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ABSTRACT

A seminar on direct teaching by television, held in Rome in December of 1966, created such interest that it was decided to call a second seminar, restricted to adult education, which was held at Scheveningen, July 1-5, 1968. The subject was the assessment of needs and evaluation of results. The purpose was to compare, at a European level, the methods already developed in these two fields, pool experience, and promote coordination between educational authorities and radio and television experts. Many kinds of research can be useful to the assessment of needs, but special stress should be put on the study of society, culture, and personality in one system of interdependent relations, functions, and values. Research into evaluation of radio and television programs must have as its aim to make sure that the needs met have been correctly assessed, that the means employed for meeting needs are the best, that targets have been reached, and that the operation is warranted in terms of cost-effectiveness. There is need for a pilot project, at national and international levels, on evaluation of the results of a series of experimental educational television programs. (EB)

COUNCIL OF EUROPE

Second Seminar on

direct teaching by television

Scheveningen - 1968

The Council of Europe was established by ten nations on 5 May 1949, since when its membership has progressively increased to eighteen. Its aim is " to achieve a greater unity between its Members for the purpose of safeguarding and realising the ideals and principles which are their common heritage and facilitating their economic and social progress ". This aim is pursued by discussion of questions of common concern and by agreements and common action in economic, social, cultural, scientific, legal and administrative matters.

The Council for Cultural Co-operation was set up by the Committee of Ministers of the Council of Europe on 1 January 1962 to draw up proposals for the cultural policy of the Council of Europe, to co-ordinate and give effect to the overall cultural programme of the organisation and to allocate the resources of the Cultural Fund. It is assisted by three permanent committees of senior officials: for higher education and research, for general and technical education and for out-of-school education. All the member governments of the Council of Europe, together with Spain and the Holy See which have acceded to the European Cultural Convention, are represented on these bodies[1].

In educational matters, the aim of the Council for Cultural Co-operation (CCC) is to help to create conditions in which the right educational opportunities are available to young Europeans whatever their background or level of academic accomplishment, and to facilitate their adjustment to changing political and social conditions. This entails in particular a greater rationalisation of the complex educational process. Attention is paid to all influences bearing on the acquisition of knowledge, from home television to advanced research; from the organisation of youth centres to the improvement of teacher training. The countries concerned will thereby be able to benefit from the experience of their neighbours in the planning and reform of structures, curricula and methods in all branches of education.

Since 1963 the CCC has been publishing, in English and French, a series of works of general interest entitled " Education in Europe ", which record the results of expert studies and intergovernmental investigations conducted within the framework of its programme. A list of these publications will be found at the end of this volume.

These works are being supplemented by a series of " companion volumes " of a more specialised nature, including catalogues, handbooks, bibliographies etc., as well as selected reports of meetings and studies on more technical subjects. These publications, to which the present study belongs, are listed at the end of this volume.

General Editor: The Director of Education and of Cultural and Scientific Affairs, Council of Europe, Strasbourg - France.

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1. For complete list, see back of cover.

COUNCIL FOR CULTURAL CO-OPERATION
OF THE
COUNCIL OF EUROPE

Second Seminar on

DIRECT TEACHING BY TELEVISION

Scheveningen 1968

STRASBOURG
1969

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INTRODUCTION

The Council for Cultural Co-operation (CCC) of the Council of Europe undertakes systematic studies of new educational methods and techniques that can be adapted to the needs of a rapidly changing world. It is therefore interested in Television, a powerful instrument that can be used at many levels of education, especially in *adult education*, for which the Committee for Out-of-School Education of the CCC has launched a coherent group of activities based on new trends.

Several European courses and seminars are devoted to educational television. The seminar on direct teaching by television organised in December 1966 at Rome by the RAI was attended by senior officials, educationists and producers of educational television.

One of the main conclusions the Rome seminar arrived at was the unanimous view of the participants that *direct teaching by television has to be employed as one element in conjunction with one or more other means of instruction*, as well as in a combined operation with radio — without an automatic predominance of one of these elements. Educational television — as yet in an experimental and developmental stage — will undoubtedly prove to be a mighty instrument in the era of "permanent education" we are entering or have already entered, but chiefly as an instrument built into an integrated teaching system.

Of special and fundamental importance for the future is the *very interesting distinction*, to be found on page 88 of the report on the Rome seminar, *between three types of research*:

1. operational research, i.e. research with regard to making the presentation of programmes more practical;

2. fundamental research, dealing with the relation between forms of presentation and the learning process;

3. comparative research, dealing with the problem which method has to used in which situation.

The interest of the discussions decided the participants to call another seminar, *restricted to adult education*, which was held at Scheveningen, 1-5 July 1968.

Some general statements had the merit of stating several major problems and giving a warning against a number of illusions. They pointed out the usual functional fallacy of believing that methods can solve our problems. They are of instrumental value only; their effect depends on the clarity of purpose. However, the aims of adult education have become uncertain. Hence the urgent need for research in order to find the educational needs. However, it often turns out that investigations of this scope are an expensive way of postponing immediate action. Moreover, we may ask ourselves whether we know what we are looking for, and what we are going to do with the results. It then appears that the research for needs may help us with a clarification of the issues at hand, without really solving, however, the problems of choice and priorities.

Adult education is said to be needed for several reasons. For instance, knowledge tends to be rapidly outdated in many fields. It is not only knowledge, however, that is needed. Skills and practical ingenuity, too, need revision and replacement. Changes in industry requires the retraining of adults. In the sphere of leisure, do-it-yourself presents a demand for training in various handicrafts. As to social skills, the developments in both industry and society at large imply the need for the training or retraining of adults in this respect.

Most important of all, however, is the effect of culture change on the mentality of individuals. The attitudes towards others and oneself, while living in a mass society with few friends but an increasing number of strangers, is under constant pressure of revision. Our attitudes towards ways of life different from our own tend to be stereotyped and prejudiced. The stereotyped notions with which we have been brought up are part of our cultural heritage. They are deeply rooted, both emotionally and historically. At present, however, they are highly inadequate and in urgent need of revision. Our attitudes towards work in a period of increasing leisure, towards production in a consumer society, towards class and status in mobile structures — all of these are involved in processes of dynamic and conflicting change. We do not know yet to what extent adult people can really change these deep-seated feelings. How much insecurity can people endure without further desintegration of their personality? When and how do they start to create new certainties for themselves? And how can adult education help them with this?

The *basis* for all adult education is, *how can we equip adults in such a way that they can participate* in a satisfying way *in the modern sociocultural system.* How can adults best be motivated, informed and instructed to occupy an acceptable and human position in culture and society? To answer this question *we need more scientific information* about our

socio-cultural system, for the concept of the social system is no more than a theoretical concept, an empty box, not filled with much empirical research.

All of these considerations and questions fully justified the idea of holding a second seminar at Scheveningen, the subject fixed being: *assessment of needs and evaluation of results.* The purpose is to compare, at a European level, the methods already developed in these two fields, pool experience and promote co-ordination between educational authorities and radio and television experts.

Part I

ASSESSMENT OF NEEDS

The assessment of needs comes within the first phase of the research cycle defined at the Rome Seminar, i.e. operational research.

