the Permanent Committee on Adult Education

continue the work of advising the Director-General which has been carried out over the past few years.

In this vast field of adult education, where new undertakings are being launched every day, constant exchanges of information, and visits by adult education leaders, will obviously assist in enabling every community to benefit from the ideas and experience of all. Unesco can do much to foster this development.

## 1. HISTORICAL BACKGROUND

The first Conference on Adult Education, convened by Unesco, was held at Elsinore (Denmark) from 16 to 25 June 1949. It was attended by 106 delegates representing 27 States and 21 international non-governmental organizations.

The Consultative Committee on Adult Education, whose establishment to advise the Unesco Secretariat was recommended by the Elsinore Conference, proposed at its meeting in 1957 the convening of another world conference on adult education. This step was justified by the social and economic change taking place throughout the world and by the great increase in the number of Member States.

Unesco's General Conference, at its tenth session (November/December 1958), adopted this proposal and accepted the Canadian Government's offer to act as host to the World Conference.

The Consultative Committee on Adult Education, specially convened in this connexion in May 1959, proposed that the theme of the Conference be adult education in a changing world and recommended that discussions be arranged under the following three main headings: the rôle and content of adult education in different environments; methods and techniques in education; the structure and organization of adult education. At its 55th session, held in November 1959, the Executive Board of Unesco made general provision for the Conference.

## 2. PREPARATIONS FOR THE MONTREAL CONFERENCE

The invitations to the Conference were sent out by the Unesco Secretariat on 15 January 1960. They were accompanied by a provisional agenda envisaging the establishment of three commissions, each to be responsible for the consideration of one of the three types of problems proposed by the Consultative Committee. In addition, an information note, describing the historical background of the Conference, defined its composition, suggested that Member States, National Commissions and non-governmental organizations carry out preliminary work, and asked for documentation to be sent. The note also requested States and organizations to forward to the Unesco Secretariat, by 30 April 1960, information on the

various aspects of adult education, listed under 24 headings (Annex I).

Before the opening of the Conference, the Unesco Secretariat prepared and distributed, on 30 June 1960, a preparatory document entitled 'Adult Education in a Changing World' (Annex II). The purpose of this document (UNESCO/2 Conf./Ad. ED/3) was not to present a doctrine or a set of conclusions, but rather to serve delegates as a guide to discussion of the various items of the agenda. The document consisted of 53 paragraphs and was set out in sections corresponding to the agenda and to the list of topics proposed for discussion by the Commissions.

At the beginning of the Conference, the Secretariat distributed an additional document analysing the reports received from Member States and non-governmental organizations.

## 3. COMPOSITION OF THE CONFERENCE

Invitations to the Conference were sent to:

all the Member States and Associate Members of Unesco, which were entitled to be represented by two delegates;

52 international non-governmental organizations approved for consultative arrangements with Unesco, each of which was entitled to be represented by one delegate;

6 non-governmental organizations approved for consultative arrangements with Unesco, which were entitled to appoint an observer;

5 Member States of the United Nations which are not members of Unesco, and the Holy See, which were entitled to appoint an observer;

representatives of international intergovernmental organizations, including those belonging to the United Nations family (United Nations, International Labour Organisation, Food and Agriculture Organization, World Health Organization, International Bank for Reconstruction and Development, International Civil Aviation Organization, International Atomic Energy Agency), and 9 other intergovernmental organizations.

The Montreal Conference was finally attended by representatives of: 47 Member States of Unesco (1) 2 Associate Members, 46 non-governmental organizations approved for consultative

(1) One Member State which did not send a delegation contributed towards the preparations for the Conference by sending in a report.

arrangements, 2 States not members of Unesco, 3 organizations belonging to the United Nations family, 2 other intergovernmental organizations.

#### 4. ORGANIZATION OF THE CONFERENCE

The Conference was organized by the Canadian National Commission for Unesco in close co-operation with the Unesco Secretariat. Active assistance was also given by the Canadian Government, the Canadian Association for Adult Education and McGill University. The last named, in particular, provided the material facilities for the Conference and arranged for the reception and accommodation of the delegates.

The Canadian Government, the Government of the Province of Quebec, the City of Montreal, McGill University, the University of Montreal, the Canadian Association for Adult Education, the Institut canadien d'éducation des adultes and the Canadian National Film Board each in turn extended hospitality, for the generosity of which the Conference was glad to express its grateful appreciation.

#### 5. PROCEEDINGS OF THE CONFERENCE

The Conference was formally opened on Monday, 22 August 1960, at 10 a. m. , in the Moyses Hall of McGill University, by Dr. F. Cyril James, Vice-Chancellor of the University. The meeting was addressed by the following speakers : Dr. N. A. M. MacKenzie, Chairman of the Canadian National Commission for Unesco; Mr. Léon Lortie, Councillor, representing the City of Montreal; The Honourable Léon Balcer, Solicitor General, on behalf of the Prime Minister of Canada.

Mr. Jean Thomas, Assistant Director-General of Unesco, voiced the apologies and regrets of Mr. Veronese, Director-General of Unesco, who was unable to attend the Conference. He then drew attention to the significance of the present Conference, which should prove even more important than the first one, held in 1949. This second Conference was being attended by many more countries and organizations - a proof of its truly world-wide character. Over the past few years, the problem of adult education had assumed a new importance, owing to the technological and scientific advances that had taken place and to the fact that many countries had attained political independence. Educators, and more particularly those concerned with the education of adults, were therefore confronted with ever-increasing responsibilities. Mr. Thomas expressed Unesco's gratitude to the Canadian authorities, and to McGill University which had made it possible to hold the Conference.

At this meeting and the following one, held in the afternoon, the Bureau and the Commissions of the Conference were set up as follows :

President : Dr. J.R. Kidd, Canada  
Vice-Presidents : Mrs. W. Dukuly, Liberia

Vice-Presidents : Dr. F. Adam, Venezuela  
Mr. M. P. Kashin, Union of Soviet Socialist Republics  
Mr. Men Chhum, Cambodia

Rapporteur of the Conference : Mr. A. Basdevant, France

Officers of the Commissions :

First Commission : Rôle and content of adult education,  
Chairman : Professor C. Ionescu-Bujor, Rumania  
Vice-Chairman : Mr. Ba Ibrahim, Senegal  
(French Community)

Rapporteur : Dr. M. Rushdi Khater, United Arab Republic

Second Commission : Forms and methods of adult education

Chairman : Mr. Ranjit M. Chetsingh, India  
Vice-Chairman : Mr. Ch. H. Barbier, International Co-operative Alliance

Rapporteur : Mr. Tahar Guiga, Tunisia

Third Commission : Structure and organization of adult education

Chairman : Mr. P. H. Sheats, United States of America

Vice-Chairman : Mr. Kwa O. Hagan, Ghana

Rapporteur : Mr. A. S. M. Hely, Australia

Mr. Richard Attygalle (Unesco) acted as Secretary-General of the Conference, assisted by Mr. Lewis Perinbam, Canada.

In his opening speech, Dr. Kidd, President of the Conference, said that the great campaign for mutual understanding was under way. Few of those present had attended the first World Conference at Elsinore. That fact alone was indicative of the changes that had taken place since then. Unesco's membership had increased and Unesco had thus become more representative of the culture and peoples of the world. But, although eleven years had gone by since the Elsinore meeting, the present Conference had only ten days in which to discuss the problems raised by the changes that had occurred during that period. Wisdom, a spirit of understanding and a bold imagination were needed, if the Conference were to reach sound conclusions. Dr. Kidd was convinced that the Montreal Conference would enable further progress to be made along the road opened up at Elsinore.

In adopting its Rules of Procedure, the Conference agreed that speeches made in English, French, Spanish and Russian would be interpreted simultaneously into English and French.

The Conference also took note of the reservations made by the United States of America delegate, on behalf of his Government, regarding the grant to non-governmental organizations of the right to vote. The United States of America delegate held that, although it was very desirable that the discussions should benefit from the views of those organizations, the votes should only express the opinions of governments.

At the plenary meeting in the afternoon of 22 August, Mr. Albert Guigui, speaking on behalf of Mr. David Morse, Director-General of the International Labour Organisation, mentioned that ILO and Unesco had a common interest in several important aspects of the subject under consideration by the Conference. Its deliberations would be no less valuable to ILO than to Unesco.

At three plenary meetings, the Conference heard three important addresses on the fundamental problems under discussion. On 23 August, at a meeting presided over by Dr. Adam, Vice-President, Mr. J. C. Mathur, Director-General of All India Radio, spoke on 'Mass Communication and the Education of Adults in a Changing World'. On 23 August, at a meeting presided over by Mr. Kashin, Vice-President, Mr. Charles Barbier, President of the Unesco Consultative Committee on Adult Education, dealt with 'Responsibilities of the Adult Educator in a Changing World'. Lastly, on 26 August, at a meeting presided over by Mme. W. Dukuly, Vice-President, Mgr. Francis J. Smyth, Director, Coady International Institute, St. Francis Xavier University, took as his theme 'Social Sciences and Adult Education'.

Each of the three Commissions held eight working meetings. At the plenary meeting in the morning of 25 August, the three Rapporteurs informed the Conference of the initial results of the debates in the Commissions. From that time, work could go forward on the preparation of the final recommendations and on the co-ordination of all the studies undertaken. At its daily meetings, the Bureau of the Conference, including the Chairmen of the three Commissions, also addressed itself to this task.

On 29 August, with Dr. Kidd presiding, the Conference proceeded to examine the reports of the three working Commissions. With various amendments of substance and form and some changes in the translation, the report of the First Commission, presented by Mr. F. W. Jessup (United Kingdom), was unanimously adopted.

The report of the Second Commission, presented by Mr. Tahar Guiga (Tunisia), amended in similar fashion, was also unanimously adopted.

The Conference went on to discuss the report of the Third Commission, presented by Mr. Hely (Australia). The first three recommendations of this report were adopted, with some amendments. The Conference began discussion of the fourth recommendation.

At its plenary meeting in the morning of 30 August, the Conference took note of the report of the Third Commission and adopted all the recommendations presented by that Commission, with some amendments.

The Conference then examined and adopted several resolutions which had been presented directly to it according to the agreed procedure. These resolutions were discussed at the meeting in the afternoon of 30 August.

At its meeting on 31 August, the Conference adopted, with an addition, a final resolution, referred to as the 'Declaration of Montreal' presented to the Conference by its President, Dr. Kidd.

The Conference had thus formally adopted :

(a) the report presented by the First Commission, as it appears in this Final Report ;

(b) the report of the Second Commission, together with the specific recommendations incorporated in it ;

(c) report of the Third Commission, together with the resolutions presented to the Conference by that Commission ; (1)

(d) the recommendations considered directly in plenary session and contained in this Final Report.

At the Conference's request, some of these recommendations have been regrouped and placed in the last part of the Report.

Among these general resolutions, attention should be drawn to the following :

1. The final resolution presented by the President and named by the Conference the 'Declaration of Montreal'.

2. The resolution presented by the Canadian Delegation on adult education and world peace. This resolution was moved by Senator Donald Cameron and it was warmly supported by Dr. F. Adam (Venezuela) on behalf of the delegations from Latin America, Mr. M. P. Kashin (Union of Soviet Socialist Republics), Mr. P. H. Sheats (United States of America), Mr. J. A. Lefroy (United Kingdom), Mr. M. Swerdlow (International Confederation of Free Trade Unions), Mr. R. M. Chetsingh (India), Mr. Ch. Brunold (France), Mr. M. B. Gaffud (Philippines), Mrs. A. M. de Saint-Blanquet (International Federation of Business and Professional Women), Dr. Leland P. Bradford

(1) It is important to note here that this Commission, which had for its terms of reference the 'Structure and Organization of Adult Education', considered the question of the feasibility of setting up a world Adult Education Association to facilitate international co-operation and exchanges of ideas in this field. This was, in fact, one of the issues assigned to the Conference by the General Conference of Unesco at its tenth session, when it endorsed the proposal and adopted resolution 1.62 authorizing the Director-General to convene a world conference on adult education. The proposal of the Commission on this matter, which was adopted by the Conference, was the establishment of an international committee for the advancement of adult education within the framework of Unesco and with a permanent status



(World Confederation of Organizations of the Teaching Profession).

On the proposal of a large number of delegations, the Conference unanimously adopted an expression of its warm gratitude to Dr. Kidd, the President of the Conference, and to the Canadian authorities. Delegations from all parts of the world stressed the great interest of the Conference and the success of its work.

Mr. Jean Thomas, on behalf of Unesco, observed that the Conference had lived up to its promise; it had indeed been world wide in character, had provided an opportunity for a broad exchange of ideas, and had established close co-operation between governments and non-governmental organizations. He hoped that

governments would find in the work of the Conference new elements for progress in this field, and he said that, at the forthcoming session of its General Conference, Unesco would certainly find in it an occasion for giving increased importance to its programme for the education of adults. Several departments of Unesco would collaborate, as in the past, to carry out the policy defined by the Conference.

In his closing address, Dr. Kidd drew attention to the remarkable spirit which had animated the Conference. He stressed the fact that education must now be conceived as a process that continued through the whole of life. It was, at once, the right of every individual and the responsibility of mankind.

DECLARATION OF THE MONTREAL WORLD CONFERENCE  
ON ADULT EDUCATION

The destruction of mankind and the conquest of space have both become technological possibilities to our present generation. These are the most dramatic forms of technological development, but they are not the only ones. New industrial methods, new means of communication are affecting all parts of the world, and industrialization and urbanization are overtaking areas that twenty years ago were rural and agricultural. Nor are the changes which are going to fashion the pattern of our lives during the remainder of this century only in technology. In great areas of the world the population is increasing fast, new national States are emerging, and much of the world has become divided, within the last few years, into rival camps. Every generation has its own problems; in sober fact no previous generation has been faced with the extent and rapidity of change which faces and challenges us.

Our first problem is to survive. It is not a question of the survival of the fittest; either we survive together, or we perish together. Survival requires that the countries of the world must learn to live together in peace. 'Learn' is the operative word. Mutual respect, understanding, sympathy are qualities that are destroyed by ignorance, and fostered by knowledge. In the field of international understanding, adult education in today's divided world takes on a new importance. Provided that man learns to survive, he has in front of him opportunities for social development and personal well-being such as have never been open to him before.

The rapidly developing countries in Asia, Africa and Latin America have their own special problems. For them, adult education, including education for literacy, is an immediate need, a need so overpowering that here and now we must help adult men and women to acquire the knowledge and the skills that they need for the new patterns of community living into which they are

moving. These developing countries have few immediately available resources, and great demands on them.

