

perfectly. With a few exceptions, the budgetary resources in this category made available to adults represent only a tiny fraction of the funds allotted to the education and training of children and adolescents. It is true that the State and public organizations have less special responsibilities towards adults than towards the young, since adults have of course, a large measure of initiative in individual and group activities affecting them; but the overall responsibility is indivisible and applies to all sections of the population. In fact it is incumbent on the public authorities:

- (i) generally, to include substantial and regularly increasing appropriations in State and local budgets to cover the establishment and operation of adult education institutions;
- (ii) specifically, to take account of the needs of continuing education in all town-planning projects. It is hard to imagine districts and whole housing schemes being built without giving priority attention to the needs of cultural expression, communication and the use of leisure.

Important as the responsibilities of the authorities are in this field, they in no way submerge the rôle of private associations and groups, whether trade unions, co-operatives, youth movements, women's associations, etc. These must include education among their priority aims and activities. In most cases, moreover, private bodies have not waited for the authorities to move but have shown the way to educational action on behalf of young people and adults.

5. The rôle of schools and universities

The aim of continuing education is therefore to bring education closer to life - life taking due account of the demands of the actual nature of modern individuals and societies, whose development is illuminated and guided by the teachings of the human sciences and the requirements of economic and social development. It is in response to this need that a new type of school - the community school - has come into existence in various parts of the world, in countries with different geographical, economic and political backgrounds. Community schools have been extensively studied and discussed over recent years. They were submitted for consideration by a meeting of experts in Hamburg in 1962 at the Unesco Institute for Education. A report full of interesting ideas was subsequently published. In 1964, a regional conference of Asian and Oceanian countries was held in Sydney, at which the links between schooling and adult education were examined in the light of experience in those countries. The spirit of these institutions, if not their varying forms and achievements, is the same. In all cases, the aim is to throw open the doors and windows of the school to the outside world, using programmes, methods and direct links with the communities concerned for this purpose.

While preserving a common core of instruction allowing for the general requirements of intellectual and civic training, the programmes in these schools (in Viet-Nam, Madagascar, many parts of the United States and, to a large extent, French schools run on the basis of Freinet's theories) give an increasingly important place to activities and investigations directly connected with the special conditions, structures and problems of the community in which the school operates. It is not surprising, for example, that the study of the laws and functioning of the national, regional and local economy should have its place in this structure. Study of the environment, surveys and participation in productive or social activities form part of the normal teaching methods. Finally, these schools

are widely accessible to adults in the district. Parents are naturally associated directly with the school's educational work. They have their place there and, through local parent-teacher associations, the two types of educators regularly consult each other and co-operate in the shared task of bringing up the children. This implies education for the parents but, conversely, also gives the teacher an opportunity and a duty to learn more himself. But parents are not the only adults admitted or welcomed to the community schools. All the men and women in the place are invited to take part in the educational activities conducted, on the same premises, by the same teaching staff.

It would be a mistake to take too rosy a view of these institutions. Some of them are still very far from perfect. They are not properly adapted to the needs and capacities of adults. They are often able to cover only a few aspects of the ambitious community school programme - not necessarily those most important to the life of the district. Much effort will be needed before the teachers, the material and logistic arrangements, the teaching aids and indeed the spirit of the people are equal to the high hopes placed in this new type of institution. But the principle is now established and the idea is bound to make headway. In this connexion, it is worth noting that the latest educational measures taken in Cameroon provide for the setting up of multi-purpose educational institutions open to adults as well as to children.

The idea that schools should take part in providing more or less thorough instruction for adults who have had little or no schooling is now increasingly accepted and more and more generally practised. This is in line with a need felt by individuals and societies alike. In many countries, moreover, this "remedial" type of adult education is the only known and recognized form. Adult education is confused in people's minds and in practice with evening classes for under-educated men and women. This is the case, to judge by the reports submitted to the Montreal Conference, in most of the Latin American countries. In France, however, to take one example, adults attending evening classes for one purpose or another, whether or not in conjunction with a correspondence course, number several hundred thousand. The same applies to the United States of America and the more advanced nations as a whole. The type of instruction provided, of course, often goes beyond primary education and extends largely into secondary and vocational education.