A. *Relationship between social research and policy-making*

The use of television for adult education must, like any field of human activity, entail first of all the *definition of a general policy*, which, according to Dr. van Tienen, would comprise several phases:

I. The determination of aims chosens out of all possible aims; e.g. one can choose satisfying the growing demand for technical knowledge, general enlightenment of the public, the removal of cultural bottle-necks.

II. The designing of alternative ways to reach the aims.

III. The designing of a specific programme.

IV. Execution of the programme with all its problems of production and didactical problems.

V. Evaluation of the programme, difficult from a technical as well as from a psychological point of view.

VI. Feed-back to phases I, II, III if aims have not been attained.

These are very general themes for social research. We must go further into detail and be more specific, because we note today, in many fields of social life, a growing need for increasingly scientific research. In fact, to understand what may be expected of *social research*, we must list its *various aspects*:

1. Historical-sociological research, in which historical information and social concepts are combined.

2. Participating field-studies.

3. Structural-functional analysis, in which society is seen as a unity of the social, cultural and personality systems.

4. Statistical research (opinion-polls).

5. Panel studies — repeated statistical research with regard to a permanent group of respondents.

6. Typological analysis, used to order extensive research material.

7. Statistical experiment.

6. Survey research.

9. Futurological research.

Although all the nine kinds of research mentioned above can be useful to the assessment of needs, *special stress should be laid on structural-functional analysis, combined with futurological research*; without excluding other kinds of research, structural-functional analysis being of basic importance for all adult education.

In the structural-functional approach, society, culture and personality are studied in *one system* of interdependent relations, functions and values.

OECD published in 1966 a report on "The social sciences and the policies of governments". In this report (on page 38) *three levels of research are distinguished*:

(*a*) research concerned with the general character of social change;

(*b*) research concerned with specific policy problems, e.g. health problems, welfare problems, problems of the aged;

(*c*) research related to the practical execution of general policy.

There is a lot of third and second level research available. But in order to get more empirical information on the socio-cultural system as a whole *we need more macro-research on the first level*, combined with projects on the second and the third levels. This would be an ideal situation, which unfortunately does not exist.

The report mentions the "*Group 1985*" in France as one of the first attempts at forecasting at national level a picture of the future, relevant to the present decision making.

In the Netherlands the Council of Ministers has set up a committee to study in what way macro-social research on the first level for the

present and the future can be institutionalised. There are similar plans in other countries, and there are international organisations, e.g. Mankind 2000.

In general we may conclude that macro-social research with regard to the socio-cultural system is necessary, but is not yet available. The existing research teams cannot deal with macro-social research. This has to be done by national and international institutes, in which the research teams for adult education can possibly participate in one way or the other.

Although there is no systematic flow of macro-social scientific information about the socio-cultural system, *we can make a diagram of what we ought to know* (see table below).

This table, or rather this kind of matrix, is simply an attempt to present these ideas, which does not claim to be exhaustive but which gives a review of the problems that arise in society and culture.

On the *horizontal axis* we find all kinds of groups and categories, often forming sub-systems.

On the *vertical axis* we find processes in which these groups and categories are involved.

The task for the future will be to fill the empty squares. Some of the squares can possibly be filled by the research teams for adult education. Several participants stressed the importance of inter-disciplinary research groups and teams.

The matrix does not give more than a surface description. Underneath that surface the basic factors causing social change will have to be recognised and be brought together in a quantitative model. The matrix however contains a list of possible important factors, from which we should be able to say which are the most important phenomena, what are their mutual relations and how they will develop in the future.

The importance of the *model* was shown in the nineteen-thirties in political economy by such distinguished economists as Keynes and Tinbergen. In the same way we need models covering the whole socio-cultural system, whieh will tell us, for example, what is the relationship between:

— delinquency and first socialisation of children;

— the advertisement system and deviant behaviour;

— social change and anomy;

— social change and authoritarian personality.

SURFACE-DESCRIPTION OF THE SOCIO-CULTURAL SYSTEM

Groups and categories (institutionalised or not)

sub-systems / processes	Age	Sex	Handi-capped deprived groups	Territorial groups: towns regions, quarters or districts of towns	Non-territorial groups, Catholics, political parties	Family	Ethnic groups
Deculturation Acculturation							
Socialisation							
Mobility							
Structural changes, e. g. urbanisation population growth							
Integration desintegration processes							
processes of choice (choice of careers)							
social control							
processes of distribution							
interaction and communication							
ways of expression							
value-orientations							
attitude-forming							
etc.							

One can imagine that there are more processes, several of them overlapping

Possible variables in a socio-cultural model

1. Politics (power structure)
2. Demographic factors
3. Economic factors (production, distribution, services, consumption)
4. Geographical factors
5. Social insurance system
6. Social welfare services
7. Religion
8. Health
9. Marriage and family
10. Education
11. Technology
12. Cultural services
13. Recreation
14. Public finance
15. .....
16. .....

B. *Model for a functional analysis of the problem of adult education*

Mr. H. van Praag, who was concerned with the problem of the assessment of needs, presented an *operative model* for a functional analysis to be carried out by various research teams. The concept of "model" he used is that of Robert K. Merton in his *Social Theory and Social Structure* (The Free Press, New York, 1967, pp. 50 et seq.: "A Paradigm for Functional Analysis in Sociology"), i.e. a methodological pattern for sociological analysis made up of questions. The emphasis was laid mainly on sociology, communication theory and cultural pedagogy, so that the greater part of the investigation could be conducted by a team of specialists in these three areas.

Mr. van Praag first of all explained a number of concepts, since hese are not always employed in the same manner, so that a suitable model could be prepared. He stressed the need not to confuse *facts*, *standards* and *expectations*. In functional analysis proper, determination of the *cultural pattern* is an important element. *Models of thought* are an essential component of this pattern; they are of primary importance in programming adult education. Greater knowledge of these models is one of the indispensable stages in the process of raising the average basic level of a culture, as is usually found necessary in a programme of adult education. This programming is possible only through continuous interaction with other education media.

1. *Subjects and targets*

If we are to achieve a functional analysis of the needs of adult education (with special reference to educational television) we must pose a number of critical questions.

Together these questions constitute a *methodological model* which can serve as the point of departure for a functional analysis, which in turn must lead to a revision of the model etc.

In principle we follow the method of Merton. Since adult education via television cannot be considered divorced from permanent education in a broader sense, this specific aspect has only been brought forward in questions XIII and XIV.

There are fourteen basic questions for our paradigm. We are postulating them here as a *model for a functional analysis*, taking into account the basic requirements elucidated. In this part of the document we have plotted a few outlines for a functional analysis, which, needless to say, are not exhaustive.

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I. On what vision of the future do we base our long-term planning and programming?

II. What are relevant data for devising an operable model?

III. To what areas ought we to confine ourselves, at least for the present?

IV. What development (and/or stagnation) is occurring in these areas which might call for adult education?

V. What is the actual state of knowledge and ability in these areas among different groups and individuals?

VI. What may we expect of the future in this respect, and what aims are we pursuing?

VII. What functions (family, cultural, social) will have to be performed in the world of tomorrow?

VIII. How can we impart to groups and individuals the motivation and information they require for performing these functions?