The countries which are better off have an opportunity of helping those which are poorer; they have the opportunity of performing such an act of wisdom, justice and generosity as could seize the imagination of the whole world. With their help illiteracy could be eradicated within a few years, if, preferably through the United Nations and its agencies, a resolute, comprehensive and soundly planned campaign were undertaken. We believe profoundly that this is an opportunity which ought to be seized.

But it is not only in the developing countries that adult education is needed. In the developed countries the need for vocational and technical training is increasingly accepted, but that is not enough. Healthy societies are composed of men and women, not of animated robots, and there is a danger, particularly in the developed countries, that the education of adults may get out of balance by emphasizing too much vocational needs and technical skills. Man is a many-sided being, with many needs. They must not be met piecemeal and in adult education programmes they must all be reflected. Those powers of mind and those qualities of spirit which have given to mankind an abiding heritage of values and judgement must continue everywhere to find, in our changing patterns of day-to-day living, full scope for maturing and flowering in an enriched culture. This and nothing less is the goal of adult education.

We believe that adult education has become of such importance for man's survival and happiness that a new attitude towards it is needed. Nothing less will suffice than that people everywhere should come to accept adult education as a normal, and that governments should treat it as a necessary, part of the educational provision of every country.

ROLE AND CONTENT OF ADULT EDUCATION :  
REPORT OF THE FIRST COMMISSION

I. THE ROLE OF ADULT EDUCATION  
IN A CHANGING WORLD

The world has always been changing; what is new and unprecedented is the extent and speed of change. The most important recent changes which affect adult education in all countries, although not necessarily in the same way and to the same degree, are :

1. Technological developments.
2. The consequent weakening, or even disappearance, of traditional cultures, especially in developing countries suddenly exposed to urbanization and industrialization.
3. The changing position of women in society, and of the family as an institution.
4. The force of nationalism, the emergence of new national States, and the acceptance of the welfare of its citizens as a main function of the State.
5. The emergence of large power blocs, the political division of much of the world, the immense destructive forces which these blocs now command because of technological developments, and a widespread fear of nuclear war.
6. In spite of this political division, technological, economic, social and cultural developments have emphasized the essential unity of mankind, and the increased interdependence of the countries of the world. This has institutional form in the creation of new international organizations, notably the United Nations and its Specialized Agencies.
7. The rapid and accelerating growth of population in great areas of the world, the consequent increased proportion of young people and the increased importance of their part in the community.

With these changes in mind, is it possible to suggest what are the important functions of adult education in our world of today? Adult education differs greatly from one country to another, according to its history and traditions, and the stage of its economic, social and educational development. It might, therefore, seem hopeless to look for principles of universal validity. Yet so much has the world become a unity, that there are many principles that hold good for all countries, whatever their background and stage of development. We believe that adult education is a vital means whereby the following ends may and should be promoted :

(i) The best in the traditional culture of each country should be preserved and enhanced, and

people should be encouraged to feel pride and dignity in their own cultural heritage. This is especially, but not exclusively, true of those countries that are undergoing rapid development. Not everything surviving from the past is worthy of preservation; what should be kept raises questions of values, which will vary from one country to another. This lack of complete unanimity need not disturb us, and a diversity of cultures enriches the world.

(ii) People must be encouraged to understand and promote change, to welcome and co-operate with it, recognizing the extent to which they themselves can shape and fashion it, or, on the other hand, must accept it. Men and women faced with changes which they do not understand are likely to become bewildered, resentful and hostile. Access to vocational training or retraining is one aspect of the educational needs that spring from technological changes.

(iii) Every man and woman should have opportunity for individual personal development to the utmost of which he or she is capable. This requires, for everyone, the right to share in all forms of the culture of the society to which he belongs. It also requires that adult education shall be carried on in a spirit of free inquiry, for it is only by having the power to choose between alternatives that the adult becomes a mature and responsible person. In education, man must be subject, not object.

(iv) In today's world, international understanding, mutual sympathy and tolerance of different points of view are more important than ever before. Adult education is needed to promote this understanding, to combat propaganda whereby it is impaired and to put every adult in the way of arriving at the truth. The immense power of the mass media of communication is not always used with this end in view.

(v) In no country is the educational system perfect; through adult education, deficiencies in earlier formal education must be made good.

(vi) Everywhere there is a gap between the specialists on the one hand, and non-specialists on the other (though it is to be remembered that the man who is expert in one subject will certainly be a layman in many others). Adult education is a means of bridging the gap. It can also be a means of creating better understanding between other divided groups in society, for example, between different generations.

(vii) Every adult must be able to equip himself or herself to play as full a part as he or she wishes to take in social and civic life. The changes which we have noted above increase the situations in which men and women must act with adult responsibility, and increase the need for adequate preparation to enable them to undertake that responsibility. Adult education has a special concern to see that in society there are not only the necessary trained personnel to meet the needs of that society, but also that socially active citizens (les animateurs, the active minorities) can equip themselves to play an effective and creative part in social life. There is a danger to the health of society if les animateurs constitute a small and permanent group; through adult education their numbers will expand. It must be remembered that those who are les animateurs in one field of social activity will be amongst les usagers in many others.

(viii) Especially in communities where the old patterns of family and economic relationships are changing with bewildering rapidity, women need help, through adult education, in understanding and fitting into the new order of things. Although this may be a more urgent need in some communities than in others, it applies in some degree to all.

(ix) Thanks mainly to technological developments, the hours that need to be devoted to work are gradually falling. Every adult should have the opportunity of discovering how he or she can most satisfyingly and recreatively use his or her leisure.

(x) In the modern world the education of the producer - technical and vocational education - is generally well provided for because its economic value is obvious. Less immediately obvious but equally important is the need for consumer education, for an understanding of the basic economic factors that are of immense importance in the lives of ordinary people.

The foregoing are, in our view, valuable purposes which can, and should, be promoted through adult education in all countries. In addition each country will have its own problems. It seems sometimes to be assumed that in the economically developed and educationally sophisticated countries the problems are few or none, that adult education is of only peripheral importance, and that the help which Unesco can give is minimal. None of these assumptions is true. However, it is also true that the needs of the developing countries are even more urgent - indeed spectacularly urgent. There is a clamant need for education in community living, in literacy, in adjustment to the changes in social life that are wrought by urbanization and industrialization. Some of the developing countries can meet these needs from their own resources, and seek nothing from outside save sympathy and understanding. Many others, and in particular countries in Africa and Asia which have recently attained independence, must look to the developed countries for help of various kinds.

We believe that this help the developed countries should give generously, speedily and unconditionally. Funds released through disarmament should be devoted to a great expansion of adult education, and especially to helping the developing countries of the world.

In some parts of the world, and this is by no means true only of the developing nations, problems of immigration and of migratory labour face those who are responsible for adult education with special tasks and special opportunities. Immigrants must be helped to understand, and find their contacts with, the society of which they have newly become members. Migrant workers must, in addition, be enabled to acquire the skills and knowledge that are necessary to perform their new jobs efficiently and safely. More than this, they must be helped to attain the cultural and social standards appropriate to their new material standards.

It is relevant to stress again that what is new is the rate of change in this mid-Twentieth century. Even twelve or fifteen years of full-time schooling is inadequate equipment for fifty years of adult life; what we, who are now adult, learnt at school is partly out of date, and certainly needs to be supplemented. This will be even more true of the next generation. Adult education alone can meet the needs of our situation, and here and now it must be accepted as a normal and necessary part of the sum total of educational provision. That is its rôle in a changing world.

## II. CIVIC AND SOCIAL EDUCATION

The smallest, and the most natural, social unit is the family. Education begins at home. In the family the part played by the mother is of inestimable influence; she is, indeed, an educator, and her particular needs, in this rôle, must be a matter of concern for adult education. This is not, for a moment, to suggest that this is necessarily her only rôle, and these her only calls upon adult education. The point is that this is a special rôle which she must play, and which, if it is to be performed effectively in our complex modern world, requires something more than maternal instinct and mother wit.

Although women here have a special place, there is a definite need for men and women to learn to be responsible parents. In countries where patterns of behaviour are changing, and where, for many, the old moral sanctions have lost their force, it is necessary that men and women should be encouraged to think, rationally and reflectively, about their personal responsibilities, and especially about the nature of their family obligations.

Apart from membership of a family, we are all, and always, members of many communities, based on neighbourhood, work, personal interests, beliefs, national group and so on. Above all, we

are all members of the human community; much as we may differ from each other, we are sharply distinguished from the rest of creation, and the brotherhood of man is not a meaningless phrase. What is necessary is that everyone should recognize, and feel himself at home in the different communities to which he belongs, and that he should be able to become an effective member of each of them.

Those who are responsible for adult education have a special concern for social and civic education. They must help adults to understand the nature of the various communities to which they belong, and the duties, responsibilities and privileges which membership entails. This is not just a matter of providing information; also and importantly, it is a matter of encouraging an attitude of co-operation and sympathy, both within communities and between communities.

It is natural to begin with one's own society, and through adult education the maximum number of people should be encouraged to take an active part in the social and political life of their own countries. Because of the opportunities which they give for this kind of participation, such bodies as voluntary organizations, trade unions, co-operatives, and clubs, perform an educative function in addition to the specific purpose for which they were established.

Experience in many countries has shown the special value, in the field of social and civic education, of residential forms of adult education. Adult education is much more than the mere imparting and receiving of knowledge; it also includes the emotional and intellectual maturity that results from the free, critical yet friendly encounter of mind with mind. Such encounters happen naturally and fruitfully in residential courses. Moreover, residential forms of adult education can do much to break down tribal or other group barriers, and to dispel prejudices.

To get people to understand the meaning of world citizenship, and the responsibilities, noble as they are, which it involves, is even more difficult than to get them to take an interest in their own local communities. But, difficult though it is, it must be done, and it is a main responsibility of adult educators. We all have much to learn from each other, and much existing prejudice and misunderstanding is the result of ignorance. There is a great deal to be learnt, for example, from objective study of different economic and political systems. Without dispassionate study of this sort, words become slogans, they lose all precision of meaning, and we are, as it were 'on a darkling plain, where ignorant armies clash by night'. The expansion of Unesco's programme for assisting the exchange of student groups between different parts of the world would help to dispel this ignorance; and, since adult education is our special field, so, we may add, would opportunities for adult educators to visit, see, and discuss the work of their colleagues in other countries. Just

as, in this and other ways, adult educators may look to Unesco for help, so there rests upon adult educators a responsibility for ensuring the widest possible understanding of the rôle and purpose of the United Nations and its Specialized Agencies.

### III. GENERAL EDUCATION AND VOCATIONAL EDUCATION

Vocational education includes training in the skills and acquisition of the knowledge required for a particular trade or profession. General education is hard to define; it includes education in the exact use of one's own language, oral as well as written; training in how to acquire and use information; education in logical, critical, and constructive thinking - we have to train people how to think, not what to think; and education in the forming of judgements in the fields of aesthetic and moral values. General education might, again, be defined with reference to the four main divisions of human knowledge, namely: mathematics, the natural sciences, the social sciences, and the humanities.

Traditionally, the trend in many countries has been to separate vocational and general education, to entrust them to different institutions. The social disadvantages of this practice are becoming increasingly obvious, and more and more attempts are being made to break down the dichotomy. In France, for example, successful experiments have been carried out in bringing together vocational and general education in the same programme. The experience of Sweden goes to show that vocational education should be related to actual situations, that programmes should be founded on ascertained needs, that these include the human and social aspects of industry, and that the 'general education' value depends to a great extent upon the way the subject is taught.

Since general education is concerned with aesthetic and moral values, it seems fitting to refer here to the further opportunities that are open to adult education through the enlargement of leisure for nearly everyone. For some greater leisure is burden rather than boon, and no one who cares at all for aesthetic and moral values can be happy about mass leisure activities, especially those that are commercially provided - passivities they might, perhaps, more accurately be called. Adult education is a means - it might almost be termed the means - whereby people can be given the opportunity of discovering for themselves constructive and satisfying ways of using their leisure. At the same time, we must admit that there is a strain of laziness in all of us, that we tend to take the line of least resistance. The expansion of leisure gives sharper point to the truism that every adult has a right to share in his society's culture, and that culture is not the peculiar right of a small élite. Recognizing that all men and women have the right to adequate

access to both vocational and general education, we urge that all Member States should make provision for the necessary facilities and opportunities for the part-time or temporary full-time release of workers and employees who wish to participate in adult education programmes provided by public and voluntary bodies in the fields of vocational civic, social and cultural education.

#### IV. RESEARCH, UNIVERSITIES AND ADULT EDUCATION

Whilst research into school education has gone far, little has been done about adult education. This is a deficiency which should be made good. Many problems need to be studied; what are the needs of the people? What their aspirations? How should adult education programmes be formulated? What part of adult education contributes to the development of ideological, of cultural values? Which of the mass media of communication should we use? How effective is our teaching, how permanent its results? These are some of the topics in which scientific research ought to be undertaken. Since universities and other institutions of higher education carry in large measure the responsibility for leadership in educational thought and practice, they may well be the most suitable agencies in some countries to initiate research; elsewhere this may more properly be a function of other institutions or organizations.

Universities will naturally wish to limit themselves to those kinds of education which they are fitted to undertake, but we believe that they should regard the teaching of adults and co-operation with other adult educational bodies as a proper and an important function.

#### V. RELATIONS BETWEEN YOUTH AND ADULT EDUCATION

Growth from youth to adulthood involves processes of mutual adjustment, which may be uncomfortable for young people themselves as well as for the rest of society. The way in which, since the end of the Second World War, young people are rejecting the existing patterns of life sets a problem which deserves, and needs, the sympathetic consideration of their elders.

1. No hard and fast boundary should be set between youth education and adult education. They shade off into each other. The purposes and methods of youth education and adult education are, in general, similar and not to be sharply separated. Wherever possible, therefore, direct liaison should be established between adult education authorities and school authorities so as to smooth out the process of continuing education.

2. Although the first years of life are a period of preparation, they are not only that, for young people have their own lives to live, and are faced with problems, and deserve respect, in the same way as adults.

3. Adult education has its roots in childhood and adolescence, for it is at this stage that the seeds of habits of thought and behaviour are sown which will flower in the years of maturity.

4. Young people ought to be encouraged, and shown how to use their leisure sensibly and actively. Leisure gives the opportunity to exercise initiative in choosing how it shall be spent. If the practice of using leisure sensibly and actively is learnt in youth, it will be a valuable acquisition in adult life.