Schools have their own special rôle, sometimes indeed an exclusive rôle, in the huge adult literacy programmes which are, in these years, acquiring new vigour and range. The documentation submitted for the Teheran Conference of Ministers of Education (September 1965) shows this up clearly. The school is the main base of operations, even if the forces involved are outside its scope. Needless to say, the schools must make particularly active efforts to innovate and even to reform themselves if they are to be equal to the new tasks which will be increasingly committed to them.

However the various forms of action now under way may develop, schools have everything to gain from this close contact and interpenetration between the adult world and the world of children and adolescents. It has often been stressed that compulsory school attendance is at once the soundest and most reliable support of the institution but it is also a dangerous hindrance to the progress of ideas and methods. Schools are not judged by the criteria of efficiency or even quality, nor are they subject to the pressure of these considerations. However they work, whatever results they achieve, they go on with the backing both of the law and the aspirations of parents. What they need is supervision of the means they use, since children are not able to devise other modes of schooling or to take a constructive stand against forms of organization or methods which are unsuitable or outdated. If schools are to make the necessary innovations, therefore, they must be in touch with the outside world, with such other vital social forces as politics, industry, pressure groups, etc. Adult education which, by reason of the very fact that it is not compulsory, has a much wider margin of freedom and initiative, can thus serve as the channel through which new ideas and relationships can be most usefully and profitably introduced into children's education.

The foregoing remarks on programmes, methods, competition and the public, with regard to the opening up of schools, apply first and foremost to primary-school organization. But secondary schools are likewise affected by the same considerations. Once again, it is a question of adapting institutions to the needs of men in a steady process of thinking and construction and not of trying as best we can to adapt individuals to institutions which are unchanging in spirit and in most of their methods. In many countries, secondary schooling is becoming accessible to ever broader sections of the population. It is no longer delimited purely in relation to an age-group. In the Soviet Union, for instance, and in the socialist peoples' republics, workers of all categories, white-collar workers, manual workers and farmers, are enrolled on a large scale in high schools and colleges where they study for the regular examinations and certificates of the official educational system. Sometimes they have the advantage of study grants and spend weeks or months in adult high schools; sometimes there are full-scale colleges at their places of work, where workers, having done their stint on production, can spend three or four hours studying languages, literature, mathematics, etc; sometimes - and this is the commonest case - they are enrolled for correspondence courses which have the same programmes and prepare for the same certificates as the colleges.

The universities cannot stand apart from this general movement: nor in fact do they. In more and more countries, institutions of higher learning are now no longer content to devote their efforts and resources to the teaching of students along traditional lines, but devote their attention to the educational needs of the community.

This intercommunication is useful both ways. On the one hand, the community as a whole needs the enrichment and strength that can come only from the contribution made by institutions of higher learning; on the other, the universities are bound to gain from establishing contacts and intensive exchanges with those sectors in which the forms of our contemporary culture are elaborated.

The universities can assist in the development of continuing education in a variety of ways. Four main trends are emerging. No one would question the universities' research function. Adult education raises problems of theory, content, and method, the answers to which are worked out partly in day-to-day action and partly through the work of specialists. The universities are the best equipped and often

the only qualified bodies to undertake methodical work, on a scientific basis and under scientific control, on many aspects of this problem. "Andragogy", to borrow a term used by Eastern European educationists, must take its place in faculties and institutes alongside other sectors of education.

It is a generally recognized principle that the university should provide training for adult education specialists, but this principle is so far applied on a very limited scale. A steady extension of this principle is taking place and more and more higher institutions are providing regular courses of training, which may or may not lead to a certificate, for adult education teachers and administrators.