IX. How can the students themselves be actively involved in the programming of adult education?

X. What teaching situations and forms can we create for adult education?

XI. What lags and gaps have to be made good?

XII. What cultural patterns and models of thought have to be taught?

XIII. What special task can radio and television perform?

XIV. How can co-operation be achieved with other media of education and instruction?

2. *Basis for a functional analysis*

I. In the Council of Europe our point of departure is the choice of an open, pluralistic, democratic society which guarantees the liberties and rights of both individual and community, and in which scientific and technological media are applied to make the world habitable for all nations and races.

II. We have to make a choice between all available data. We can say that generally data for our analysis can be considered relevant if they emanate from several sources.

A highly operable method appears to be the "three sources method": cultural history, cultural pedagogy and pragmatism.

It is quite feasible to collect these data by means of *survey research* (inquiries, interviews etc.).

III. It is not possible to give a comprehensive survey of the fields in which adult education is needed. They can be charted in various ways. We have opted for a break-down into three sectors: the individual, the cultural and the social sectors.

We shall consider these three sectors at three levels which we shall call *sub-stratum*, *stratum* and *super-stratum*, these terms being poly-interpretable. They do, however, point to a hierarchy, in which the bottom level is the most essential, whilst the uppermost has an ordering function.

In the *sub-stratum* the structures are inter-related through irrational relations, whereas in the *stratum* and the *super-stratum* the rational aspect dominates.

Moreover, the *stratum* originates from the *sub-stratum*, and the *super-stratum* from the *stratum*. One could draw a comparison with a tree which has its roots embedded in the soil. The trunk above ground is still connected to the roots, whereas the branches, though having the same basic structure as the trunk, are not in direct contact with the roots. In this context subterranean is symbolic of the irrational, above ground of the rational.

A. Within the individual sector we distinguish the three levels: the Id, the Ego and the Super Ego. These terms are derived from psychoanalysis (Freud). If one wishes, one may also speak of subconsciousness, consciousness and superconsciousness (or norm consciousness).

B. Similarly, we can distinguish three levels in culture, often designated Mythos, Logos and Ratio. In the theoretical sphere they refer to religion, philosophy and (the branches of) science. In the practical sphere they relate to cult, art and (the branches of) technology.

C. Lastly, it is also true to say that society comprises three spheres: community, society and state.

Thus we arrive at the following division:

Levels	*Individual*	*Culture*	*Society*
Super-stratum	*Super ego*	*Ratio*	*State*
Stratum	*Ego*	*Logos*	*Society*
Sub-stratum	*Id*	*Mythos*	*Community*

IV. An outline will be sketched of the various fields (religion, science, trade, industry etc.) showing where knowledge and learning are advancing and where static.

V. The information from point IV should be specified according to the current situation.

VI. Having determined where the present-day basis of knowledge lies and what ceiling is needed, we must ascertain what can be expected and needs doing in this field.

VII. Adult education must not be regarded merely as *professional guidance;* it is successful only if it constitutes *vocational guidance* in the full sense of the word.

That is why every programme of adult education should also be viewed from this angle, and if possible supplemented with extra-vocational courses.

A very effective division appears to be the one encountered in the report by the Council of Europe on " New Trends in Adult Education " (21.8.1967, page 4):

" An inventory of adult needs in the field of education would comprise the following categories:

1. Those needs resulting from professional activities;

2. those connected with the different extra-professional activities and duties existing and roles to be played within social group contexts such as family, local and regional settings, trade unions etc;

3. those resulting from the desire of the individual to reorientate his daily life towards a meaningful cultural purport in work and leisure ."

To have a clear general idea of the future division of functions, it may be profitable to use *sociograms.*

VIII. The personal need in adult education can both motivate and stimulate.

Conversely, a negative attitude may constitute an inertion or inhibiting factor. No programme of adult education can ever succeed without a thorough *motivation survey.*

Hence the term " interested parties " should be construed in the dual sense of those who *see it to be in their interests* to (objectively interested) and those *taking an interest* in (subjectively interested).

Attitude influencing may be necessary to make the objectively interested also subjectively interested parties.

It is conceivable that *advertising and propaganda techniques* will have to be employed to this end.

Investigations by American psychotechnicians and the Swiss Stauffer have moreover established that in the majority of cases interest weighs heavier that aptitude in the matter of vocational choice and retraining.

IX. There is an increasingly widespread effort to apply the principle of " auto-determination " in education. It means finding *objective needs* (Montessori). Nonetheless, this calls for a *preformed pedagogical environment*.

X. This research problem will have to be solved by didacticians, sociologists, communication experts, publishers and journalists. There are already some publications on the subject.

XI. This question is not only concerned with determining lags and gaps, but also with *translating* these arrears in the didactical sphere: " *catching up* ".

We must first try to *influence* men's attitude; an extremely difficult job. And even when one persuades them to make a conscious effort in this direction, the unconscious resistances continue to operate.

XII. A study of the cultural patterns and of models of thought (e.g. basic techniques) appears to be increasingly essential for controlling this highly complicated information and instruction.

This sets a special task for *formal training* (in logic, cybernetics, technology), which in this era of automation is becoming more and more urgent.

XIII. Specialists in educational television must above all ask themselves what contribution they can make towards this. What needs can television help in satisfying? To answer these questions we need to have a comprehensive picture of the needs of adult education. Television, however, has wide possibilities: it is a costly medium, and must be economically viable. Calculations worked out in Italy (*Telescuola*), France (*Télébac*), Germany (*Telekolleg*) and the United Kingdom (Open university) have established that a TV course usually works out much cheaper per head than oral instruction, provided the number of students is reasonably large.

XIV. As we know from the practice of educational television, there has to be close co-operation between television, radio and written instruction. Other areas of co-operation have been mentioned on several occasions.

We shall not study this functional division in any greater detail since in the main it falls outside this investigation of needs.

C. *Evolution of needs*

According to Dr. van Tienen, if we know the working of the model, we can establish an order of priority in the needs of adult education, and some of these needs can be met by direct teaching by television.

It is not necessary to wait until macro-social research is finished; we can use the existing knowledge from second or third level research for the assessment of needs. It will be necessary to use what C. Wright Wills calls " sociological imagination " — i.e. to predict how processes will develop, to formulate hypotheses and to be eager to test these hypotheses again and again by empirical research.

Kahn and Wiener (*Basic, Long-term, Multifold Trend*, pp. 39-64) have given us an interesting example of how empirical facts and imagination are combined. Adult education might be inspired by this.

The educational needs presumed by the 1966 Rome Seminar seem very important and useful, but are derived from a rather narrow view of the modern social system. Dr. van Tienen distinguished other and new problems, of which he mentioned some examples:

1. It is certain that in the future it will no longer be necessary for the whole working population (aged 15-65) to be engaged in the production process. A fairly high percentage will not be involved; how are they going to spend their leisure time in a way that is acceptable and satisfying for themselves?

2. The changes in culture and society can only lead to progress if the population is able to adapt itself. Many people feel themselves frustrated in their old habits and get into a state of alienation and anomy. Is it possible, with the help of direct education by television, to change attitudes and provide people with a new interest in life?