5. As far as possible, young people ought to be associated with adult activities.

6. To the greatest possible extent, young people should be put in a position of having to take responsibility and to make their own decisions. The best opportunities for this are given by group work in its different forms.

7. Special attention needs to be given to youth movements, the purpose of which is to extend, complete and sometimes modify the influence of school and family. When the movement is run by young people themselves it constitutes a form of civic education, for and through the exercise of responsibility. Also it gives the best opportunity of active participation in leisure-time activities.

8. Young people need to be given an understanding of the dignity and value of productive labour, of pride in a job well done, and of respect for the work of others, whatever their activities and vocation.

9. Young people should be brought up to feel affection for their own country, and at the same time, to respect other peoples.

FORMS AND METHODS OF ADULT EDUCATION :  
REPORT OF THE SECOND COMMISSION

The methods used in adult education are extremely varied; they are designed to meet the needs and aspirations of widely differing societies. Important events have taken place since the Elsinore Conference. A number of countries have achieved independence, with a consequent speeding up of their economic, social and cultural development; science and technology have made amazing progress; and man has embarked on the conquest of space.

Because of the swift changes now taking place throughout the world, and of the simultaneous development of resources for and methods of adult education, it has become necessary to compare all the educational methods in use, so as to recommend those best calculated to ensure man's active adjustment to the world in which he lives, through a continuing process of education.

Looking beyond specific experiments suited to a particular environment and special circumstances, the Conference gave its attention to methods likely to be of general interest and applicable to many, if not all, types of society.

#### 1. PARAMOUNTCY OF ACTIVE METHODS

This is an extremely important principle in adult education. The aim is to instruct the adult with his own active participation. This method is based on an awareness of the responsibility of the individual and the group with regard to specific tasks. For nowadays it is not enough to pass on knowledge merely through a one-way form of instruction.

One of the most notable forms of active education is co-operation. The co-operative, born of necessity, meets a definite need. It is a voluntary association of persons for clearly defined purposes. It is conducive to improvement in professional qualifications when the co-operator is in a co-operative related to his particular profession. It broadens his range of knowledge when what he does in the co-operative differs from his everyday activities. But, first and foremost, it is a training school for the exercise of responsibility, an environment in which the individual learns to shed his aloofness, to make contact with others, to acquire a team spirit.

Community development, as an educational process, fulfils as important a purpose as co-operatives in all the countries in which it has been introduced.

Generally speaking, and in all countries, discussion groups of many different types develop a civic sense and constitute a particularly widespread form of active education.

Discussion groups of this kind, together with other means such as courses of lessons, radio programmes, publications, etc., are used in the education of housewives and consumers. In face of the avalanche of advertisements aimed at increasing the sale of various products, it is essential that the housewife and the consumer should not be treated as mere objects but should be capable of making up their own minds independently and objectively, and that they should be equipped for so doing. The importance of correspondence courses - in this sphere as in many others where they contribute towards the general culture of individual persons - should also not be overlooked. In many countries, these courses are widely used, sometimes in conjunction with mass media of communication such as radio and television.

The Conference discussed the importance of the mass publication of books by 'book clubs' and their co-operative counterpart 'book guilds', which maintain contact with their members through the issue of periodicals, seek to guide them, to educate their taste, and allow them to take an active part in the management of the concern. The practice of suggesting topics for discussion on slips inserted in the books circulated or intended for study circles has also proved its value.

In addition, recreational activities, such as sports, drama, dancing, etc., develop a spirit of initiative and a sense of social responsibility which help to fit the individual to share in the life of the community; they therefore have a definite educational value.

Mention was likewise made of the educational value of voluntary international work camps such as those organized by the Service Civil International for mutual international assistance. They contribute directly to the development of an international outlook and a sense of solidarity.

The Conference recommends the fullest possible use and development of methods and techniques of active education.

## 2. VOCATION, OCCUPATION AND DEVELOPMENT OF THE PERSONALITY

The Conference considered the question of vocational training and noted the following :

1. Schools and vocational guidance services do not always enable the adolescent to choose the career or occupation most suited to his character, his wishes and his potential capabilities. It is desirable that greater attention be paid to this problem and to ways of giving better guidance to young people who are about to embark on their careers.

2. The rapid changes that are taking place in industrial techniques (automation) often force people to change their trade or to adapt themselves to a new profession.

3. With the rapid and almost continuous developments that are occurring within every profession, those engaged therein must be constantly adjusting their knowledge - by study, by exchange of experience, and by a kind of perpetual process of self-education.

For these reasons, the Conference recommends :

That change from one occupation to another, or from one social level to another, be not only facilitated but recognized as a right of adults, and that, to this end, a study be made of the relevant measures taken in the most advanced countries so that these may also be applied, as far as possible, in the other countries ;

That education and vocational re-education be closely linked with the development of the worker's personality and the provision to him of opportunities for culture and self-improvement ;

That in this respect women be placed on the same footing as men, and that, in their life as mothers and housewives, they have opportunities for self-education and all-round development .

And that the concern of educators for men and women should not cease when they retire from their professional work, but that a study be made of ways of enabling the aged to engage in activities that are suited to their wishes and needs and that help them not to feel themselves cut off from the life of the community.

## 3. FULL-TIME COURSES

A particularly effective method is the provision of full-time courses for adults covering a period of several months. Although these are much more costly than evening courses, as the workers continue to draw their salary for the whole period, they nevertheless offer great advantages. In the first place, they enable rapid progress to be made in professional qualifications. Then again, if a judicious selection is made from among the best elements in villages, the adults following the courses can become excellent leaders who will contribute towards the economic, social and cultural improvement of the areas from which

they come. This method can be used for the occupational and social integration of immigrants and seasonal workers, whether in industry or in agriculture.

Besides these full-time courses, the Conference acknowledged the great value of evening courses and correspondence courses, and the importance of giving them effective support.

The Conference therefore recommends the use of long-term courses of this kind as being valuable in themselves and as a means of training adult education leaders.

## 4. HOLIDAYS, STUDY TOURS, TRAVEL OPPORTUNITIES FOR WORKERS

Large gatherings, whether of a religious character (such as pilgrimages), an economic character (fairs, exhibitions) or an athletic character (sports events), afford excellent opportunities for educational work. It should be remembered that holidays of this kind were the occasion, in Greek and Roman times, of cultural activities of great educational importance.

However, the educational value of contacts between human beings is considerably enhanced if they are arranged specifically for educational purposes. For instance, workers' study tours, if well organized, afford valuable experience. These workers, who live with families in the same profession as themselves, can discuss their professional experience with their hosts and see how they run their homes and educate their children.

Another way of providing education through contacts is to arrange for exchanges of workers between two countries for extended periods. This method is far more valuable, as the visit can be for a longer time and ensures closer contacts with the host country, where the worker continues to do his normal work. In order that the urban and rural worker may obtain the maximum advantage from such travel abroad, preparatory work should be carried out (language courses, studies on various countries, films, etc.), it is desirable that on their return, courses and group studies should be organized so as to deepen the experience gained.

If workers are to derive maximum benefit from these tours or extended visits abroad, they must be well prepared through language lessons and courses on the civilization of the country they are to visit.

The Conference recommends that public education authorities and non-governmental organizations develop the use of all forms of educational travel and study abroad. It invites Unesco to expand its programme in this field, in particular by ensuring the participation of groups of people who are not, at present, affected by the activities of Unesco's International Exchange Service.



## 5. MASS MEDIA OF COMMUNICATION AND THEIR INFLUENCE ON THE GENERAL PUBLIC

The past decade has been marked by an amazing expansion of the mass media of communication. In the countries in process of development, radio has found its way to the remotest rural areas. In the advanced countries the greatest strides have been made by television. Faced with this situation, the educator has the duty of developing the critical faculties and powers of discrimination. The organization of study circles and discussion groups (such as radio clubs, television clubs, film clubs, etc.) has a twofold aim: firstly, to help people to avoid falling under the spell of these modern communication media, which may lull them into passivity, and, secondly, to train the critical faculties and develop the powers of appreciation which are so important in life.

Use should also be made of existing groups (families, youth organizations, etc.), which should be encouraged to take part in criticism of the press, radio programmes, television and films.

Educators should use the mass media of communication just as they use books, because they reach the general public. A distrustful attitude would not be helpful. Education specialists should rather endeavour to improve their relations with those who control the modern mass media of communication by organizing, at a high level, discussions and conferences aimed at making the purposes of both parties clearly understood and thus establishing contacts which will be to the advantage of all, including the public.

Some delegates drew attention to the importance of the theatre and other traditional forms of entertainment (for instance, the shadow theatre) as a means of education.

The Conference recommends that adult educators attach due importance to the influence of mass media, stimulate critical appreciation and discrimination among the public, and collaborate closely with those who control the mass media in their utilization for the broad purposes of adult education.

## 6. AUDIO-VISUAL MEDIA AS INSTRUMENTS OF EDUCATION

Audio-visual media (posters, filmstrips, modern exhibitions, and radio and television) are valuable instruments of education.

They help to bridge the gap between the level of knowledge of the specialist and that of the man in the street. They also promote exchanges of knowledge concerning ideas, ways of life and mental outlook, between different groups of citizens and different countries. They broaden our knowledge of our immediate environment and of the world in general.

In some countries, it has been possible to

organize literacy courses over the radio. In several others, the radio and television are used for the teaching of various academic subjects.

In all countries, the radio is being successfully used for social education.

In most cases, it is necessary to have the teacher present, to serve both as a channel for the transmission of information and as a discussion leader.

The Conference recommends that adult educators make fuller use of the audio-visual means of education available to them, from photo-posters and filmstrips to television, according to the suitability of each of these to given situations.

## 7. MUSEUMS AND LIBRARIES

Museums and libraries must be brought within the reach of a greater number of persons.

It is advisable to introduce active methods in this field, such as exhibitions of original works on a given theme, regular contact with the general public through the mass communication media (press, radio, television, etc.), publication of guides and booklets, and travelling exhibitions of reproductions of works of art. In short, the museum and library must become cultural centres combining instruction with pleasure.

The Conference, having regard to the need for the spread of all forms of culture among adults, recommends that the governments of the Member States of Unesco encourage the development of cultural institutions and provide the necessary facilities for this purpose (low-priced books, admission to museums free of charge, special facilities for obtaining tickets for dramatic and orchestral performances, the use of radio and television for educational purposes, extension of the network of libraries, etc.).

The Conference recommends that those responsible for museums and libraries and for the media of mass communication collaborate so as to increase the contribution of all of these to adult education.

## 8. METHODS OF COMBATING ILLITERACY

Literacy campaigns are only one aspect - the most important and the most pressing - of the overall problem of adult education. They should not cause us to lose sight of the need for each individual continually to adapt himself to a rapidly changing world. Such campaigns are thus only one stage in a continuing process. They may be preceded or followed by other forms of education.

The importance of motivation - religious, economic or cultural - in any literacy campaign should be emphasized. Without such motivation the best methods may be doomed to failure.

Different methods were reviewed, such as courses given by professional educators and by

voluntary instructors, and the successful experiment of education by radio.

The Conference recommends that Unesco, in co-operation with the United Nations and the other Specialized Agencies (in particular ILO), and with those Member States in which illiteracy still obtains, and appropriate non-governmental organizations, should make effective arrangements for the speediest possible eradication of ignorance, throughout the world, drawing up plans for the purpose.

To this end, further aid should be given to the countries in process of development (*inter alia* through the granting of fellowships for the training of teachers and funds for the preparation of educational material, etc.), and the experience of those States in which illiteracy has already been abolished should be made available to all.

The literacy campaign, with its various programmes, should be linked with the school system as well as with programmes for general and vocational education.

#### 9. INTERDEPENDENCE OF THE SCHOOL SYSTEM AND ADULT EDUCATION

For the purpose of promoting the progress of adult education and ensuring that it fulfils its true purpose with maximum efficiency, it is desirable to intensify the campaign for literacy and compulsory school attendance; the best possible foundation will thus be laid in the education of children and adolescents, with due regard to the abilities of each individual.

But the increase of school attendance at the primary level is not sufficient unless each child is guided, at a suitable age, towards the type of education best suited to his abilities - short or full courses, general or technical education - as an extension of his primary schooling.

The Conference recommends that every country take all appropriate steps to ensure the most suitable guidance for each pupil (psychological and educational techniques, active methods, organization of schools that will make it possible for children to pursue any stream of study, establishment of a more extensive network of schools, daily transport of pupils living a long distance from school, school canteens and material assistance for families) so as to ensure, in the interests of each individual and of the society to which he belongs, a broader democratic basis for education which will make the pupil more independent of his geographical and social origin.

Only then will adult education, relieved of the burden which it must assume for the time being, cease to be a mere supplement or corrective to the school and be able to fulfil its true function.

It is generally agreed nowadays that active methods should be used in adult education, so as to give the people receiving such education the

fullest possible share in their own development by allowing them to put to use their powers of initiative, imagination and organization and their sense of realities.

This task of adult education will be facilitated if suitable preparation for it has been made at school or university.

The Conference recommends that school or university education should use all means of developing the all-round personality of the child or student. Accordingly, in the study of every subject, the fullest possible recourse possible should be had to methods - adapted to the subject and to the student's degree of development - which are in the nature of a rediscovery.

The best possible guarantee will thus be provided for the continuity of the work done by the school or university and of the process of adaptation or improvement, at the adult stage.

#### 10. MOBILIZATION OF ALL EDUCATIONAL RESOURCES

In a rapidly changing world, the education of adults is as urgent a need as the education of children.

Governments should include adult education in any plan for the extension of education and, in particular, should see that account is taken of the needs and techniques of adult education in the initial stages of school building programmes.

If adult education is to be fully effective, special premises must be provided for it. In addition, as technological progress gives workers more and more leisure, premises are needed even in the day time.

However, considering the urgency of the problem, the most effective and economical use should be made of all available human and material resources.

In view of the very great efforts being made in all countries for the development of school and university education, and with the object of ensuring that those efforts do not in any way interfere with the work of adult education, the Conference recommends that all States, during a transitional period pending the availability of suitable premises for adult education, draw as widely as possible, for the furtherance of such education, upon the premises and teaching material available in the various types of schools and universities, and that plans for the full utilization of these resources for adult education be established without delay in every country. Nevertheless it is desirable that, where the need is so felt, special facilities should be provided for adult education. In view of the fact that technical progress makes for the increased leisure of workers, there is a need for the provision of such facilities even in the day time.

It is also possible to find accommodation outside the schools. Museums and libraries have rooms

more suitable for adults than are classrooms.