There is a third aspect, of equal importance but more controversial. Should the universities themselves assume responsibility for the instruction or the leadership of more or less extensive sections of the adult education public? This has been the rule and the practice for decades past in the United States, the United Kingdom and various other countries influenced by the tradition of the English speaking peoples. Elsewhere, the universities are coming to interest themselves in such special aspects as advanced training whereby workers can improve their position. Strong resistance, based on firm principles, is, of course, put up in many quarters. Admitting that the various social contexts and differing traditions lead to dissimilar and sometimes conflicting views, it is nonetheless a fact that the modern university has increasingly wide responsibilities. It has to serve the many sectors of society which need education at the higher level and to secure the wide dissemination throughout society of the achievements of science as it advances and of the scientific spirit and scientific methods which provide the soundest foundation for the development of countries and for the democratic working of institutions.

Lastly, the universities have to fling open their doors to members of the population who are qualified for high-level study and work even though they do not hold the certificates generally required for admission to the faculties. Their presence among the students will make it possible to enrich and broaden the composition of the university population, where enrolment is all too often limited to groups privileged by wealth or position. Another consideration is also of key importance. The developing countries generally have too few people with the appropriate certificates to fill the universities. Regular recruitment of students with a different background, apart from its general advantages, meets a present need peculiar to these countries.

6. Special aspects

(a) Educational research

The building up of a continuing education system, may have significant effects on the general trend of the theory of education. This aspect has been dealt with at length in the section of this paper relating to the rôle of the schools in continuing education (II.5).

(b) Relations between the generations

The sharp distinction between youth and maturity tends to diminish within the context of continuing education. Children and adults are in the same situation in the sense that they have to live intensely the moment (and the instants) of the period of their existence in which they find themselves. They also have in common the fact that they are constantly developing and are preparing for the future when the present has most reality and meaning for them. The adult no longer has any certain models to set as examples before the younger generation. He is able to render service only if, like the child, he is prepared to learn and, by his own behaviour, points the way of constructive doubt and research. Among the factors making for equality, not the least important is the fact that, today more than ever before, adults are obliged to learn from children and adolescents as much as they are able to offer. This represents a resource for the adult, an opportunity to advance, and a necessary condition for communication with the younger generations.

(c) Interrelation of school and out-of-school work

In the same way, school work and out-of-school work are tending to draw closer together. In the statement he made to the first International Conference on Youth, the Polish Professor Bohdan Suchodolski gave a masterly illustration of this contention. He showed that, historically, schooling and post-school education grew up independently of each other.

"The school should above all teach and, what is more, teach far from what one calls "the turmoil" of life... Out-of-school education should, above all, guide young people's activity and give them experience in the field of social co-operation, travel, sport, technology, the theatre, the cinema and art... At school the authoritarian system prevails, whereas in out-of-school activity young people's independence is respected".

The author went on to say:

"Such a divided approach in education could not be justified. It clearly showed that in these two systems of education - school and out-of-school - the basic principles and the aims in view were quite different. This being so, out-of-school education was not a complement to school education but in opposition to it. It did not make for a rational division of labour or collaboration; it could be considered, at best, as a remedy for the deficiencies and disappointments that young people had encountered at school".

Professor Suchodolski, after considering several hypotheses, came to the conclusion that:

"We must ... reform the style of our work in school along the lines of out-of-school education".

It could not be better put and it is enough to refer the reader to the Professor's paper which contains a number of practical proposals for linking up school and out-of-school activities for young people (document UNESCO/ED/211).