3. Our modern socio-cultural system is moving towards a situation which the great sociologist Karl Mannheim called *fundamental democratisation*: for example management participation by students and workers. Are they able to manage universities and firms? Is there a task for adult education?

Dr. van Tienen thinks the present educational television programmes for adults are very useful, but rather neutral and appreciated by what are generally called the established groups in society. When, later, fuller information is available about the functioning of the social system, it will be necessary to choose other priorities.

D. *Preliminary survey of adult education needs*

Mr. van Praag prepared a *preliminary survey of adult education needs*, the main points of which are:

Our conception is based on the trichotomy: individual, culture and society. There is constant friction between these three spheres. It can be eliminated only by a clear vision of the future division of

functions between these three areas. The primary question therefore is how to promote:

(*a*) personality forming;

(*b*) cultural integration;

(*c*) social integration.

Viewed from the angle of the dysfunctions, this also means, how are we to fight the increase in neurosis, cultural nausea and sociosis. The term " cultural nausea " originates from Freud. Sartre speaks of " nausée ", Mayrink of " museum disease ". There is a general cultural protest, which is closely connected with the ex*posure* and *debunking of the lofty ideals* of the 19th century. According to Huizinga, cultural pessimism is steadily increasing, partly on account of *information entropy*.

The fight must be waged by *permanent education*.

What is needed is training centres, broadcast lectures and televised discussions (provided these do not degenerate into negativism or into discussion clubs), *public service centres*, one or more in every town, which can be consulted by citizens who have individual, cultural or social problems.

Most countries have already done a great deal for adult education in the realm of *art*. Co-ordination would be possible with philosophy, where stress should be laid as much as possible on pragmatic thinking in everyday life. *Independent thought* and *creative expression* must be promoted. We should set up *studios* under the supervision of artists and specialist teachers.

Libraries with their information facilities are also of great importance.

The rapid development of science and technology creates the very serious problem of *keeping up to date*. We should publish an *information bulletin* on research, make use of *computers*, give students *interdepartmental information*, because over the last decades the scientific model of thought has changed drastically.

The *traditional community groupings* have lost a great deal in terms of safety and security (see Tönnies predicting this in the 19th century and Stalpers confirming it today). The evolution of our society is such that it calls for frequent " re-fuelling along the road " at " *educative filling stations* ".

The building of these " educative filling stations " calls for planning of a unique kind. For that reason, the planners must continuously receive fresh information and instruction. At the moment we are contemplating *four main fields of work:*

(*a*) *Broadening the basis* is necessary so as to enable a large number of workers to " hold their own in society " and to " keep up their participation longer ".

(*b*) *Refresher courses* should be given in technological and agrarian enterprises and office jobs that have lagged behind.

(*c*) *Retraining* is needed for workers in declining industries and administrations. This applies especially to younger people.

(*d*) *Post-graduate instruction.* Nowhere is the rapid advance of science and technology felt so keenly as among science graduates. For them post-graduate instruction has become a vital necessity. Those primarily concerned are doctors, engineers, chemists and teachers.

We must establish *vocational guidance*, ensuring not only that the right man is given the right job, but also that the right job is found for the right man. Altough this is a high-sounding ideal, we must never omit it as a direction-determining factor from our planning.

With a view to realising such a programme, *a permanent committee for adult education* will have to be set up in each country, to give advice on co-ordination and planning. Research facilities for permanent education will have to be made available to this committee and to all other institutions concerned.

Supranational co-operation will be found necessary from the very inception.

E. *Setting up of adult education research teams*

I. *Background information*

1. The rapid development of science and technology affects society and culture, especially education.

2. The idea of " finalised studies " is losing its meaning. Training for a single careeer is being replaced by life-long studying and adaptation to other professions.

3. Life-long studying calls for the re-programming of compulsory education and adult education too.

4. Adult education differs from education of young people. Adults are quite free to choose their educators.

5. Accordingly, adults should be encouraged to go in for education and instruction.

6. Adult education is becoming more and more important.

II. *Plan*

1. All available modern educational and instructional media and methods should be used in the programming of adult education.

2. When testing these methods the entire problem of life-long studying should therefore be studied before deciding on the subjects to be dealt with by the various media, having due regard for co-operation between the users of those media.

3. The educational needs of adults have to be constantly reviewed if a clear idea is to be obtained of those needs.

4. Research teams are required for this purpose; teams that can work independently (without being tied to radio and television, for instance).

5. Each research team should consist of at least three researchers working full time, one secretary, two assistants and two shorthand typists.

6. The three researchers should be a sociologist (preferably a communications expert) a psychologist and an educationist.

III. *Duties*

1. The research team should investigate into adult education in the broadest sense, i.e. both individual, cultural and social education.

2. The team should have advisers at its disposal, who could be consulted as a panel as well as individually.

3. The research should be carried out in co-operation with the various educational institutes.

4. Regular contact with research teams in other countries is desirable.

5. The team should find out whether existing adult education curricula meet current needs.

6. The team should incorporate the results of the evaluation of current courses in their programming.

IV. *Funds*

1. Teams should be financed by the government and financially supported by trade, industry and any organisation that would benefit.

2. The money supplied by the government should come in the first place from the Ministries of Education and Culture, but other ministries (e.g. Agriculture, Health, Economic Affairs) might also participate.

3. Trade and industry should participate to enable the average workers' basic education to be broadened.

4. In some countries, radio and television might make contributions from their own resources.

5. Institutions of adult education, too, might make funds available.

6. Lastly, trade unions, women's associations, youth organisations and organisations of specialists in the most diverse fields could also help.

Part II

EVALUATION OF RESULTS

The concerns that became apparent at the Rome Seminar led to the evaluation of results being placed on the agenda for the Scheveningen Seminar, at which Mr. R. Quinot presented a " *Study on methods of evaluating educational radio and television programmes* ".

A. *Methodology problems raised by the different evaluation procedures*

Research into the evaluation of results is of the utmost importance to educational radio and television organisations. Its aim must be to make sure that the needs met by the programme have been correctly assessed, that the means employed for meeting these needs are indeed the best, that targets have been reached, and finally that the whole operation is warranted in terms of cost-effectiveness.

Although straightforward at first sight, in practice these objectives present a challenge because of the wide diversity of factors.

There is a major gap, when it comes to evaluating results, militating against the expansion of radio and television, but today all organisations have more or less appropriate instruments for measuring.

At the outset of a methodological consideration of evaluation procedures there must be a description and breakdown of the methods actually used at the various stages, in the light of critera based on research that is less pragmatic, more objective and that makes use of scientific methods.

I. *Measuring programme efficiency — primarily part of overall strategy for launching that programme*

1. *Definition of needs*

Inevitably, an understanding of what a radio or television programme is intended to convey is necessary before its efficiency can be rated.

An evaluator cannot jump on to a moving train. He has his part to play as soon as the government, ministerial department or promotional body indicates general prospects, identifies needs and aims.

He helps determine the manner in which radio and television aids are to operate: whether they are to take over, in whole or in part, a sector of teaching, education or advancement.

When considering the potential aims of the educational process, it is important not to lose sight of the vast range of methods employed by the bodies responsible for putting the message across.