Similarly, there may be manufacturers, commercial concerns, political parties or cultural organizations, willing to lend their premises for this kind of education.

## 11. LEADERS

There is an increasing tendency for the adult education movement to use its own trained staff. Teachers and leaders need a special training to fit them for their task. Government officers (administrators, agricultural advisers, health educators) who co-operate with adult educators in the development of the community also require suitable training for the purpose. Even voluntary workers need some training in adult education methods. In the newly independent countries, political staff should be transformed into educational staff; enjoying the confidence of their people and with their experience in human relations, they can become leaders in the continued campaign to remedy underdevelopment.

Teachers can make an invaluable contribution, provided that they are acquainted with adult education methods.

(a) As the development of adult education necessitates the fullest possible co-operation on the part of all persons suitably qualified by their general education, their professional training or their teaching experience, the Conference recommends that the contribution of all these persons should now be organized in a systematic manner and, in particular, that this personnel should be trained through seminars as leaders and be assisted to improve their methods while exercising their professional functions.

A widespread recourse to teachers is bound to have most beneficial effects on teacher training and on school and university education, because of the regular contact thus established between the school or university and all the live forces on which progress in each country depends.

It will also have the great advantage of enhancing the value of teaching by enabling it to play an even more essential part in the community, to whose progress it is designed to contribute.

(b) In mobilizing all available resources for the progress of adult education, the more highly developed countries should assist those still in process of development in different ways, in

particular by sending experts and awarding study grants for all types of adult educators.

The non-governmental organizations are invited to fulfil the same function in the countries in process of development.

## 12. SOCIAL SCIENCES AND PSYCHOLOGICAL RESEARCH

The Conference laid great stress on the need for motivation. The environment of students has to be studied if the education provided for them is to be adjusted to their needs and to the aims in view.

It is therefore necessary to conduct regular research on the use of the various educational methods and techniques in a changing society. In a period in which far-reaching changes are taking place, the educator must turn to the social scientist and the psychologist.

The social scientist should conduct preliminary surveys. He should be associated with the educator in preparing the plan of work, in carrying out this plan and in following up results. The social scientist and the psychologist should therefore work as closely as possible with the educator.

Educators and leaders at all levels may take part in sociological research and experimental study under the guidance of the social scientist. This new technique of making use of field workers has the definite advantage that their findings can be put to immediate use.

(a) The Conference recommends that special attention be paid to new methods, which are of very great importance.

At a time when economic and industrial planners are investing enormous sums in order to obtain accurate knowledge of all factors governing their plans, adult educators cannot keep to amateur methods and embark on their work without gaining a knowledge of the social background of those for whom it is intended, through the facilities offered by social science surveys and the studies of psychologists.

(b) The Conference accordingly recommends that social scientists and psychologists take part at all stages in the planning and practical organization of adult education; and that this co-operation be arranged within Unesco through closer collaboration between the Department of Social Sciences and the Departments of Education and Mass Communication.

STRUCTURE AND ORGANIZATION OF ADULT EDUCATION :  
REPORT OF THE THIRD COMMISSION

The Conference considered the following three issues :

Rôle of governments

Rôle of voluntary organizations

Co-ordination of governmental and non-governmental activities.

It was felt that these three areas were closely interrelated and that no benefit would accrue from attempting to deal with them individually in isolation. However, an attempt has been made to gather together again the main points relating to each sub-heading without relation to the time sequence or without reference to the individual delegates or representatives who made a particular point.

## I. VOLUNTARY ORGANIZATIONS

A good deal of attention was concentrated upon the rôle of voluntary organizations and their relationship with governments, particularly in connexion with the rôle that governments could or should play in any expanded programme of adult education.

### (a) Case for voluntary organizations in adult education

The arguments in favour of voluntary organizations, put forward during the session, may be summarized as follows :

1. Adult education, unlike some other forms of education, is entirely voluntary. Individuals are free to attend or stay away. To be effective, adult education organizations must reflect this voluntary character. Adult education cannot be controlled by governments if it is to be really vital and alive.

2. Adult education, particularly in the sphere of the liberal education of adults, is concerned with the values which underpin the modern democratic society. It must be concerned with the development of man's questing and critical awareness of the society in which he lives. This involves consideration of fundamental and possibly controversial issues affecting society in the field of politics, economic policy and moral judgements. Government institutions, with the best intentions in the world, are unlikely to encourage the free examination of questions which may undermine the policy of a party in power or which may irritate or alarm influential sections of the population who are

distressed by any questioning of the beliefs, ideas or customs they have accepted in the past.

3. In the general field of arts and culture government control may well be sterile. Only voluntary organizations can release the creative resources of adults effectively. In this field the government can provide resources but not planning and control.

4. Governmental institutions tend to be rigid and cautious, reluctant to attempt new projects. Voluntary organizations can take greater risks, be more venturesome and experimental. This is one of the major contributions that voluntary organizations can make and their flexibility should be respected and supported.

5. Voluntary organizations can do much to create the necessary public opinion favourable to adult education within which adult education can flourish and without which even governments in a democratic State cannot move with any confidence.

6. Voluntary organizations must be preserved as important providers of adult education services, not merely because they meet the criteria set forth in the five preceding paragraphs, but also because in a democratic society participation in a voluntary organization is an educational experience in its own right and an experience which helps to develop the powers of individual responsibility and leadership.

### (b) Limitations of voluntary organizations

While there appeared to be general agreement with the general thesis that voluntary organizations play, and must continue to play, an important rôle in the provision of adult education services, many members expressed doubts as to the complete validity of the thesis in terms of the conditions operating in an age of rapidly accelerating scientific and technological change. It was not that they disagreed with the value of the rôle of the voluntary organization, but they felt that to follow the thesis to its logical conclusion must relegate governments merely to the rôle of providers of funds for adult education without supervision, direct share in planning or ultimate control. This seemed quite out of touch with reality. Some confusion undoubtedly arose from the use of the term 'government' when what was under discussion was the 'State' which embodies not only governments (which may change both in membership and in policy) but all the institutions, both national and local, which have some concern with education, i. e. government departments, schools, universities.

Those who had pressed most strongly the case for the voluntary organizations accepted this definition and made it clear that they were not arguing that governments or State institutions should be concerned only with the provision of funds for adult education, or limited in their rôle to the provision of services within the field of vocational courses or fundamental education. What they supported was a fruitful partnership between statutory bodies and voluntary organizations. What was important was that in reorganizing to meet the adult education needs of today the real value of the voluntary organizations and the contribution they can make should not be ignored.

## II. GOVERNMENT POLICY

In discussing the rôle of governments in adult education and taking into consideration the sense in which the term was used as meaning the "State", the following points arose :

1. There was general agreement that the State (as defined) must be concerned with adult education as an essential and integral part of the total educational system of the country and that, as the State must be concerned with and responsible for seeing that educational facilities were available to all children, so the State must be concerned with, and responsible for, seeing that education was available to every adult irrespective of the degree of formal education he or she had obtained as a child.

2. Complete agreement that the State authorities were responsible for providing adequate financial resources for adult education and that at present, in most countries, the resources made available were meagre, in terms (a) of the amount spent on other forms of education and (b) the urgency of the tasks facing adult education in a world of rapid scientific and technological change.

References were made to resolutions passed at the international seminar on the access of workers to culture held at Bucharest in favour of general disarmament as a method of releasing resources which could be devoted by governments to an expansion of adult education facilities, and the suggestion was made that the Conference might make a formal resolution in the matter. In the general discussion that followed it became clear that all members hoped that the countries of the world could reach some agreement on disarmament but that the consideration of this topic was outside the scope of the agenda of the Conference. It was appropriate to make a recommendation asking governments in all countries to make more money available for adult education but quite inappropriate to suggest from what budgetary resources they should obtain the money.

3. There was general agreement that in newly developing areas, where the urgency of the problems was even more obvious, the government or

State must take an active lead in adult education. Voluntary organizations take time to emerge and, having emerged, take time to gain experience and maturity. The delegates from Ghana, Liberia, Morocco and Tunisia illustrated this position clearly in their descriptions of relationships in their countries between government, educational institutions and voluntary organizations.

4. There was general agreement that there were special areas within the field of adult education which must be financed, planned and controlled by the State though not necessarily by a central government authority. These areas would include fundamental education (not necessarily limited to literacy campaigns), vocational education at the technical level, and the ensuring of the necessary basis for adult education in the form of adequate financial resources, building, equipment, and teacher training.

5. There was a high degree of agreement, though not complete agreement, with the proposition that even in highly developed countries (economically and educationally) the State must be responsible not only for the provision of the necessary funds for adult education but also for a high degree of involvement in the actual provision of adult education programmes, in planning, in some form of supervision of the work undertaken and in general overall control.

Those who supported this final view made the following points :

(a) In view of the urgency of the tasks facing adult education today, no government can leave the provision of adult education services to chance. Voluntary organizations tend to concentrate upon special fields and to attract special audiences. Some section of the community might be ignored, important community needs might be overlooked - gaps might appear. It is the responsibility of the whole community through its 'State' institution to consider total national interests and ensure that all individuals in the community have access to a complete range of adult education services.

(b) The impact of rapid scientific and technological developments is creating sharp and sudden changes and social problems, in the relatively stable and mature societies as well as in the newly developing areas. Even if voluntary organizations could plan and control adult education in the past, when change was slower, the problems are too acute today. A crash programme in adult education is needed. Total community involvement is required and the community must work through its own State and local institutions.

(c) There is need for greater stress upon the rôle which can be played in adult education by the schools and the whole teaching profession. We entrust teachers with the education of the whole child (vocational, aesthetic, cultural, civic and human values). Teachers do work with adults. With training they could do it better and more teachers could be involved. Schools have resources which should be available to adults as

well as to children. Even if voluntary organizations have a special contribution to make in the sphere of liberal education for adults, agreement on this point should not be taken to mean that the contribution of schools and the teaching profession must be limited to the sphere of vocational or remedial education of adults. The possibilities and potentialities are much wider.

(d) Increasing involvement, participation and overall supervision and control over general framing and planning of adult education by community-established institutions does not necessarily imply any reduction in the rôle played by voluntary organizations, nor necessarily any reduction in the freedom of the voluntary organizations or in the absolute total of resources they receive from the State. It appeared clear from delegates' reports at the Conference that, in countries where the State is conscious of its obligations in the field of adult education, the number of voluntary organizations concerned with one aspect or another of adult education increases even more rapidly than the programmes of State controlled or State supported institutions. The share going to voluntary organizations in the form of money or services may be greater in total even if relatively smaller.

The Conference recommended :

1. That Unesco and governments of Member States should be urged to pay increasing attention to workers' club-type organizations which can play a very important part in the education of the people and the development of cultural life since, through their forms, methods and activities, they offer a wide range of education possibilities.

2. That there is an increasing need for academic research in the field of adult education and in the training of adult educators at various levels. Both research and training must be a responsibility of universities and of educational organizations such as teacher-training colleges.

3. That, even in advanced countries, the pace of technological and scientific change means that we are faced by relative illiteracy, and all resources must be mobilized against this new phenomenon.

### III. CO-ORDINATION OF GOVERNMENTAL AND NON-GOVERNMENTAL ACTIVITIES

Discussions on the two sections 'Rôle of governments' and 'Rôle of voluntary organizations' overlapped with discussions on 'Co-ordination'. This was inevitable.

The point was made that it is difficult to talk of the rôle of voluntary organizations on the one hand and the rôle of the government on the other in isolation. The new tasks facing adult education involve a partnership, and the rôles of both types of institutions will be determined in different countries in different ways according to their stage of evolution and the maturity and responsibility of the voluntary organizations.

It was felt that the term of 'co-ordination' implied some authority with power to decide by fiat the rôles to be played by various institutions or organizations. It was felt that a term like correlation or co-operation might be more appropriate.

In discussing co-ordination or correlation, it became clear that it was not possible to consider 'voluntary organizations' as being all identical. Even if we restricted our attention to voluntary organizations which could rightly claim some participation in, and interest in, adult education, the degree of that participation and interest must vary considerably. Although comparisons may be invidious, it is not possible to consider co-ordination - correlation - co-operation with the State on the basis of all voluntary organizations concerned with adult education having exactly the same relationship with the State. Some distinction must be made.

In discussions the following types of voluntary organizations were distinguished, although it must be borne in mind that there is no black and white division between the categories but a gradual and imperceptible merging of one into another :

(a) organizations concerned solely with adult education, e.g. WEA, People's Education Committee in Ghana, Indian Adult Education Associations, CAAE, etc.;

(b) organizations set up for purposes other than education but whose contribution in the field of adult education is both extensive and by no means peripheral, e.g., trade unions, co-operative societies, country women's associations, and so forth;

(c) organizations created for educational purposes but whose interests are limited either in terms of subject matter or in kind of membership, e.g., ornithological societies, geographical and historical societies, drama and music groups, etc.;

(d) organizations concerned with special interests, which do supply their members with educational services in the form of lectures, film evenings, etc., but whose educational aspect is peripheral to the social, recreational, economic, religious or political objectives which form the main purpose of their existence.

While there is no sharp black and white division between the categories, the Conference realized that it is important to recognize that differences do exist and that this has a bearing upon policy decisions, particularly in determining the relationship which should exist, in any given country at any particular stage of its development, between State institutions and voluntary organizations.

### IV. INTERNATIONAL CO-OPERATION

1. In the discussion on the rôle of governments in adult education, a number of delegates (including representatives from Nigeria, Liberia and Ghana) pointed out that, in some countries facing problems of violent and rapid change merely as a

result of their own efforts to achieve moderate levels of modernization, resources available for the task were often insufficient. No matter how conscious governments were of their responsibilities to expand adult education, to overcome illiteracy, to develop cultural opportunities and to provide every adult with the educational facilities which would enable him to develop fully all the latent resources within himself, neither finances nor trained manpower were available to handle the tasks. Only international support and co-operation on a massive scale could make success possible within these countries and enable the governments to carry out the responsibilities they were eager to shoulder.

2. It became clear, as the discussion on this topic proceeded, that delegates were conscious that the newly developing countries of Asia, Africa and Latin America were facing a crisis of a magnitude which is only now becoming obvious. In spite of almost superhuman efforts on their own behalf, and in spite of the impressive assistance given by Unesco, ILO, WHO, and of the technical aid given by States and through such programmes as the Colombo plan and other bilateral assistance programmes, the gap between the developed countries on one hand and the relatively underdeveloped countries on the other is widening instead of closing. The rate of scientific and technological change is constantly accelerating. Countries with an established industrial, technological and scientific structure are in an advantageous position. Not only are they already in an advanced position but further advance is easier and more rapid. The developing countries on the other hand, like the character in 'Alice in Wonderland', must constantly run faster and faster, even to stay in the same relative position. If the gap between the developed and the developing countries is not to widen to disastrous proportions, a programme of international co-operation and assistance must be organized on a world-wide emergency basis.