(d) Contribution to international understanding

The observations made with regard to relations between the generations likewise apply in part to relations between peoples and cultures. The ideas of development, underdevelopment, advanced or backward civilizations, may be justified in relation to the structures and the material, physical and social equipment of the countries concerned but are very much less so in connexion with culture. If we accept the basic arguments advanced on the subject of continuing education with regard to the relative nature of all knowledge, the fact that it evolves, the need for constant questioning of the content and form of everyone's cultural experience, no matter what level may have been reached, and, by way of corollary, the obligation for everyone to move steadily forward and to talk things out with himself (rather than with others), then any attitude of superiority or inferiority in relation to others begins to disappear. The ground is cleared for better understanding based on a just and widespread awareness of the fundamental identity of situations. If we accept the idea that understanding is sustained by equality and strengthened by exchanges on an equal footing, then continuing education is a powerful factor in the equalizing process, and hence in securing genuine communication between individuals and groups belonging to different civilizations.

(e) Teachers and their training

Since continuing education informs the whole of life, educational responsibilities are widely spread. In fact, everyone is, at one and the same time, the "educand" and the educator. To take some obvious examples, husband and wife, and parents; have educational responsibilities of steadily growing importance. Any position of authority, involving management, guidance, advice, support and assistance involves educational functions which are often a major item in professional duties. Certain members of our societies have a particularly obvious educational rôle; doctors, agricultural extension workers, foremen, ministers of all religions, executives and those in charge of trade union and co-operative action, social welfare workers, etc. Naturally, professional educators held a key position in this huge group but, contrary to what they very often imagine, their function is by no means exclusive.

The objectives, means and situations involved in continuing education must therefore form an integral part of the training of all these categories of educators, either before or during the practice of their profession. There can be no question, in so brief a paper, of outlining special training programmes but it may be well to mention a certain number of guiding principles.

Firstly, it would seem essential to awaken a substantial proportion of professional people to their responsibilities and opportunities in this field. Many are unaware of them, either because they have never thought of the matter or because they draw a sharp distinction between practical and educational work, or because they do not feel competent. They should therefore be given explanations and all the necessary demonstrations to convince them and show the paths to be followed.

It is also essential that educators, whatever their background and situation, should have a broad knowledge of the laws governing the development of the personality. What are the stages and the paths followed in the process of becoming mature? What are the aims and methods of learning in its various forms? What are the qualities and abilities which need to be developed if the individual is to answer the various questions with which life confronts him intelligently and wisely? Nobody has enough intuitive knowledge to move with sureness and skill through this network of basic problems. Study and training, both theoretical and practical, are needed, plus, naturally, some introduction to the methods and results of sociological investigations.

Finally, the educators must acquire the knowledge and the ability to handle the methods and techniques of adult education which, over more than a century of research and achievement, has devised, tried and tested instruments for continuing education.

(f) Attenuation of failure

One of the most important consequences of the introduction of a continuing education system is that failure ceases to matter or, at any rate, matters much less. We have seen that as things are organized and run at present, many of those who start schooling either fail to complete their studies or are eliminated by the harsh workings of selection. Without going into the unfortunate and sometimes inhuman consequences of this wastage, it is economic nonsense. Enormous quantities of material and intellectual capital, skill, time and financial resources are invested in undertakings where it is known in advance that a high proportion is doomed from the outset to total or partial failure. In point of fact, the knowledge acquired at school, whatever it may be, is a positive factor on the basis of which and with the help of which all men, no matter what level they may have reached, have to build their lives and fulfil a cultural destiny. This is obviously possible only within a global system where adults, having regard to their age and educational background, can continue educational activities appropriate to their intellectual level, their curiosity and the collective needs of society. Continuing education is therefore the only means of making educational processes as a whole fully effective from the economic point of view no less than from the intellectual and spiritual points of view. In this respect, economists and educators are in the same position, so that common solutions can be found for their differing concerns.

(g) Women and continuing education

All that has been said so far about continuing education naturally applies to both men and women and we have not felt it necessary to make distinctions between them. Nonetheless, it would seem that continuing education is probably even more important for women than for men. By and large, where men are concerned, there is continuity between what they learn when they are young and what they do when they are grown up. Where women are concerned, such continuity is the exception. Marriage and motherhood confront them with responsibilities and tasks which have scarcely any resemblance with that they have been taught or with their adolescent aspirations. They find themselves under the still more imperative obligation to make a series of readjustments which can be satisfactorily achieved only through educational efforts which support and supplement the legislative and social measures taken on their behalf. One of the major readjustments has to be made when women have finished bringing up their children and have to find a vital link with society again, whether through employment or in some other form.