Thought should be given to the possibility of combining the use of radio and television. It may be that it is possible to influence reception infrastructure — through equipment, through the information of the public or modification of audience make-up (re-shaping the structures for receiving traditional teaching, new arrangements for isolated listeners and viewers etc.). Adjuncts must not be neglected: companion literature, correspondence courses, recordings making use of other aids, such as records, films, sound tapes, combined sound and picture tapes, and later on EVR (electronic video recording) and programming/response on computer terminals, operating under the group interrogation centre or team sharing system.

Clearly there can be no such thing here as a single evaluator: for this reason the term is used in a generic or plural sense. The evaluator is multiple from the outset. When the final report comes to be presented, he will be legion.

2. *Intake infrastructure*

It must be decided how the message is to be put across, i.e. through regular networks or not (closed circuit). Is the audience to be reached through the automatic and single-direction means of a transmitting station operating on a micro-wave network or by cable, or through the more indirect and selective means of aids — chosen with definite aims in view: optically reduced prints (COMOPT), tape recordings etc.? The aids used have an unmistakable influence on the scope and form of audio-visual messages. Appreciable differences are to be found at the utilisation stage, from the point of view of educational practices and of effectiveness. Before any research can be carried out into efficiency, it is essential to have precise details about the receiving equipment

available, especially its technical condition. A preliminary analysis of results implies a breakdown of audience infrastructure (number of sets, pupil/set ratios, equipment utilisation rate). The rate of increase in sets, unlike other consumer goods, is not directly indicative of educationists' faith in the medium. Card indexes giving full details may well be adequate, depending on the scale of the undertaking. It is necessary in most cases to resort to statistical methods in conjunction with powerful data-processing equipment, when determining the predominant characteristics of the audience in relation to equipment utilisation.

3. *Attitudes*

Studies have been carried out from the psychological and sociological viewpoint into attitudes, trends and resistances among the public (teachers and students), but in most cases they have merely recorded the bare facts. Such attitudes can admittedly be left to evolve of their own accord — or an attempt can be made to speed the process by a variety of interventions.

Such interventions have invariably provided confirmation of the complex nature of rejection or acceptance processes. The reactions under consideration no longer hinge exclusively on the medium, being inherent in the different stages of a process of change entailing its own facts and figures, regardless of the media used.

The evaluator agrees, by integrating these extraneous facts and figures, to dovetail his research into effects within the more general framework of the purpose of education — which is already to some extent reflected in the attitudes of the teacher.

Before reaching the stage of assessing the effects expected to follow the elaboration of the message, and its translation into palpable terms, it is important to identify the scope for a psycho-sociological survey of the transformation of the educative act, of the relationship between the teacher and the student, and finally the process of gearing the programme to the external facts relating to basic objectives.

4. *Defining desired effects of audio-visual message*

The audio-visual message can be regarded as a computer product. An overall strategy for launching the product on the market has gradually been evolved, through an analysis of demand, familiarity with audience infrastructure, and consumer attitudes.

The operational models presented recently, especially for direct-teaching television programmes, have taken an increasingly important share in this operational stage. Systematised programmes are taking the place of " self-service " programmes (learning a foreign language, preparing for an examination, moving from one grade to another within a job, further training in science etc.).

In such cases the evaluator sees precise goals — usually with separate stages and times allocated. This does not apply to programmes designed for " cultural enrichment " purposes, so that his conclusions here are bound to be much less meaningful. (Intervention by an evaluator may even be said to be useless in these circumstances.)

These comforting priorities are thrown out of kilter when the programme comes to be devised. Teaching art and technique intermingle to produce a message, through a series of complex operations which add new and for the most part unpredictable creative elements to the objective data relating to the proposed production: however precise the design behind an audio-visual message, the finished product will have an originality of its own, which in some cases will be surprising.

An overall or sequential analysis of a broadcast makes it possible to identify targets, means used for achieving them, and the results anticipated. It may involve analysing a situation or object, providing initiation into behaviour patterns, developing a skill, supervising the acquisition of a concept, a term, an ability, or a thought process.

Systematic analysis reveals the logical pattern represented by exposition of the subject, questioning, checking of answers, individual and group exercises.

In place of intentions, the analysis grid provides a methodological approach to a list of the effects anticipated from the message as outlined. Measurement of the effects, both quantitative and qualitative, is then a matter of varying simplicity.

At operation point, further effects will appear, and far from representing the residual content of a survey of results, these will provide essential information. They may be connected with the psychology and physiology of perception, or with the behaviour of the subject (emotional, intellectual and social progress).

II. *Methods of evaluating results*

1. *Documents enabling immediate reactions to be speedily identified and hypotheses formulated*

This is the method of analysing *letters from listeners and viewers*, sometimes encouraged by questions in the form of *assessment cards*, combining open-end and closed questions, advocated at the moment by several organisations. These are submitted by the user immediately after the broadcast, and permit a rapid feed-back of considerable value to producers who are endeavouring to re-devise a programme or to prepare a new series.

The next stage is the survey by means of standard questionnaires, providing substantial amounts of quantitative information. In the case of isolated students, adolescents and adults — whether or not re-grouped — it provides a highly flexible instrument.

The evaluator must however entertain *considerable reservations* regarding these documents. Little or nothing is known about the compiler of the answers and it is impossible to assess the yardsticks by which he operates. These disadvantages are countered by using a sample group of informers who can be sought out and assembled. A quantitative drop in the supply of information is then offset by a qualitative increase.

2. *Systematic observations*

As it is clearly difficult to create genuinely experimental situations, the *clinical method* of observation is frequently used in studying effects and results.

This entails straightforward observation of the subject while the message is actually being conveyed, noting built-in attitudes and verbal reactions. Actual visual and sound techniques are used for recording reactions.

In conjunction with measuring instruments (tests that have already proved valid in familiar educational situations), the clinical method makes it possible by means of a thorough-going study of the facts to measure results and to pinpoint the main effects.

Generalised comparative observation also makes use of measuring instruments (with often new equipment) for systematic research among comparable sections of the population.

The aim of careful research of this kind, through lines of reasoning, is to indicate the significant differences in results obtained by the different groups being compared. The actual selection of subjects and of evaluation processes, the formulation of hypotheses and the determination of variable factors, all make it possible to move on from the stage of probabilities, and to equip educationists, technicians and planners, who are also anxious to promote effective programmes.

Of course, it is not always possible to know what is to be measured, or to have the necessary instruments to hand. Statistics already used for audience research and programme ratings are essential for analysing results. In this way assumptions can be verified, correlations between measuring samples determined, and each factor assigned an absolute value and a relative value (factorial analysis and variation analysis).

3. *Experimenting*

One essential difficulty is encountered in attempting to apply a strictly experimental method. Specialists are asked to evaluate a programme already in existence or being prepared. It has not been devised for

experimental purposes, its aims prove to conflict, and its targets are indeterminate. The whole range of technical processes has been tapped without distinction and without objective justification.

Whenever it is possible for research workers to co-operate with producers from the outset, however, if not for the full treatment of the programme at least in respect of one sequence both coherent and significant, conclusive results can be provided by the experimental method.