3. In certain areas the increase in population presses on resources. The delegate from India pointed out that even if 50%-70% of budgetary resources were utilized over the next five years for providing elementary education for children between the ages of five and eleven, it is doubtful whether all the children in India in this age-group could be assured of adequate schooling. As the government must build up the country's economic potential, and increase production of food, housing, clothing, health facilities, as well as factories, roads and capital equipment, the total resources cannot be devoted to child education. Under such circumstances the government cannot hope to carry out its obligations in the field of adult education without assistance through international co-operation.

4. The point was made by several delegates that international assistance to developing countries should be based on a system of multinational co-operation rather than on bilateral agreements.

Such assistance should, if possible, be channelled through the United Nations and its Specialized Agencies such as Unesco, ILO, WHO, etc. A suggestion was made that there was need for a special fund, to be set up under the auspices of Unesco, for the specific purpose of overcoming illiteracy wherever it still exists in the world.

5. Other points which emerged from the discussion of international co-operation were :

(a) Some delegations expressed the view that Unesco should take a lead in convincing Member States of the urgency of reaching agreement on a single 'second' language. This language when chosen would be taught in all schools in all Member States, thus providing a language of communication throughout the world.

(b) Need for greater exchange of adult educators from country to country, through travel and study grants, the organization of regional and international conferences, and the interchange of members of staff for varying periods between adult education organizations in different countries.

(c) Possibility of the extension under the auspices of Unesco of the voluntary labour camp principle to adult education, e.g., volunteers from various countries helping a special project such as the construction of adult education centres.

(d) Unesco's schools project provides certain schools with material designed for teaching about international understanding. The suggestion was made that this project be extended so that it can provide similar material for adult education institutions and organizations.

(e) A number of delegates spoke in favour of proposals referring to the right of workers to paid study leave. It was suggested by some delegates that this should include transportation and paid travel expenses for study outside the worker's own country. Full agreement could not be reached on this point; a number of delegates felt that adequate provision for the further education of workers could be made by job release arrangements and special scholarships, but that to insist on the right of all workers to such release and such payments was premature at this stage.

## V. POSSIBILITY OF ESTABLISHING A WORLD ASSOCIATION

1. Discussion of this and the preceding topic, in fact, concerns two related issues :

(a) How can Unesco attain its short- and long-term objectives through adult education? From whom should Unesco seek advice in regard to adult education? What should be the status of any advisory or consultative body?

(b) How can people and institutions that are professionally and directly concerned with adult education, as a matter of organization, process and content, strengthen their own relations? In doing so, they would hope to serve their own work better and, to the extent that they succeeded,

they would serve the purposes of Unesco, and it is therefore in the interests of Unesco to assist them.

2. There are, therefore, two rather different views as to what should be the continuing consequences of this Conference. On one hand, it was urged in discussion that :

(a) development of international contacts should be within the framework of Unesco ;

(b) the adult education interests of Unesco require better budgetary provision and higher status in the Secretariat ;

(c) the existing Consultative Committee on Adult Education should be strengthened, i. e. it should have a permanent nucleus of members drawn from non-governmental organizations with the most direct concern for adult education ; it should meet at definite intervals ; it should report directly to the Executive Board and not to the Director-General. (1)

3. An alternative to this view was the suggested creation of a World Council of Adult Education within the broad framework of Unesco and financially aided by it.

4. In relation to these suggestions, the Conference examined the objectives which it believed to be implicit in the attempt to develop more effective international contacts, e. g. :

(a) to strengthen Unesco in carrying out its major purposes, such as the attempt to eradicate illiteracy, to establish a world clearing house for education and to promote adult education throughout the world ;

(b) to facilitate regional action (seminars, training courses, etc.) which contribute to Unesco's purposes as a world organization ;

(c) to increase the possibility of personal contacts between people directly responsible for the provision of adult education ;

(d) to develop mutual understanding by encouraging people from different countries to meet for travel, study and discussion in educational settings ;

(e) to encourage the work of Unesco and of existing national and regional centres for research and provision of information which are open to people from more than one country, and to support the developments of new centres as necessary ;

(f) to increase the international usefulness and circulation of publications, audio-visual material, etc. , produced by Unesco, by public and private agencies in Member States and by non-governmental organizations.

Having regard to the points of view set forth above, the Conference, on the proposal of the Third Commission, adopted four resolutions which are given in the following section of this final report.

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(1) This procedure raises constitutional difficulties that were appreciated when the recommendations that appear in the final resolutions were formulated.



## RESOLUTIONS

### ADULT EDUCATION AND WORLD PEACE Resolution adopted by the World Conference on Adult Education

1. Recognizing the importance of Adult Education in a world of rapid change, this Conference urges all Member States of Unesco to invest a higher proportion of their resources in the development of Adult Education.
2. It regards such development as an urgent and important factor which would itself contribute to the promotion of world peace and understanding.
3. Recognizing that the successful achievement of world disarmament would release substantial resources for peaceful purposes, it calls upon all nations to work with urgency and dispatch towards this desirable end.

### ROLE AND CONTENT OF ADULT EDUCATION

#### Humanism and technology in Adult Education

While adult education should contribute largely towards improving the professional qualifications of the individual, it should also allow scope for reflection on the values attaching to human life, which it is the duty of social progress to uphold, in every age, with a view to their ultimate triumph.

Accordingly, the Conference recommends that this type of education should provide an opportunity for free discussions, between participants with different educational, social or professional backgrounds, on the rôle of science and technology in the development of our society and on the idea that men should form of this rôle so as to ensure the continued advance of mankind.

#### The inspiration of Adult Education

Having regard to the fact that education must be realistic, scientific and related to present-day life, so as to contribute to the overall development of the modern man, to mutual knowledge and respect of peoples and their cultural values, and to the strengthening of peace throughout the world, and also to the fact that a similar rôle is played by art ;

Considering that education and culture should be available to everyone, irrespective of race, sex, nationality and religion, thereby helping to

ensure complete equality of rights to men and women in all walks of life ;

The curricula and textbooks prescribed by the competent bodies should be such as to ensure that education is realistic and scientific, imbued with humanistic ideals, calculated to develop the intellectual faculties of citizens, their powers of judgement and reflection and their aesthetic sense, and thus to complete the ethical education of adults, with due regard to all the factors required to raise the status of the individual as a human being and a citizen respecting other human beings and their work ;

Measures should be taken to remedy the disparity between rural education and urban education ;

Education should embrace the great ideals of mankind and should foster mutual respect between the peoples, and mutual appreciation of their cultural values ; it should break down racial hatred and make for brotherly understanding among the peoples ; it should militate in favour of peace throughout the world.

#### The collaboration of scientists and artists

Unesco and/or the National Commissions should make arrangements in the near future for the holding of a series of seminars, symposia or round-tables on the problems of popularizing science and art, with the co-operation and under the direct impetus of leading scientists and creative artists who have a special responsibility in this matter ;

Unesco should appeal to all intellectuals and artists throughout the world, reminding them of their responsibilities for the education of adults.

#### Aid for creative activities

With a view to developing the creative ability of adults, encouragement and support should be given to all their creative efforts in the spheres of art and culture, science and technology.

#### Traditional forms of popular culture

This Conference recognizes the value in Adult Education of the traditional media of entertainment such as the theatre, the puppet-show, dance-dramas, ballad recitals, etc., and,

While welcoming the few attempts being made in some countries for using drama in various

forms, for Adult Education, expresses its concern over the fast disappearance of these traditional forms in communities which until recently used to be proud of this heritage, and

Calls upon Unesco to conduct a special and early investigation into the still surviving forms of traditional and folk drama and allied popular types of entertainment particularly in Asian and African countries, with a view to discovering those aspects of these forms which can be harnessed to meet the present-day educational needs of adults, and also with the object of devising practical methods of incorporating them in Adult Education and cultural development programmes of those countries.

## FORMS AND METHODS OF ADULT EDUCATION

### Contribution of the social sciences to the advancement of Adult Education

#### Introductory remarks

There is no denying that it is becoming increasingly difficult to adjust Adult Education to the rapid and complex changes of civilization, which are continually giving rise to new problems. The cultural needs of individuals and of society as a whole, the aspirations of the urban and rural populations both in the advanced and the underdeveloped countries, together with the short- and long-term effects of their own work, tend more and more to baffle analysis by those concerned with Adult Education.

To gain a more reliable knowledge of these factors, Adult Education workers need the assistance of scientific research. In every country, extensive research has already been carried out on ways and means of raising living standards, with the result that remarkable economic progress has been made over the past few years. It is no less important to raise the cultural level both of advanced and of underdeveloped societies - a process which involves yet more complex problems than the raising of material living standards. In order that these may be dealt with more effectively, it is to be hoped that there will be a vigorous development of research aimed at contributing to the cultural progress of all sectors of society.

Accordingly, the Conference puts forward the following recommendations :

(1) Adult Education specialists should have at their disposal an effective system of information on the initial results of economic, sociological, psychological and educational studies likely to help them in defining the needs, aspirations, aims, programmes, methods and general machinery of adult education ;

(2) In every country they should encourage the specific research necessary for the progress of

their work and - more generally - for the framing of a more effective educational policy for raising cultural standards in the light of the needs of the individual and of society as a whole. They should associate research workers not only in the checking of results but in all stages of their work ;

(3) In every country they should assist in the establishment or development of research institutes in which economists, sociologists, psychologists and other social scientists would co-operate with Adult Education leaders and workers in conducting research for, on and by cultural action ;

(4) Unesco should give its support to international associations, meetings or working parties organized for the development of a sociology of Adult Education. They would consist of specialists in sociological, economic, psychological and educational research and of specialists in Adult Education. They would co-ordinate national research. They would, from time to time, carry out comparative research on the most important problems involved in providing more extensive knowledge and culture for adults (leisure and popular culture, development of the personality among young people, co-ordination of the constructive work of the mass media and of cultural groups, relationship between the raising of living standards and the raising of cultural standards, etc.).

#### Film, radio and television

Considering the constant and widespread impact on adults, all over the world, of popular entertainment through the media of feature films, television and radio programmes ;

Appreciating the value of entertainment as the way to the hearts and minds of men, and as the promoter and preserver of the artistic and cultural heritage of communities ; and

Keeping in view the formative or destructive effect that entertainment through the mass media can have upon people in societies emerging into new social and economic environment and facing cultural crises ;

This Conference calls upon :

(a) bodies and organizations comprising those who control the media of popular entertainment, such as films, television and radio, to consider how they can effectively incorporate into some of their programmes (films, radio and television) a constructive outlook and an incentive for a richer, better and more informed life ;

(b) Unesco, to take steps to bring educators and cultural leaders into friendly contact with those who control the media of popular entertainment and facilitate exchange of ideas between the two, as a preliminary to the working out of concrete suggestions for the production of a new type of entertainment programme that will retain popular appeal and, at the same time, enrich the thought and way of life of the average man.

## STRUCTURE AND ORGANIZATION OF ADULT EDUCATION

### Adult Education as an integral part of every educational system

Recognizing that the wider provision of education for children and young persons which has taken place in most countries during the last century has been accompanied by the development of an increasing demand for education by adults, this Conference urges governments to regard Adult Education not as an addition, but as an integral part of their national system of education.

The Conference recommends that it be declared as a fundamental principle of this Conference that Adult Education is an integral and organic part of every national system of education, and that it should therefore receive within the system the attention and economic resources which this status justifies, in proportion to the necessities of each country.

The Conference recognizes that, amongst the needs of various countries, the highest priority should be given by governments and United Nations agencies to economic development, particularly in the underdeveloped countries. The Conference invites the attention of governments and United Nations agencies to the urgency of preparing the minds of adults in these regions to take full advantage of and participate in these measures for furthering economic development. It further urges governments and United Nations agencies to treat Adult Education as a part of economic and multipurpose development and of the United Nations Expanded Programme of Technical Assistance for economic development.

### Planning of and resources for Adult Education

The Conference considers that the task of furthering the progress of countries undergoing a process of development, particularly in the educational field, demands integral planning of purposes and programmes, and requires that an organism which represents the society as a whole shall direct, co-ordinate and supervise their execution. For this task the most suitable institution is obviously the State.

Although, in the case of democratic States, there is no cause for reservation, the Conference considers that this problem concerns the educational traditions, customs and cultural habits of the various countries; nevertheless, we consider it essential for successful results that all resources be put to use according to a plan, for the benefit of all, and particularly of those sectors of the population whose need is the greatest.

### Responsibility of governments for Adult Education

Recognizing that the nature of governments' participation in Adult Education provision will

vary according to the different stages of development and educational traditions in countries, this Conference nevertheless affirms that it is the duty of governments to create the conditions, both financial and administrative, in which satisfactory Adult Education can be carried on.

### Adult Education and the standard of living

Taking into account the fact that the use of educational opportunities is conditioned by an adequate economic standard of subsistence among the population to whom these opportunities are offered, and that it is completely vain to determine pedagogical principles, norms and techniques while ignoring the basic conditions of life which make it possible to take advantage of educational services; the Conference considers that it is indispensable to complement all the technical recommendations, with the fundamental recommendation that the Member States concern themselves with enabling the masses of the population to enjoy a minimum level of economic subsistence.

### Non-governmental organizations and Adult Education

Active participation in a voluntary organization is an educational experience in its own right and helps to develop the qualities of individual and social responsibility and leadership. The Conference therefore urges governments to encourage voluntary organizations, since without the freedom, the creative resources, and the experimental approach which should characterize such bodies, an essential element in the education of adults is lacking.

### Facilities for Adult Education

Recognizing the right of all men and women to adequate and equal access to both vocational and general Adult Education, this Conference urges all Member States to make provision for the necessary facilities - for example, payment of salaries and expenses for travel and subsistence - for the part-time and temporary full-time release of adults in all occupational groups in order to participate in the Adult Education provision made by public and voluntary bodies in the fields of vocational, civic, social and cultural education.

### Voluntary service corps for Adult Education

The Conference recommends that Unesco consider the establishment of a United Nations voluntary service corps, which would provide opportunities for people of all ages, nations and beliefs to give one year of work in the world battle against poverty, disease and illiteracy; such volunteers would supplement the efforts of non-governmental work camp organizations, and provide dramatic action for international understanding and co-operation.