III. RESEARCH AND STUDIES

Among the means used for the purposes of continuing education, whether it take the form of self-education or the education of others, a special place must be allotted to the human sciences and, more especially, to psychology, characterology, and sociology. The way to the self-knowledge that Socrates recommended must henceforth lie in these sciences. There is no other means, apart from the irreplaceable lessons of experience, of seeing where one stands in the social landscape as a whole, making an exact appraisal of each individual's rôle and discovering the constants and the bases of temperament and character that underlie fleeting impressions and sensations. On the basis of such knowledge (which must be continually renewed and stimulated) it is possible to trace out the broad lines of an intellectual and spiritual destiny. In the relations between husband and wife, in the home or at work, familiarity with the well established findings of specialists in these disciplines is of invaluable assistance not only in guiding action and behaviour but also in acquiring the profoundly desirable elements of wisdom.

The field of study concerned is enormous. It includes, among other things, research on the needs and aspirations of the various social groups, the content of vocational training programmes, the laws of psychological development and learning in relation to environments, occupations and temperaments, comparative studies on methods used in teaching and demonstration, the links between the aims of action and those of education, the historical precedents for continuing education, the links between continuing education and the main trends of contemporary thought, the place and the rôle of science, systematic research on the problem of motivation, communication techniques, etc.

IV. PROBLEMS FOR DISCUSSION

As mentioned several times in this document, continuing education in no way represents a fixed and well classified complex of theories and practical achievements. For the present, it refers to certain types of undertakings which provide continuity in educational action together with working hypotheses, projects and convergent efforts designed to give a greater degree of coherence and integration to the theory and practice of education.

This means that the analyses and proposals outlined above are provisional and exploratory, and eminently require criticism and discussion. The Committee will certainly sift what has been said in the various chapters and paragraphs so as to separate the sound from the more doubtful adding or omitting as it sees fit.

Without wishing to prejudge the general framework of the discussion, however, it seems well to submit to the Committee a certain number of points which deserve particular attention:

1. What are the factors of all kinds (technological, economic, sociological, psychological, philosophical, etc.) which make continuing education essential in our time? To what extent and in what way do these factors influence the programmes and methods of such education?

2. Which items, in what is already being done, are best suited, in the various types of societies, to advance the aims and the practice of continuing education?

3. How should the work of such traditional educational institutions as schools and universities, that of adult education bodies, and out-of-school activities, be co-ordinated and harmonized in a coherent plan of continuing education?

4. What are the practical implications of the acceptance of the principles of continuing education as regards the work of the following:

- i. the public authorities (parliaments, governments, local authorities, etc.)
- ii. non-governmental bodies
- iii. research and training institutes
- iv. educators

in the following fields:

- (a) educational planning
- (b) legislative and financial measures
- (c) organization of work and leisure time
- (d) training of teachers
- (e) establishment and distribution of leave (regular leave and leave for study purposes)
- (f) educational buildings
- (g) distribution and construction of special establishments for the purposes of adult education and programmes for young people of out-of-school activities
- (h) town planning and housing schemes
- (i) regional development programmes, etc.

5. What contribution do the human sciences make to continuing education? What specific research should be undertaken?

6. The Committee may wish to devote part of its examination to the special problems raised by continuing education for women.

7. What general contribution and what particular services are to be expected from Unesco for the study of the theory of continuing education and the carrying out of practical programmes in this field?

8. In the light of its consideration of the matter, does the Committee consider that the term "continuing education" is acceptable? That it corresponds to its object? That it is useful and effective?

Or has the Committee any other proposals to make with regard to terminology in this sector?