To date no organisation appears to have systematised a simulation procedure of this kind with test programmes or mock-ups. Firstly, there is considerable confusion at that level between pure research, applied research and the pre-testing of programme models intended to become operational through mass production. Besides this, finance is a major problem, as it is a costly business to design mock-ups and experiment with them, and then to effect the necessary research. The crux of the matter, however, lies in a state of mind rather than in finance. It is proving hard for educational radio and television to move on from the creative, spontaneous and pre-industrial stage. The proportion of investments and operating expenditure devoted in numerous European programmes put on by progressive organisations to feed-back and experimental testing varies between 0 % and 5 % of the total budget. Present thinking is that the proportion connected with previous studies and procedures relating to programme launching should account for 25 % of the budget.

4. *Contribution of new scientific methods*

Initially audio-visual messages were classified in terms of the particular aid used, but this is no longer the case. The change-over from one form of aid to another is not now determined simply by profitability demarcation lines. A television programme may use Super 8 mm film plus ten other kinds of picture, be put out on double track (SEPMAG), reproduced by 16 mm optically reduced print (COMOPT) or on video-recorder tape. Reception appliances using cassettes (EVR type) do still more to promote aid flexibility, incidentally disposing of the disadvantages attached to programme grids and enabling the consumer to have access to the product whenever he wishes.

The education authorities, and broadcasting organisations also, are strangely hesitant when it comes to technological developments. The writer's terms of reference do not take in this point, but there is no ignoring an apparent readiness to stay in the first generation of radio and television aids — notwithstanding the existence of multi-purpose machinery, group questioning consoles, and computers with terminals ready to respond to programming techniques.

Research into results is made easier by integrating programmed instruction techniques into the initial elaboration stages. Prior standards are established through the definition of targets, sequence-cutting and

progress charts, and the discipline of these standards balances or perhaps even directs the unpredictably creative achievements of the three-headed (educational, artistic and technical) Cerberus.

Attempts have been made to find ways of combining programmed instruction and audio-visual message production methods. In a few quarters complete integration has been advocated, while in others the suggestion is that they should be used to complement each other (programmed written exercises, use of straightforward individual machines). In all cases it has proved easier to measure results — because the initial aim was precisely to achieve a result.

Similar advantages are to be derived from group questioning centres. The results of questioning can be immediately gauged, as they are geared to a system of questioning which in turn is graded in terms of the expected replies.

Pupil participation is a foregone conclusion. In this way behaviour patterns are established that are properly adapted to the aims of education. Armed with clear-cut criteria of this kind, the evaluator is able to reach meaningful conclusions about the effect of the programme.

III. *Evaluation and effectiveness*

So far no significant attempt has been made in Europe at an evaluation in economic terms that examines cost-effectiveness.

At the third Congress of the European Broadcasting Union (March 1967) on educational radio and television programmes, the Rapporteur for Committee II, on " Organisation and Planning ", commented that a start had been made on team work between economists, educationists, and persons engaged in communication, with a view to agreeing on a general approach to problems posed by the economics of educational radio and television. It had been pointed out in discussions that these issues were extremely complex and that comparative studies presented considerable difficulties because of the wide range of costs and expenditure that could be charged to one budget or another.

So far the use of audio-visual media has not been posed in terms of effectiveness — no doubt because only a marginal proportion of the funds available for educational purposes is devoted to such use.

It was demonstrated in a survey effected by the International Institute for Educational Planning, covering 21 countries using radio and television in education, that the budget for these programmes totalled 75 million francs — aproximately 1/240th of the budget of the French Ministry of National Education alone.

1. *Concept of efficiency*

Objectives must be sufficiently clear for each programme to be allotted a purpose that corresponds to basic needs.

Such objectives (examination, moving from a given degree of skill to a higher one, initiation into a language in the case of direct teaching for instance, and other more devious objectives in the case of " cultural enrichment " courses) are to be attained through the intermediary of regular intake of the product, and a comparison of results and intentions.

At such a level it is of little significance whether introducing one new communication medium is or is not more effective than another. The evaluator is merely concerned with identifying effects and assessing results. At first he shows whether or not the objectives have been reached. If his yardsticks for measuring efficiency are quantitative (audience survey and rating) and qualitative (as revealed by a study of feed-back, clinical observation and advance experiments or pretesting) at the same time, they are designed essentially to confer " authority " on the programme, i.e. to authenticate transmissions of the programme and to measure the degree of its success.

2. *Concept of effectiveness*

Once the programme has indicated its efficiency through results, thought must be given to whether it shows a return.

What circumstances produce the best results ? What are the media to be used (in isolation or combined, with or without other information aids)?

The lower the cost of production compared with the results obtained for an individual or collection of individuals, the greater the return shown by the programme.

The return shown by radio and television aids depends on the productive ensemble of the educational system. A first-rate programme of proven efficiency is not an end in itself. It is dovetailed within the planning of educational development, of which it is indeed one of the means (in some cases the only means).

When the evaluator comes to assess returns, he has at his disposal the same statistical information (investments and operation) as that produced by those engaged in the direction of education (number of pupils, teachers, establishments, examination results, duration of attendance at school, transfer from one level to another, equipment rates etc.). He also needs statistical information from producing entres (educational elaboration, technical elaboration, different stations for production, broadcasting, equipment, information and training in individual or group reception).

If we accept the diversity of aims, the range of variables and the need for quantitative and qualitative measures, we shall also agree that a return must be assessed first and foremost in monetary terms (the only terms carrying any weight with planners and the authorities), but also in other terms — provided they are probative, comparable and conducive to generalisations.

IV. *Side issues of evaluation*

1. *Evaluation = team spirit*

Evaluation is a permanent process, occurring at all stages (from the preliminary survey to the final summing-up) throughout operational planning. Evaluation consists of teams undergoing constant renewal; it is also a state of mind.

Evaluation teams intervene at different stages, in different forms. It has been shown by the difficulty of hitting on common preoccupations, methods and terminology that it is not simply to bring together a set of skills; colleagues must be found who can see further than their own speciality und thus archieve some degree of versatility. The hostility of educationists and of visual and sound technicians to methods of measuring efficiency and calculating effectiveness will diminish as they become uncreasingly involved in the whole process of evaluation. The converse is obvious. The evaluator cannot establish criteria and make choices without extensive familiarity with the dual experience acquired by the audio-visual specialist, and of the manifold implications of this sector of education.

2. *Integration of evaluation results and their general application*

The processing of all the information collected is essential, and demands considerable resources. Evaluation is a close neighbour to applied research, and has many points of contact with pure research.

Studies may be carried out by producer organisations or bodies working in conjunction, university institutes or research centres associated with groups representing business or social interests.

Evaluation investments, more or less distinct from research investments, must correspond to budget lines that become clearer as the tasks to be effected become more specific.

When the work, effort and finance devoted to a deliberate policy of rationalising undertakings are on this kind of scale, radio and television organisations are bound to take the fullest account of the evaluators' findings. In some cases such findings may lead to painful adjustments, but they will invariably promote a greater use of radio and television in education — according with the general objectives of education, which after all is the aim of research.

Still the most usual situation is post facto evaluation. Decisions were reached a long time ago, programme production is under way. There is no breaking loose from the system: in many cases it will be years before the results of evaluation can be taken into account, and the necessary changes effected.