### Youth and student organizations and Adult Education

Considering that not only adult organizations are interested in Adult Education, but that student and youth organizations are also concerned with this programme ;

Considering that many international youth organizations have proved themselves responsible and capable in the field of education, as is witnessed by the numerous efforts they have made in this field ;

Considering that student and youth organizations can strengthen the Unesco Adult Education programme, for a number of reasons, such as that :

- (i) they study a variety of subjects,
- (ii) they are aware of the needs of their own people,
- (iii) they will be the future leaders of their countries,

(iv) they know students and young people capable of contributing to the Unesco programme ;

The Conference recommends that, in the Unesco programme for Adult Education, there be a mobilization of students and young people to aid in that programme, and that the appropriate non-governmental organizations be associated in this action.

### Working languages of future world conferences (1)

Having regard to the broad representation of Member States of Unesco, at the Second International Conference on Adult Education in Montreal, Canada, and in view of the obstacles which limited translation and interpretation facilities present to the free flow and exchange of ideas among the delegates ;

The Montreal Conference recommends to the Executive Board and the Secretariat of Unesco that provision be made in future world conferences on Adult Education for the use of the four working languages of sessions of the General Conference and the Executive Board of Unesco, and the provision in all meetings of such future conferences of interpretation facilities adequate to permit the simultaneous interpretation of speeches made in English, French, Russian and Spanish.

### Regional meetings on Adult Education and literacy

The Conference proposes that within the next two years Unesco hold, in Latin America, Asia and Africa, regional seminars of countries having common problems in regard to Adult Education in general, and illiteracy in particular, so that in these meetings practical solutions for raising the cultural level of the said regions may be studied and agreed upon.

### Permanent Committee on Adult Education

The Conference was unanimous in stressing the greatly increased significance of Adult Education in a rapidly changing world, and the obligation incumbent on Member States to give practical recognition to this fact. Consequently, it recommends that Unesco should increase its own budgetary appropriations for Adult Education to an extent sufficient to provide adequate resources and staff to deal effectively with the tasks to which it is committed in the field of Adult Education.

1. There should be established within the framework of Unesco a committee with a permanent status and a known basis of membership, to continue and extend the work done by the Consultative Committee on Adult Education since 1949.

2. Within the limits of the possibilities set by the Constitution of Unesco, the Director-General should have regard to securing the services, in the first place, of persons with specific experience:

(a) in governmental activities of Member States in the field of Adult Education ;

(b) in major agencies of Adult Education, e.g. workers' education, public and voluntary evening school programmes, university extension, residential folk high schools, centres, and agencies for the production of the instruments and means needed in the development of Adult Education, including those particularly concerned with the mass media of communication ;

(c) in non-governmental organizations not included in (b) above which demonstrate in their programmes and actions a high degree of educational purposefulness and which provide ways through which Unesco can communicate with the peoples of the world ;

(d) in national and regional organizations established to encourage co-ordination of effort between different Adult Education agencies.

3. The Director-General may wish to invite additional members to serve on the proposed committee when particular problems or projects are under consideration.

4. The committee, in addition to advising Unesco, should have as an essential purpose the further development of communication and exchange of experience between Member States and amongst those professionally engaged in Adult Education.

### Special fund for literacy (1)

Action should be taken to create within the competent organizations of the United Nations, including Unesco, a special fund, derived from increased contributions from Member States, for the specific purpose of eliminating illiteracy in the developing and newly independent countries.

(1) Reservation expressed by one delegation.

## INFORMATION NOTE AND QUESTIONNAIRE

Historical background

1. In June 1949, Unesco convened an International Conference on Adult Education at Elsinore, Denmark. Delegates from 27 Member States as well as from 21 international non-governmental organizations participated in this Conference which examined the position of adult education at that time and made general recommendations intended to encourage the development of adult education in Member States, to define Unesco's rôle, and to guide its efforts in this field.

2. This International Conference recommended the establishment of a Consultative Committee on Adult Education to advise Unesco in the planning and execution of its adult education programme. Members of the committee are adult education leaders invited by the Director-General of Unesco in consultation with selected Member States and international non-governmental organizations conducting adult education programmes. The membership of the committee has varied over the years, with a nucleus of experts from the major organizations concerned with the development of adult education, particularly among workers. The Director-General has endeavoured, steadily, to bring in members from countries where social and economic development is particularly rapid and from various non-governmental organizations, especially those concerned with the participation of women in adult education. At its 1957 meeting, the consultative committee taking into account the rapidity of economic and social change which affected the perspectives and content of adult education and noting that the number of the Member States of Unesco had considerably increased and was likely to increase further, recommended that a World Conference on Adult Education be convened again in 1960.

Objectives and scope

3. The General Conference at its tenth session endorsed this proposal and adopted resolution 1.62 authorizing the Director-General to convene such a Conference. The General Conference further accepted the offer of the Government of Canada to act as host to the World Conference.

4. The purpose of the Conference was then described as follows: '(i) surveying the work done by the Organization in this field in the eleven years following the Elsinore Conference (1949); (ii) studying ways and means of making effective

use of adult education facilities for the attainment of Unesco's aims, particularly in connexion with the East-West Major Project; (iii) considering whether it is desirable and opportune to set up a World Adult Education Association to facilitate international co-operation and exchanges of ideas in this field, or whether it is preferable for Unesco to carry out such work itself; and, if so, considering the methods and resources that should be employed by Unesco; (iv) studying ways of giving all human beings access to out-of-school education for adults, irrespective of sex, nationality, race or creed; (v) considering how new techniques can be effectively applied to adult education; (vi) considering the relationship between educational work for young people and adult education programmes'. (Approved Programme and Budget for 1959-60, p. 51 para. 268).

5. In May 1959 the Consultative Committee on Adult Education was convened for the specific purpose of advising the Director-General on the theme, agenda, participation and organization of such a Conference, based on the decisions of the tenth session of the General Conference. The Committee proposed that the Conference take as its theme 'Adult Education in a Changing World' and recommended that the various topics stated by the General Conference be organized and focused on 3 main subjects: Rôle and content of adult education in different environments; conditions of learning; structure and organization of adult education (cf. Report by the Committee to the Director-General, document UNESCO/ED/168, section 8). The draft agenda of the Conference is based on these recommendations of the Consultative Committee.

Composition

6. Every Member State and Associate Member of Unesco is invited to appoint two delegates to the Conference. Any places remaining available after 1 March 1960 will be distributed among such Member States or Associate Members as may apply for them, with due regard to the development of adult education in those countries, and to securing a balanced representation of geographical areas and cultural groups at the Conference. Selected international non-governmental organizations having consultative arrangements with Unesco, and concerned with adult education, are invited to send one delegate each to the Conference.

7. Member States of the United Nations which are not members of Unesco, and the Holy See, are invited to be represented by observers. The

United Nations, selected organizations belonging to the United Nations system, and other inter-governmental organizations are invited to send representatives to the Conference.

8. It is expected that the Conference will gather some 200 delegates and 20 observers.

#### Nature of the action to be taken by the Conference

9. The Conference will be empowered to address recommendations on general policy matters concerning the development and improvement of adult education, to Unesco, its Member States and National Commissions, and to the international, regional and national non-governmental organizations active in the field of adult education.

#### Organization

10. In view of the decisions of the General Conference at its tenth session, mentioned in paragraph 4 above, and the recommendations of the Consultative Committee on Adult Education at its meeting in May 1959 (see paragraph 5), the work of this Conference will be organized as follows: three Commissions will be established whose terms of reference will be determined by the three principal heads of the agenda: rôle and content of adult education; forms and methods of adult education, structure and organization of adult education (cf. UNESCO/2 Conf./AD.ED/1). Provision will be made for 5 or 6 plenary sessions which will relate the work of the Commissions to the general theme, 'Adult Education in a Changing World'. The working languages of the Conference will be English and French. Simultaneous interpretation will be provided.

#### Physical arrangements and facilities

11. Participants to the Conference will be informed in a separate document of the physical arrangements and facilities for the Conference.

#### Collaboration of Member States, National Commissions and Non-Governmental Organizations in preparatory work for the Conference

12. The value of the discussions and recommendations of the World Conference to the adult education movement in Member States will depend on the extent to which the particular experience in the several Member States, whether by reference to content, organization or method, is assessed in relation to the theme of this Conference: Adult Education in a Changing World. It would be desirable, therefore, that in the six months preceding this Conference, Member States undertake a considered and deliberate assessment of their action in the broad field of adult education, of the diverse forms through which such education finds expression, the sources of its support, financially as well as institutionally, and of the rôle accorded to it in respect of both economic and social change.

At the same time the very theme of the Conference can serve to stimulate public interest in, and support for the purposes and objectives of adult education and help to define its activities more clearly with regard to the necessities of international co-operation and understanding.

#### 13. Suggestions for:

(i) Member States and National Commissions for Unesco:

Setting up National Committees, representative of governmental and non-governmental activities in adult education in the country, for the purpose of promoting public interest in the World Conference on Adult Education;

by means of articles in the press, talks, panel discussions and documentary presentation of adult education programmes and problems through radio and television broadcasts;

by fostering, through organizations and institutions engaged in adult education, public consultations on the objectives, rôle and functions of adult education;

by ensuring and co-ordinating the participation of the various bodies, organizations and institutions engaged or actively interested in adult education, in discussions on the topics of the Conference agenda.

(ii) International Non-Governmental Organizations:

Make known to national affiliates the aims and purposes of the Conference;

by means of bulletins, journals, seminars, etc. . . , invite and stimulate discussions with particular reference to the contribution of non-governmental programmes and activities to the development of adult education;

through the national affiliated organizations, assist national committees to assemble and collate documentation and educational material of interest and value to the Conference;

complement such documentation and material, particularly with reference to international collaboration in adult education programmes.

#### Documentation

##### Basic Report on Adult Education

14. The Conference, which will be above all, a confrontation of adult educators from all parts of the world, will provide an opportunity for discussing the concepts, purposes and methods which inspire and inform adult education programmes and activities in the various countries of the world today. To facilitate such discussion and exchange of views, the Secretariat of Unesco proposes to assemble and analyse the information, which the Member States and competent organizations may make available, on the practice and development of adult education. In view of the fact that information is being sought from more than 90 countries and 50 organizations it is desirable that the report should be concise and not exceed two thousand words.

15. Accordingly, the Secretariat of Unesco would wish to receive from Member States, by 30 April 1960, information on the following aspects of adult education :

(a) To what extent is the acquisition of the skills of learning, the major purpose of the adult education programme and what provision is made to link such a programme to the access to further knowledge ?

(b) To what extent is the acquisition or perfecting of vocational skills the basis of adult education and what provision is made in such a programme for the general education and development of the individual ?

(c) To what extent is provision made for civic education and through what type of programme or organizational activity is such education provided ?

(d) What provision is made for creative leisure activities and access to culture ?

(e) To what extent, and in what manner, do organizations and institutions such as libraries, museums, etc. . . sponsor or carry out adult education programmes, and/or co-ordinate their activities with adult education programmes in the region ?

(f) Number and nature of institutions explicitly engaged in adult education, e.g. adult schools, workers' colleges, night schools, correspondence institutes, workers' clubs, etc. . .

(g) Number and nature of educational institutions which provide programmes of adult education or services to them e.g. extra-mural departments of universities, technical institutes or colleges, etc. . .

(h) To what extent are adult education programmes or services directly provided by national, regional or local authorities ?

(i) Extent and form of financial support accorded by national, regional, local authorities and by private organizations ; other sources of revenue.

(j) What influence or impact have developments in school and higher education over the last 10 years had on the nature, organization and operation of adult education programmes (e.g. extension of school-leaving age, educational reforms affecting the structure and administration of the educational system in a country, etc. . .) ?

(k) What impact have developments in the media of mass communication or, their increased provision, had on the organization, scope and nature of adult education programmes and activities ?

(l) To what extent have citizen associations, councils, co-operatives, rural development societies, etc. . . influenced the pattern and content of adult education and constituted a vehicle of such education ?

(m) What influence has the increased mobility of persons (a) nationally, (b) internationally, had on the objectives, purposes and content of adult education ?

(n) To what extent has urbanization affected adult education in respect of (a) services and facilities available, (b) participation in adult education programmes and activities, (c) objectives and content.

(o) To what extent have the organization, methods and purposes of adult education programmes and services, (i) determined the pattern of rural development programmes, (ii) been determined by such programmes ?

(p) What steps have been taken, over the last ten years, for the specific purpose of encouraging the participation of women in adult education programmes ?

(q) What is the provision made for the recruitment and training of personnel for adult education ?

(r) What is the proportion of full-time professional staff to voluntary staff ?

(s) What are the basic qualifications and training of a full-time adult education leader or instructor ?

(t) What provision is made for (i) surveys and research studies with respect to problems of adult education, (ii) research and testing of methods and techniques ?

(u) What provision is made for the preparation and production of teaching materials in adult education ?

(v) What are the arrangements with publishing agencies, and audio-visual production units for servicing adult education programmes ?

(w) To what extent and how are adult education programmes and activities co-ordinated at the (a) national, (b) local level ?

(x) What are the physical facilities and equipment available for adult education activities ?

16. In addition to such information as may be provided for the purposes of the basic working paper referred to above, publications such as reports, studies, journals bearing on or illustrative of the work carried out by governmental or non-governmental organizations or institutions will be welcomed. Such material will help to give delegates and participants a knowledge of the diverse programmes and activities in adult education being carried out in the world today. This documentation should be forwarded to the Secretariat of Unesco which will undertake the arrangements for their display at the Conference. All such material should be forwarded to Unesco, Paris, by 30 June 1960 at the latest.

17. The basic working paper which will be forwarded to delegates and observers before the Conference meets will contain a discussion guide on each of the three main themes of the agenda.

ANALYSIS OF REPORTS FROM MEMBER STATES  
AND NON-GOVERNMENTAL ORGANIZATIONS

Introductory note

This text has been prepared on the basis of replies by Member States and non-governmental organizations to a questionnaire which was sent to them with the letter of invitation to the conference. The purpose of the questions put to them was to assemble a body of information on the present position of adult education and on the prospects for its development.

Thirty-five reports were received from Member States, comprising two-thirds of the countries represented at the conference.

Our analysis would doubtless have been more complete and more exact if a greater number of contributions had been available. But the countries which sent reports were sufficiently varied and sufficiently representative of the different concepts, structures and forms of organization to ensure that the main achievements and trends in the world would be reflected in this document with adequate accuracy and balance. (1)

The information supplied by Member States was appreciably supplemented by the contents of the reports from international non-governmental organizations. Seventeen organizations replied to the questionnaire. (2)

ANALYSIS OF THE REPORTS

Nature, aims and content of adult education

As might have been expected, the definition of the aims of adult education varies considerably from country to country, according to the forms and stages of development of the social, economic, cultural and educational structures of the different countries. Another factor, which is of decisive importance, is the length of time for which adult education has been provided in each of the countries concerned. Where adult education has been established for many years, tradition already plays its part. In a whole series of countries (such as Argentina, Cuba, India, Iraq, Liberia and Venezuela) adult education is summed up in one major objective - the fight against illiteracy. In these countries, therefore, this campaign is directed almost exclusively to a particular population group consisting of individuals who have not had a primary education. That is the situation which emerges from the following reports :

'The major programme in this field is the imparting of literacy skills.' (India).

'Honduras considers that adult education is intended for people who need to make up for inadequacies of general culture due to special conditions.'

'The major purpose of the Adult Education Programme in Liberia is to give the individual basic skill in reading and writing the official language - English.'

For a second group of countries, the fight against illiteracy, whilst continuing to be a primary aim and one of the basic requirements of cultural, economic and social development, is combined with wider aims. This point of view emerges clearly from the opening paragraph of the report from Cambodia :

'The fight against illiteracy forms the main instrument for the acquisition of all knowledge. Illiterate people learn to read, to write, to count, to calculate and to solve the little problems of real

- (1) Argentina, Australia, Austria, Bulgaria, Cambodia, Canada, Republic of China, Cuba, Denmark, Finland, France, Federal Republic of Germany, Honduras, India, Indonesia, Iraq, Ireland, Japan, Liberia, Federation of Malaya, Mexico, Netherlands, New Zealand, Norway, Philippines, Rumania, Spain, Sweden, Switzerland, Thailand, Tunisia, United Kingdom, United States of America, Venezuela, Republic of Viet-Nam.
- (2) Associated Country Women of the World, Catholic International Education Office, Catholic International Union for Social Service, International Alliance of Women, International Council of Women, International Federation of Business and Professional Women, International Federation of Christian Trade Unions, International Federation of Christian Workers' Movements, International Federation of University Women, International Movement for Fraternal Union among Races and Peoples, Soroptimist International Association, World Federation of Catholic Young Women and Girls, World Movement of Mothers, World Union for Progressive Judaism, World Union of Catholic Women's Organizations, World Young Women's Christian Association, Young Christian Workers.



life. Their stock of knowledge is increased by the inculcation of first notions of applied science, history, geography, morals and civics. Behaviour, the art of thinking and communicating ideas, a sense of duty and a spirit of community also form part of the programme of adult studies. To instruct and educate the mass of the people is the prime task of basic education.'

The third group covers the great majority of the countries which replied to the questionnaire. For them, there is no problem of acquiring the tools of knowledge, since the vast majority of the citizens have received a primary education which had endowed the population as a whole with a satisfactory level of intellectual capacities. For them the problem appears in a new light, namely, that of the continuing education of the whole population. In these countries adult education is an integral part of the general system of education. It represents the continuous effort which every human being must make to understand the world, to express his personality and rise to the level of his responsibilities as an individual and as a member of the various societies to which he belongs.

Some States hesitate to include vocational training among the functions of an adult education worker. This attitude reflects a traditional conception of adult education in those countries, which excludes economic considerations. Moreover, there are administrative reasons which go far to explain this exclusion. There is the fact that vocational training is carried out almost exclusively by official organizations. The traditional definitions in these countries do not include in adult education the activities conducted by State institutions. The clearest statement of this point of view is found at the opening of the report from Sweden: 'This report takes into consideration only the purely adult educational activities carried on in Sweden. The vocational education programmes for adults run by national, regional and local authorities are not included'.

The report from the United Kingdom is equally precise on this point: 'The term 'adult education' is commonly restricted to courses for the non-vocational education of persons over 18 ... It excludes courses for the acquisition or perfection of basic or vocational skills, which are mainly the concern of the technical, commercial and art colleges'.

Similar statements appear in the reports of Finland, the Netherlands, Norway, etc.

On the other hand, a large number of countries stress the importance, from the point of view of content and motivation, of the development of vocational skills within the general system of adult education.

It is a remarkable fact that those countries which are not prepared to include vocational training activities in their adult education programmes also exclude from them education of a primary and secondary character. In the reports from the United Kingdom and the Scandinavian

countries there is no mention of action taken by their organizations in this field. The same applies to countries of German language and culture, which keep their programmes entirely on the level of 'non formal' education, thus excluding school activities at all levels. On the other hand, the countries of Eastern Europe devote a central place in their programmes to the primary and secondary education no less than to the technical and vocational education of adults who are already engaged in productive work. This can be seen from the following statements:

'Various types of study are arranged for adults who have not in the past had the possibility of studying and for those who, for one reason or another, have not been able to complete their regular schooling. The various types of institution for adult education are used by people who wish to improve their education while working and supporting themselves and their families.

The State provides educational establishments in which adults can obtain a primary, secondary, technical, intermediate and higher vocational education.' (Bulgaria).

'At present, evening schools operate in enterprises and also evening-sections in the full-time middle schools, with forms from the fifth to the eleventh, equivalent to the full-time general education schools.

Owing to the linking of production work with the theoretical and practical qualification, evening and extramural adult education has given, in the course of the last 10 years, numerous medium and superior cadres skilled and well-trained for life.' (Rumania).

In countries belonging to regions which are in process of development also, adult education fulfils the functions which normally fall to primary and secondary schools. This is the case in Thailand.

'The acquisition of skills of learning is primarily literacy; secondarily, the achievement of high school at low level, i. e. Mathayom II, at the highest level, Mathayom VI.'

These studies lead up to State examinations which give access to higher education. The training of teachers for the different stages of public education is also carried out in Thailand within the framework of adult education.

#### Education in civics

Civic training occupies a prominent place in the programmes of most countries, irrespectively of their structures and their stage of development. Here are a few typical quotations: 'The provision of civic education in its broadest sense - together with opportunities for cultural activities of all kinds - forms the major contribution of adult education in Australia'.

'Education in civics and democracy, in all its forms, is part of the task of the adult education worker.' (Austria).

'The Patriotic Front, the largest official organization of a political nature in Bulgaria, carries out a varied work of political education, instruction and cultural activities among the mass of the people . . . There is a very great interest in study circles dealing with present-day social, scientific and political problems, such as the heroic struggle of our people, the problem of principles concerning the contemporary international situation, etc.' (Bulgaria).

'Education in civics has the place of honour in the adult education programmes.' (Cambodia).

'Most of the organizations sponsoring adult education (universities, school boards, voluntary societies, etc.) usually include some form of 'education for citizenship' as part of the general provision of adult education . . . There is increasing awareness of the need for this type of education in a democratic society such as ours.' (Canada).

'The adult education programme in Finland has the character of civic education.'

The majority of the reports testify to a similar interest in education in civics. But the remarks of the United Kingdom and France reveal a somewhat different situation :

'There is as yet no systematic adult education in civics in France'. The report goes on to mention some noteworthy institutions run by the trade unions, the association *Peuple et Culture* and the department of the High Commissioner for Youth and Sports.

Under the heading 'Current Developments' in the United Kingdom report we read : 'Changes of interest in the subjects studied have also been noticeable ; the social sciences have declined in popularity, and there have been increased enrolments in courses dealing with archaeology, local history, music . . .'

These reports also contain some examples of programmes of education in civics which are being carried out :

'The programme of basic civics is intended to enlighten adults on the law as it affects the citizen, on the structure of government, the constitutional monarchy, compulsory education, the legislature, executive and judiciary, the work of the registrar, taxation, public property, etc. . . . Committees led by people who have had a training in civics are established in selected villages in order to carry out a census of children, adolescents and adults whose births have not been recorded by the registrar.' (Cambodia).

In their broad outlines, most of the programmes of education in civics reflect similar aims and are similarly constructed.

### Leisure and cultural activities

In countries which are in course of development, the problem of workers' leisure is not normally considered as being of particular importance or urgency.

The report from Venezuela says this in so many words :

'Free time and recreational activities are hardly considered as formal activities for adult education centres ; this task is carried out by libraries and cinema shows.'

Similarly, Honduras reports : 'Unfortunately, we have not yet organized or promoted any creative activities, except on a small scale . . .'

On the other hand, the French report gives a clear analysis of the problem of leisure, to which the public authorities and institutions are devoting increasing attention. It has assumed a new aspect since the period of 'holidays with pay' has been increased from two to three weeks.

But perusal of the reports brings out the fact that cultural activities play an increasingly large part in most countries. Everywhere these activities assume forms which reflect the cultural traditions of the environment. It is not possible in such a short document to describe the many and varied activities mentioned in the replies.

We shall, however, quote a few typical statements :

'Courses of an artistic and cultural nature form the great bulk of adult education courses in Australia . . . They range from practical craft courses and classes on acting, drawing, painting and choral work to tutorial classes on the appreciation of music, art, poetry, and literature and the theatre.'

'Dramatic societies are very common throughout Ireland and in latter years the movement has spread even to the purely rural areas.'

'Twenty-eight per cent (more than 200,000 persons) of the total number of participants in the study circles were engaged in working with subjects in liberal arts, i. e. , painting, sculpture, dramatics, films, singing and music.' (Sweden).

Even in countries where the main effort has to be devoted to the fight against illiteracy, there is a marked interest in artistic activities. 'As is well known, the Mexican people are proud of their craftsmen in pottery, weaving, wood- and stone-carving, jewellery, etc. , with their various regional specialities. Adult education has made use of these activities as a valuable means of arousing interest and action, maintaining artistic values, and stimulating their development in new channels.'

### Museums and libraries

Libraries and, to a lesser extent, museums, exist in all the countries represented. These institutions are, by their nature, designed for the education of the people and for the satisfaction of their cultural needs. It is only in a relatively limited number of countries, however, that a relationship has been built up between these institutions and the adult education organizations, enabling them to further the various aims of popular culture, through the co-ordination of their activities. This is the case in Austria.

'Co-operation with museums is carried out in the following way : firstly, it is generally the museum curators who arrange the numerous courses in the appreciation of the arts and the history of art. Secondly, the adult education programmes in many cases give suggestions, introductions and notes on the use of museums.' (Austria).

Canada states still more clearly : 'For many years libraries have been considered the foundation stone of Canadian adult education. Many libraries in Canada distribute films, original paintings or reproductions, music and speech on tape or on discs. Some of them conduct group activities of many kinds. Libraries are usually linked with other adult agencies in national, provincial or local associations for adult education. This trend is increasing.' The report continues : 'There has not been the same amount of collaboration between adult educationalists and museums, nor have museums, until recently, seen their task to be one of adult education.'

'The voluntary popular education programme collaborates actively with libraries and museums where study groups are conducted very extensively. They also provide premises and literature, etc., and work closely with both the individual schools and with the organizations which sponsor popular educational activities.' (Denmark).

'Libraries co-operate with adult education under the patronage of the Administration of Archives and Libraries. This campaign has been particularly intensive for some years in a number of places where cultural centres have been established which function as archives, libraries and museums, and organize various art exhibitions, series of cultural lectures, concerts, etc., every year.' (Spain).

'In Helsinki and in Tampere, for example, there are in connexion with the libraries music education activities. This educational activity takes place in either of the following ways : libraries have a stock of records from which records can be borrowed by the customers, or a record concert is organized in the library, and in this case a music lecture usually precedes the record concert.' The report adds : 'With the exception of regional museums, the museums do not usually arrange adult education programmes.'

'The libraries, for instance, organize in all the towns and villages reviews on the new issues of books, literary circles, conferences with the readers, competitions on the various literary themes, meetings with writers, musical auditions, exhibitions, etc...' (Rumania).

Many other countries report similar activities, in particular, Bulgaria, France, Japan, the Federation of Malaya and Norway. On the other hand, there are some statements of a more or less negative nature :

'Until now, libraries and museums have neither promoted nor arranged adult education activities except in certain cases.' (Australia).

'There has been no extensive activity in the

field of adult education by organizations and institutions such as libraries and museums.' (Thailand).

'Adult education programmes centred on museums are almost entirely absent in the country . . . Very few libraries have so far consciously attempted adult education programmes.' (India).

### Institutions

Adult education institutions continue to display great variety. The forms which they take depend basically upon the aims envisaged and the value of the activities undertaken.

In countries in which the fight against illiteracy is still the main objective (e.g. Cuba, Honduras, Liberia, Federation of Malaya) the most widespread form of adult education is the evening class of the school type. In some cases (such as Mexico) the process of teaching adults to read and write is speeded up by means of evening classes and supplemented by literacy campaigns which take the form of a combination of evening classes and visits to the villages by cultural teams. In Malaya the radio has launched an experimental literacy programme for the rural population. 'The courses have been carried out with some measure of success, but have failed to produce permanent literates owing to the lack of follow-up services.'

In the preceding section mention was made of the activities of the libraries and museums in certain regions, particularly in Scandinavia. But in these countries the basic work of adult education is carried out in the traditional environment of the Folk High Schools and study circles. The typical institution in German-speaking countries (Federal Republic of Germany, Austria, German Switzerland) is the People's University (Volks-hochschule) which arranges courses, lectures and cultural activities on very varied subjects reflecting the manifold interests of the public and their intellectual curiosity.

The system which is tending to become so widespread as to constitute a characteristic feature of adult education, and which is mentioned in the great majority of the reports, is that of study groups or clubs in which group activities are carried on under the direction of organizers and leaders. These groups (or clubs) bring together for cultural or educational activities people who either share a common background, belong to the same social or occupational category (e.g., clubs for young people, for women, for farmers and for workers in a factory), or have in common a particular and sustained interest in one or more forms of cultural activity (e.g., readers' clubs, film clubs, television clubs, chess clubs, etc.).

Notwithstanding the complex and varying national patterns, certain particularly important new trends can be observed.

The rôle of the universities. In countries of Anglo-Saxon language, culture or influence, the part played by the universities in adult education is not a new one: 'The 20 extra-mural departments of the universities form the largest group among those non-official bodies which are recognized by the Ministry of Education as responsible for providing classes in adult education . (United Kingdom).

As a general rule, the universities in the United Kingdom collaborate in this educational work with the local branches of the Workers' Educational Association. In Canada, at least thirty colleges and universities have adult education or university extension departments. The same is true of two States of Australia - New South Wales and South Australia - in which the universities play a dominant rôle. In New Zealand 'there are no adult education departments in the proper sense of the term, but the universities take an active part in the educational work carried out by the regional adult education councils'. The movement, which originated in the English-speaking countries, is spreading to other regions. 'An active movement for the inclusion of university extension services in the programmes of the People's Universities is in progress under the sponsorship of the Association of People's Universities.' (Federal Republic of Germany).