Experimental programmes are the best solution. From the outset the evaluator is on the shop floor. When it is impossible for a mock-up to be produced, or for a programme to be pre-tested, those in charge must see to it that the evaluator has a chance to intervene at the very start of the assemby-line, i.e. at the design stage.

The attitudes of the various participants in the overall task are not yet cut-and-dried at this stage. Confrontation is a possibility, a vast range of assumptions can be formulated, and conclusions are something for the future.

The results of evaluation make it possible to move on from the test stage to the general production stage with considerable technical and financial " security ". Educationists, technicians and users all stand to gain from this procedure, since it leads to a system of planning that matches means to aims, the product to demand; it also replaces a pragmatic approach by a rational approach, enabling both the creator of the audio-visual message and the consumer (teacher and pupil) to contribute with maximum efficiency.

B. *A significant experiment: TELEAC*

Several national experiments were presented at Scheveningen. This confirmed the variety of methods and the difficulties of applying them, but was nervertheless of great practical interest.

One of these experiments at evaluation was particularly significant: that of the Netherlands TELEAC Foundation, which since 1965 has been making educational television broadcasts of *five types:* courses on given themes, refresher courses, inter-faculty courses, art courses and language courses.

For research, TELEAC, which does not have a complete department, collaborates closely with a research institute of the University of Amsterdam and with the research department of the Netherlands Television Foundation at Hilversum. At present research is limited to three fields: (*a*) exploration of the market, (*b*) group testing, and (*c*) evaluation. These three types of research are made *for every course.*

The evaluation method has two parts; it comprises *group testing* and *scientific research.*

Group testing can be done before, during and after the production. A distinction is therefore made between pre-testing, simultaneous testing and post-testing.

When a suggestion and the idea for a series have been made ready for production, one or two lessons are chosen according to standard criteria and are worked out into *specimen lessons;* the ideal, of course, is to make two different lessons, so that the groups that see them really have a choice. As a rule, two different kinds of groups are invited: on the one hand potential viewers and on the other as large a variety of experts as possible. Each group contains 15 to 25 persons, recruited from a radius of 30 miles around Delft.

This geographical condition, and the opportunity to criticise TELEAC in its own studio, encourage the public to come. What all these people have in common is the willingness and interest to attend some course or other during their spare time.

Another resource open to TELEAC is to make an appeal to listeners to some course already broadcast on the subject under consideration. For example, twenty former listeners to the course in the " Logic " series were asked to pre-test a series on new scientific models. In the case of music courses some so-called " average " choirs were invited.

When the specimen lesson has been broadcast, *questionnaires* are submitted to the groups, who answer open and pre-coded questions on the content, form and presentation of the lesson. This is the written phase of the test. Later, a discussion is held: this is the oral phase. We should note that the meeting of potential course-members takes place before the meeting of experts: this latter group has a permanent nucleus formed of a didactician, a teaching psychologist and a member of the Institute for Perception Research.

The *second phase* of the evaluation is based on *scientific research.* The problem is to know who have watched the programmes, the categories being according to age, sex, education, profession, number of programmes watched, and the opinion of those concerned on the form, content and presentation of the course.

This research method provides much useful information as to the constitution of groups of course-members and viewers according to a number of characteristics, their actual viewing behaviour and their opinion — mostly pre-coded — on certain aspects of the course. In this way it is possible to measure the effectiveness of the series and the extent to which one becomes aware of increased knowledge, as well as the way in which one sets about looking for further information.

The research department of the Netherlands Television Foundation is at present engaged in a continuous enquiry into the viewing and listening behaviour of people of the Netherlands aged 15 and over.

A group totalling some 1,500 people has been formed which, being carefully selected, seems representative of Netherlands television viewers.

C. *General discussion*

A general discussion was held at Scheveningen on the report by Mr. R. Quinot. The delegates expressed approval of the report as a whole.

In all cases (even those of countries that had not yet been able to start evaluation) the delegates testified to the constant concern felt by adult education organisers in this field, emphasising the following aspects:

Impact evaluation is made possible by the functional analysis of needs, which determines objectives and the area within which programmes are to operate. The programme provides one or more satisfactory answers to the needs (explicit or implicit) of a given group of adults. These answers may lead to a re-thinking of the usefulness of the programme, and of the kind of message it puts across and the form it takes.

The part played by radio and television in adult education covers fields which defy traditional rules: it is therefore necessary to have new planning procedures.

Those responsible for programmes, and educationists, are acutely aware of the economic, social and cultural consequences of what they are doing, so that they are not disposed to go into the extremely sophisticated findings of formal research. Their hope is that an analysis of results will mean that they can regain a sense of perspective, work out new hypotheses, find theoretical and practical means of improving messages, and finally plan a strategy for putting across these messages.

Result evaluation thus forms a part of a line of educational research that is both forward-looking and operational. It accords with the intentions that are basic to adult education, as confirmed by the seminars and study groups arranged by the Committee for Out-of-School Education.

Before any programme for adults can be set up, a plan for research into effectiveness must be devised.

Because their interests appear to conflict with those of the planners, educationists are still at times afraid that impact research is merely a means employed by the planners, a manifestation of their overbearing methods. Actually, the objective is a shared objective: to see what programmes and methods will produce the best results, on the basis of quantitative and qualitative information.

The comments of several experts who presented reports on national research, and the requests voiced by representatives of bodies not yet able to carry out evaluation, underscored the vital need to exchange the main findings of programme result analysis throughout Europe.

Thinking to date on planning the joint use of new educational media is not yet sufficiently well-defined, and not enough statistical data are available, for those taking part in the seminar to be able to give a more precise answer to the effectiveness concept raised by the Rapporteur.

The next seminar (Sweden - June 1969), on the problems of co-operation between radio and television organisations, educational establishments and government authorities, should enable further light to be shed on the contribution to be made by impact analysis in this field.

D. *Outline for a pilot project on the evaluation of the results of a series of experimental educational television programmes*

presented by Mr. Quinot

A number of methodology difficulties have been revealed by theoretical studies on the methods of evaluating educational radio and television programmes. Such difficulties have been confirmed by a careful analysis of the reports on results obtained by various national organisations.

These studies have led to conclusions which, although interesting, are frequently not particularly meaningful and scarcely ever capable of general application.

Over the last five years there has been considerable progress in this field throughout Europe and it is now possible to look to highly competent specialists, having at their command an increasingly sophisticated battery of equipment. All organisations also want to indicate with greater clarity what action is to be undertaken, and constantly to improve their output, which in turn will be made more effective by a methodical evaluation of effects and impact.

This urgent need should induce the member states of the CCC to take part in a carefully planned and elaborate scheme to study the most characteristic aspects of impact evaluation in a real educational situation, to draw meaningful conclusions and decide what action it is appropriate to recommend.

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The pilot scheme might take the following form:

1. *Objective*

1.1. *At national level*

Application in a real educational situation of various methods of impact analysis especially geared to the needs of the public, the intentions of educationists and the general purpose behind the programme — as a part of the continuous development of combined teaching methods.

(*a*) Constitution of the team and analysis of duties (who? when? why? how?) throughout the scheme up to the analysis of results, and the resultant recommendations, both theoretical and practical.