Similarly, in France, certain universities (Lille, Strasbourg) have initiated educational activities in conjunction with the centres of the various agricultural trade unions. Some universities (Grenoble, Lille, Nancy, Strasbourg) have also opened their doors to industrial personnel, under programmes of social and vocational advancement.

In Sweden, the Folkuniversitet (People's University) conducts activities which are comparable to the university extension work in other countries, although there are no formal links between the university and that institution. It works in conjunction with the students' associations in the big university towns of Uppsala, Lund, Stockholm, and Gothenburg.

Residential centres. In order to deepen and strengthen the intermittent work of the ordinary adult education institutions, some countries have established residential centres, at which adults are required to 'live in'. The period of stay varies from a few days at the weekend to several weeks or even months, and the centres provide an intensive education for adults. These residential establishments have their roots in the very beginnings of adult education, as is shown by the example of the Scandinavian Folk High Schools. The system is spreading. In Germany, there were 55 colleges and residential centres in 1960 (as against 22 in 1955). In France, the State has set up a series of educational centres which put their premises, their teachers and their teaching material at the disposal of popular culture instructors.

In the United Kingdom 'in addition to the 30 colleges providing short courses, and mostly maintained by the local education authorities, there are five independent colleges supported by grants from the Ministry of Education and providing courses of liberal studies lasting for not less than one year'. In another context, the campaign against illiteracy which has been set on foot by the Government of Iraq provides for the organization of 'Youth Camps', lasting for six weeks, for the training of adult illiterates. It is expected that in each region from 20 to 25 per cent of the population concerned will pass through these camps.

Correspondence courses. Correspondence courses play a vital part in many countries, particularly in those where the urban centres are widely scattered. This is the case in Norway, for example, which possesses a remarkable organization in this field. This form of education is also widespread in Bulgaria, Rumania, and, in general, in all the people's democracies, where the workers receive a general and vocational education whilst carrying on their productive activities.

#### Responsibility for adult education

Here also, the pattern varies greatly, not only from country to country, but also within the same country. Nevertheless it is possible here to divide countries into two groups: those in which the fundamental responsibility and initiative rest with the public authorities, central or regional, and those in which the main initiative lies with non-governmental organizations.

The first group consists primarily of a large proportion of the countries in the process of development. In general, the initiative and the administration of adult education in these countries rest with the government. In many cases, moreover, non-governmental organizations either do not exist or are ill-equipped for this task. The statements which we have received all follow the same lines in this respect: 'The programmes and services of adult education depend entirely on the national authorities'. (Argentina). 'The governors, the heads of all provinces of the Kingdom, have an active part to play in the adult education programmes.' (Cambodia). 'Adult education services, chiefly in the field of literacy, youth work, etc., are directly the responsibility of State governments, of which there are 14.' (India).

'The department of Community Education, as a department under the Ministry of Education, has the leadership rôle in organizing various activities in the community.' (Indonesia).

'All public adult education programmes are provided by the National Government.' (Liberia).

The same is true of Cuba (where stress is laid on the connexion between adult education and the

tasks of the revolutionary government), Honduras, Iraq, etc. To this 'State-organized' group belong also the adult education systems of the peoples democracies (Bulgaria, Rumania). In these countries it is the State which assumes the essential responsibility for the education programmes for the adult population, both on the administrative and the financial side. 'The Minister provides the study and programme outlines, gives directives for the content and methods of education, studies and disseminates good educational practice.' (Bulgaria).

A similar situation prevails in Rumania. On the other hand, in the countries of Western Europe, in North America and in all regions whose political and cultural structures are inspired by those of Western Europe, the tendency is to reduce State intervention in adult education to a minimum. Although there are many important shades of emphasis in practice, the same principle applies in Anglo-Saxon, Scandinavian, Germanic and Latin countries. Thus we read in the reports: 'By far the largest part of all adult education work is administered by private organizations'. (Austria). 'Communal or national authorities do not arrange adult education programmes, but they support in many ways the activities of adult education organization and institutions.' (Finland). 'In general it can be said that the organization of adult education is non-governmental.' (Netherlands). 'The national authorities (the government and State administration) have no adult education programme. They subsidize, assist and supervise the institutions which implement these programmes.' (France).

But even in these countries, the State (or rather the public authorities) are far from taking no part in adult education work. The authorities play an active part at certain levels. They distribute grants-in-aid, give advice to the movements, and sometimes supervise them. They provide the organizations with important facilities such as documentation (e.g. Netherlands). France, for instance has a body of inspectors of popular education, entrusted with the encouragement and co-ordination of private action, and also has popular education centres (see above). In Austria 'the Federal Government runs its own popular education centre at St. Wolfgang, the province of Styria has its centre at St. Martin near Graz. The people's universities of Linz and Steyr and in certain other places, are under local authority control'.

In Canada 'a number of national agencies maintain an interest in various aspects of continuing education'. Mention may be made of the Canadian Broadcasting Corporation, the National Farm Forum, the National Film Board, etc. The provinces also give substantial assistance, both financial and technical, to adult education work.

Nevertheless, the basic educational work in these centres is carried on by non-governmental organizations, such as the trade unions, the

co-operatives, the churches and the women's and young people's associations.

The Swedish report gives a particularly clear picture of the rôle of the citizens' associations in a country like Sweden: 'The main load of work in Swedish adult education is carried on by citizen associations. Practically all the popular movements have special branches for adult education. So have the labour movement and the co-operatives, the temperance unions, the State church and the non-conformist churches, the political parties, the farmers' associations, etc. Thus almost every grown-up Swede belongs to a citizen association which also has adult education on its programme'.

#### The rôle of mass communication media

The reports concur in stressing the importance of mass communication media for the cultural development of the people. But they are also at one in recognizing that it is still too early to pass considered or final judgements on their value and on the quality of the results obtained. Hence they content themselves with weighing up the advantages and disadvantages of this new means of communication, particularly in regard to television. The reply from New Zealand is typical in this respect: 'While the development of the media of mass communication has provided greater opportunities for seeing and hearing the best, on the other hand, in the more popular forms there is little doubt that it has played up the trivial and the ephemeral, leading to a progressive lowering of standards of taste and norms of conduct.' A different opinion is given by Venezuela which states: 'The information and publicity media have taken an active part in the propaganda campaign for literacy and in the implementation of the programmes... The radio and television have been effective instruments... An experiment carried out with the aid of a television set has had the result of teaching 2,100 adults to read and write.'

Thailand's reply is on the same lines. Japan states that there is a steady progress in the use of audio-visual media of communication and its equipment in adult education. The report particularly mentions the creation of numerous groups of television users.

#### Urbanization

With a few exceptions (Iraq, Liberia) the countries consulted note that urbanization has definitely influenced the development of adult education. But opinions are not unanimous on the effect of this process. Some countries, such as Japan, India, Norway, Sweden, etc., state that the towns exercise a beneficial effect, in that they offer their inhabitants more extensive cultural resources than do the villages. Some reports are less emphatic in this respect: 'On the one hand, urbanization has affected the adult education programmes in a positive way and increased the

interest in them : on the other, the problems of massification and the influence of the media of mass communication have made it more difficult to attract people'. (Netherlands). 'Adults in country districts take a much more active part in the educational programmes than do those in the towns.' (Philippines).

France strongly emphasizes the educational problems arising from urbanization : 'Changes in the current regulations (on housing) have been prepared, which will make it obligatory in all large housing schemes : to provide social and educational facilities ; to make provision in the budget for the running of those facilities; to reserve land and buildings for educational premises and open spaces'.

#### Education of women

Numerous countries replied that the education of women presented no problems except to the extent that women take part in educational activities on the same footing as men, and often in greater numbers. But even where such equality exists, special courses are arranged to meet the specific needs of women. In Australia 'the State Departments of Agriculture ... have widened the narrowly vocational scope of their extension activities ... and introduced topics of concern to women'. We also find in the report from the Republic of China : 'In all of the Chinese adult education programmes, women are on the same standing as men to participate. Besides, there are adult supplementary education programmes specially designed for women, such as sewing classes, cooking classes, embroidery classes, handicraft classes, etc.' A similar situation prevails in the Federal Republic of Germany, New Zealand, Switzerland, Thailand, etc. But account must be taken of the educational work, both extensive and effective, which is carried out in these countries by the women's associations, both nationally and internationally. Some countries (Japan, Mexico, Venezuela) report that particular attention is paid to the education of women, especially in relation to their rôle in the home. 'One of the most original and vigorous adult education programmes which has sprung up in Mexico during recent years is that of the Casas de la Seguridad organized by the Mexican Institute of Social Security, on the principle that, to bring about an effective change in home life, with all the consequences that follow for the individuals in the home, the housewife must be changed.'

#### Recruitment and training of personnel

The varied aims of adult education, and the many different forms it takes, make it impossible to give an exact, unvarying and comprehensive definition of the qualifications required in an adult education worker. In many countries, for instance, there are neither examinations nor

diplomas which confer the status of adult education worker. These workers are recruited by the organizations to suit their own particular requirements, and in accordance with criteria which are not necessarily academic, such as their general standard of culture, their qualities in the matter of personal contacts and human relations, their organizing ability, their adaptability, etc. Once recruited, the leaders are trained partly by the practical discharge of their duties and partly by means of training courses which supplement their theoretical and practical education.

Where the pattern of adult education still follows that of the school or university, educators have the same training and the same status as teachers in the ordinary educational establishments. This is the situation which prevails in Argentina, Bulgaria, Cuba, Rumania, etc., that is to say, wherever the initiative rests mainly with the State.

But even where there is freedom and diversity in the recruitment and training of instructors, more and more attention is being devoted to giving them a systematic training, so as to lessen the empirical character of the profession and to give it both a better established character and a better status. Many countries have arrangements similar to those described in the report from Austria : 'Numerous training activities for the directors and teachers of people's universities are arranged by the State, the provinces and private organizations. This gives them the possibility of supplementing their theoretical and practical training and of comparing notes on their experiences'. The Austrian Association of People's Universities has set up its own training centre to meet these training needs.

In some countries, certain universities have special courses for the training of adult education workers and they award diplomas. Such is the case in Canada, where, for example, 'the University of British Columbia offers a programme leading to a Master of Arts degree in adult education. Other universities and colleges arrange courses on adult education methods and techniques'. In Finland 'there is a chair of adult pedagogy at the Institute of Social Sciences in which you can take a degree and become a full-time professional of adult education'. In Japan, similarly, there are 'training courses organized by State universities', etc.

Finally, in most of the developing countries, there are centres for training personnel for the particular tasks of fundamental education and community development which are closely linked with the tasks of adult education.

#### Co-ordination

In those countries where adult education activities are administered directly by the State, co-ordination is effected quite naturally and fairly easily through the action of public authorities, their offices and their services. It is much less easy to

secure co-ordination where private initiative is the rule.

Sometimes, as for instance in Australia, there is no co-ordination at all. 'Apart from a few minor instances, there is no overall co-ordination of adult education authorities at a national level... On the whole adult education programmes operate within fairly well-defined boundaries at present, and there is relatively little overlap.' In Spain, co-ordination, which is considered to be necessary is still being worked out. In Finland 'there is a certain amount of division of labour between different branches of adult education, which is not based on agreements but on practice'. Similarly in the Federal Republic of Germany 'every director of a people's university is free to develop his programme as he pleases'. In Mexico, co-ordination is felt to be essential, but has not yet been established.

Nevertheless, the organizations are increasingly feeling the need for some degree of co-ordination, to remedy the dispersal of effort and to give greater effectiveness to the work of each individual organization. This co-ordination is carried out in various forms. In Canada it is 'provided by the two major agencies of adult education in Canada, the Canadian Association for Adult Education and its French-speaking counterpart, the Institut Canadien d'Education des Adultes. The co-ordinating or clearing-house function of the CAEE includes the arranging of regular regional and national conferences, the organizing of seminars in many fields, the instituting of special committees, in addition to disseminating information by means of printed materials'.

In Switzerland, the Swiss Federation for Adult Education fulfils similar functions. In the Netherlands 'the Netherlands Cultural Contact is intended as a federative centre of the organizations concerned for discussions and consultations on all questions relating to the whole field of adult education'.

Sometimes the public authorities make themselves responsible for ensuring a certain degree of co-ordination between the organizations of the country. This is the case in Japan, for example, where the Ministry of Education 'organizes study meetings, consultation meetings, seminars, etc., and at the local level prefectural boards of education organize similar meetings'. In Norway 'the Arts and Culture Division of the Ministry of Education serves as a secretariat of the National Council for Adult Education and for the National Association of People's Colleges'.

It seems, however, that in the majority of cases the co-ordination established between movements and institutions is by no means as wide or as effective as could be desired.

#### International activities

The account of the educational activities conducted by the non-governmental organizations is very in-

complete. In particular, there is no description of the educative work carried out by the big international trade union and co-operative organizations, with one important exception, that of the International Federation of Christian Trade Unions. Nevertheless, the reports confirm what we know of the importance of the educational work carried out internationally by the competent organizations. These activities cover many fields and take many different forms.

In the preceding sections an account has been given of the work of private organizations, most of which are affiliated to international bodies. But mention should be made of one purely international aspect of the work pursued by the international organizations - the training of personnel. The international associations have been led to devote particular attention to this problem, both nationally and internationally. They have received assistance in this matter, on quite a considerable scale, from the appropriate organizations of the United Nations family, in particular the International Labour Organisation (in regard to workers and co-operators) and Unesco.

Thus the International Federation of Christian Trade Unions has organized international seminars in Chile, Togo, Viet-Nam, and at a number of other places in the world, for the training of trade union personnel, with special reference to their educational work. The International Federation of Christian Trade Unions has also set up an international centre for African, Latin-American and European leaders.

The women's international associations have undertaken similar work, also with the support of Unesco. In addition to their regular conferences, which undoubtedly have an educational value, they have arranged international seminars for the training of their members, also in various parts of the world.

This international action supplements and extends the individual action carried out nationally for the education of women by the affiliated sections of the International Alliance of Women, the International Council of Women, the Associated Country Women of the World, the World Movement of Mothers, the World Young Women's Christian Association, and the World Union of Catholic Women's Organizations.

Apart from the really international aspect of the work accomplished by these organizations, it must be borne in mind that, in various countries where they have affiliated associations, they have brought about the establishment of local institutions which have made an important contribution to the development of national adult education movements.

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