Teachers and vision/sound technicians become less suspicious of the methods whereby efficiency and effectiveness are measured as they become increasingly involved in evaluation processes as a whole. Conversely, evaluators are in no position to lay down criteria, devise experimental plans, instructions on how checks are to be performed, suitable material and tests without the creators of the audio-visual method and joint material taking part on a permanent basis.

(*b*) Selection of evaluation method or methods, reasons for this selection, devising material for checks, ranging from the rudimentary to the sophisticated.

Application to the population as a whole or special population samples. Scientific analysis of experimental process, its limits and problems.

(*c*) Analysing impact from the following points of view:

— needs,

— aims,

— scope of audio-visual methods, and form assumed,

— efficiency.

(*d*) Statement of findings and recommendations, so that it is possible to move on from the trial stage to one where producers can look to general standards for production, in conditions that ensure educational, technical and financial stability.

1.2. *At international level*

A comparison between several European countries of the way in which the pilot scheme is conducted, methods used, arrangements for applying such methods and of their effectiveness, should help promoters, administrators, educationists and planners to determine the

future framework for a logical use of joint educational media likely to match the needs of adults in the field of training and advancement.

2. *Theme*

Selection of an area geared to the needs generally voiced by the majority of member countries. (How to effect a functional analysis of educational needs?)

According to reports recently published by the CCC, *The use of television in adult education — European achievements* (Mrs. M.G. Puglisi) and *New trends in adult education* (Committee for Out-of-School Education, August 1967), the most popular choice is likely to be an introduction to economics.

Within this area, one theme would be taken corresponding to a coherent educational ensemble of knowledge, thought and behaviour patterns. Examples would be: circulation of goods, wages, economic crises, means of production, company management etc.

The choice of one area, and then of a single theme, geared to national interests and the general direction of each organisation's planning, will raise the pilot project to its proper status of comparative survey, as soon as a range of common educational aims can also be defined.

Far from being regarded as impediments to an ideal experimental situation, national preoccupations, users' basic concepts and attitudes, and the various social and economic realities constitute the essential data for this European experiment, and it is essential that they shall be brought well to the fore.

3. *Number of programmes*

Quarter-hour, twenty-minute or half-hour units will be adopted after enquiries into national broadcasting standards. The minimum for the experimental series should be three twenty-minute broadcasts, but it would be better if there could be five. Depending on the subjects dealt with, the broadcasts could be spread out over three weeks.

4. *Formation of European study group*

The study group would be made up as follows:

(*a*) Officially, of a minimum of four or a maximum of eight European experts, responsible for carrying out surveys before the project gets under way, the co-ordination of research, comparing methods and results and summarising conclusions;

(*b*) Unofficially, of all the national teams taking part in the scheme.

Modelled perhaps on the teams covering a range of subjects as suggested for demand analysis by the Scheveningen Seminar, their membership varying according to the practical details noted in the previous report on impact assessment, the national teams represent the foundation for the experiment. Teachers and technicians will have a part to play at every stage. Not concerned with the previous selection of the area, theme and objectives, these teams conduct the experiment on the social and economic, educational, cultural and scientific bases peculiar to themselves. The actual description of the original way in which the experiment is conducted should be one of the most valuable contributions that the comparative survey has to make.

During the time that the experiment lasts (30 months, see following paragraph), the study group might meet two or three times at the Council of Europe headquarters, Strabourg, and at least once in each participating country (in a place selected by that country), so as to give on-the-spot consideration, with the national teams, to the way in which the exercise is proceeding.

5. *Timetable*

Once the project has been adopted and the Council of Europe notified of ten or so member countries disposed to take part, the following timetable, extending over 30 months (but possibly to be cut to 24) and broken down into stages averaging 6 months, might be adopted.

(a) *Preliminary stage* (first to sixth month)

— Advance survey of national requirements, main needs in adult education and production standards.

— Comparison of national spheres having priority, selection of one. Examination of theme likely to be chosen for experiment and its educational objectives by appropriate bodies consisting of educationists and users. Choice of common theme and restricted range of aims.

— Survey of existing national productions in the field under consideration and standards concerning broadcasting.

— Formation of national teams and agreement between the CCC and member states on how exactly they are to take part in the scheme.

(b) *Stage at which the programmes as a whole are devised* (seventh to eleventh month)

— Drawing up broadcasting plans, devising a combination of various aids. Choice of methods, preparing the experimental plan and evaluation instruments.

— Comparing projects, so that assumptions may be adjusted, common aims re-thought if need be, and a plan for a comparative study adopted.

(c) *Stage at which all the programmes are produced* (eleventh to eighteenth month)

— Technical production.

— Advance experiments in accordance with method selected.

— Analysis of potential audience, preparing samples.

— Comparison between original projects and programmes for further adjustment of objectives and the plan for a comparative study if necessary.

(d) *Application stage* (nineteenth to twenty-fourth month)

— Putting out programmes.

— Application of evaluation machinery.

— Impact analysis.

— Each national team to draw up report on the experiment plus a detailed description of the way in which the exercise has proceeded.

(e) *Concluding stage* (twenty-fifth to thirtieth month)

— Comparative study of national reports. Group of experts to draw up summarising report indicating directions opened up by systematic analysis of impact, in connection with future action, improving productions, means of continuing to satisfy requirements.

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1. The theme selected must possess genuine attractions for all the states taking part. From this point of view, economics is a suitable subject. Account is to be taken of the forward plans already devised by the member states' radio and television organisations (quest for a joint line of action).

2. Over the last three years, out-of-school education experts have repeatedly pointed to the advantages of combined teaching methods. These countries able to do so will derive advantage from sending out companion literature in connection with the programmes. The research carried out should bear in mind the use made of aids of this kind.

3. An equal number of programmes, lasting exactly the same time, must be taken so that comparison is facilitated. The choice of number (three, five or seven) and of programme length (15, 20 or 30 minutes) will depend on the prior study of the appropriate organisations' normal planning standards. The organisations might in fact incorporate the programmes into wider series, and research could be confined to the experimental programmes.

4. More countries will be likely to take part in research if certain arrangements are made between countries where the same language is spoken, for production purposes at least (e.g.: Dutch-speaking Belgium and the Netherlands, Walloon Belgium, French-speaking parts of Switzerland and France).

CONCLUSION

A critical approach is necessary to evaluate the possibilities of adult education. Mr. van Praag very rightly concluded " Let us beware of wishful thinking and over-hopeful acting. "

Another danger is that of over-estimating methods, which are mere instruments.

Research must not be an expensive way of postponing the solution of problems. It must be supplemented by *experiments.*

This research must be done in an atmosphere of international contact. Some pilot projects could be carried out by several countries working together.

To compare the evaluation of our results, we need a common language — if possible, a simple and comprehensible one. We must not be overcome by the magic of words, or by a pseudo-scientific logomachy!

With this common language, research can be done on an international level. The Council of Europe can help to co-ordinate these activities.

This second seminar at Scheveningen has shown how far we still have to go. Almost everything remains to be done, both in assessing needs and in evaluating results.

APPENDIX

List of participants

ORGANISERS

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