ADULT EDUCATION

IN RETROSPECTIVE

60 years of CONFINTEA

BRAZIL
2009

GERMANY
1997

FRANCE
1985

JAPAN
1972

CANADA
1960

DENMARK
1949

Adult Education in Retrospective

60 years of CONFINTEA

Timothy Denis Ireland
Carlos Humberto Spezia
(Orgs.)

Brasilia, 2014

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UNESCO
United Nations
Educational, Scientific and
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Office

Ministry of
Education

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1. *Introduction*

From North to South: in the tracks of CONFINTEA

Over the last six decades UNESCO has promoted six International Conferences on Adult Education which have become known more recently as CONFINTEAs (from the French, *Conférence Internationale sur l'Education des Adultes*). The CONFINTEAs have established themselves as one of the most influential forums in the international Adult Education arena. Over their 60 year life-span, these Conferences have debated and established the principle guidelines for global policy in adult education for the period between one Conference and the next – and, in certain more unsettled situations, impeded the disappearance of Adult Education from the political agenda in diverse countries.

The Sixth Conference was the first to be held in the Southern Hemisphere and in an emerging country. By choosing Brazil and the city of Belem, UNESCO recognised not only the investments made in the field of Adult Education in recent years but also the enormous challenges faced by countries like Brazil when seeking to promote human development based on paradigms of sustainability. Thus, the symbolic value of the city of Belem, on the frontier of the Amazon region with all its cultural, linguistic, ethnic and ecological diversity. The holding of the Conference in Latin America in 2009 also completed a sexagenarian cycle initiated when the first conference was held in 1949 under the command of the only Latin American Director-General of UNESCO, the Mexican Torres Bodet. Completing this cycle, Mexico City hosted the Latin American and Caribbean Regional Preparatory Meeting for CONFINTEA VI in 2008.

The growing importance of this cycle of Conferences, initiated in Elsinore (Denmark) in 1949, can in part be measured by the number of delegates and the number of UNESCO Member States which participated. One hundred and six (106) delegates were present at the first conference, representing 27 countries. In 2009, 1,125 delegates from 144 Member States took part in the sixth. However, it was only from Hamburg in 1997 onwards that the CONFINTEA had a more visible impact on the social movement of youth and adult education, at least in Latin America. In the case of Brazil, the first Forum of Adult Education was created in the State of Rio de Janeiro during the mobilization for Hamburg. In the following years, all the Brazilian States founded Forums creating a supportive network for Adult Education in a period in which government policy accorded it low priority.

The growing size of the CONFINTEAs was accompanied by an increasingly sophisticated process of preparation and mobilization and by the need for strategies for monitoring the commitments and goals established by the delegates in the years subsequent to each conference. In this way, the CONFINTEAs became a process, a cycle, whose most symbolic political moment is the event – the Conference.

The Sixth CONFINTEA was not very different from its predecessors. The more immediate preparations began in 2007 and included five regional meetings, the elaboration of national and regional reports, a global report – the GRALE, national and regional processes of mobilization instituted by governments and civil society. Promoted by UNESCO, the major responsibility for organizing the event was delegated to the Institute of Lifelong Learning (UIL) in Hamburg, as the specialised centre in adult learning and education, with support from the UNESCO Office in Brasilia. The Brazilian Government, represented by the Ministry of Education and the Government of the State of Para, represented by the State Secretariat of Education, provided the financial and logistical support for the Conference.

The present book on the Sixty Years of CONFINTEA was conceived in this context. Inspired by the desire to register the long fecund history of a global movement which has spanned six decades, we consulted and made use of official records and documents produced by and for the conferences, in particular the final reports, elaborated by UNESCO. This process of historical recovery became equally important as a means of undertaking a transversal reading of the development of the very concept of adult education, embracing the post-war years, the period of decolonization, the Cold War and the attack on the twin towers in New York. In Knoll's words, it "(…) demonstrates the changes in perceptions of adult education, from literacy to lifelong learning, in which adult education is seen as both part of the *continuum* of education and an entity in itself."

In addition to the CONFINTEA documents, we decided to include other documents which possess a fundamental link with the Conferences and what they represent in terms of the struggle for the right to education, in the spirit of education for all and in the perspective of lifelong learning and education.

The book is structured as follows. It opens with two articles which analyse the historical process of the CONFINTEAs. The first, by Professor Joachim Knoll, *The History of the UNESCO International Conferences on Adult Education – from Helsingör (1949) to Hamburg (1997): international education policy through people and programmes*, was elaborated as part of the preparatory process for CONFINTEA VI instigated by the International Council of Adult Education (ICAE). Professor Knoll's analysis covers the first five conferences in some of which he participated as delegate. The second article, *Sixty years of CONFINTEA: a retrospective analysis*, written by Professor Timothy Ireland after the Belem Conference, deals with all six conferences. Both emphasise the potential of the conferences for providing visibility for the political agenda of adult education globally and the need to interpret the conferences within the historical context in which they were held.

The sequence of documents opens with the Universal Declaration of Human Rights – the United Nations' letter of fundamental principles – which establishes the right to education for all independent of other variables such as age, religion, social class, colour, ethnicity etc. The principle of the right to education became the cornerstone of UNESCO's mission enshrined in the Education for All Strategy launched in Jomtien in 1990.

This is followed by edited versions of the official UNESCO reports on each CONFINTEA which are used to reconstruct the Conference processes highlighting the summaries of discussions on the principle questions in debate in each Conference with some additional information on the logistics, the antecedents and working format of the conference. We chose always to use the original texts although in an edited form. Before Hamburg in 1997, only the second (Montreal) and fourth (Tokyo) conferences produced succinct Final Declarations which can be found in the body of the text of the final reports. At the last two Conferences in Hamburg and Belem, the final documents – the *Declaration of Hamburg on Adult Learning/Agenda for the Future of Adult Learning* and the *Belem Framework for Action* – took on greater importance and autonomy and were published and disseminated separate from the reports.

Between the documents of the third and fourth Conferences we opted to include the *UNESCO Recommendation on the Development of Adult Education*, adopted by the UNESCO General Conference at its 19th session, held in Nairobi on 26th November 1976, since it constituted one of the recommendations (no. 7) approved during the 3rd Conference. The Nairobi Recommendation, as it is known, became a central reference for the organization of the 4th CONFINTEA and continues in force today. The *Belem Framework for Action* charges UNESCO, as the *Hamburg Declaration* had done before it, with responsibility for "revising and updating (the Recommendation), by 2012."

The syntheses of the 4th and 5th Conferences follow the same pattern as the first three. At the Paris Conference, the Declaration "The right to learn", gained greater visibility and density. The *Hamburg Declaration* and the *Agenda for the Future* summarise the recommendations and propositions presented at CONFINTEA V.

Following the model of the other International Conferences promoted by the United Nations in the 1990s, between the 5th and 6th CONFINTEAs, in 2003 UNESCO called a Midterm Review of the Fifth International Conference on Adult Education (CONFINTEA V), in Bangkok, with a view to "proving the goals reached and the difficulties met during the last six years in the execution of the CONFINTEA V programme." We include the synthetic report of the meeting together with *A Call for Action and Accountability* (Bangkok Declaration, 2003) which summarised its recommendations.

The documentary component of the book concludes with an edited version of the synthetic report of the 6th CONFINTEA and the *Belem Framework for Action* with its Annex, the *Statement of Evidence*. The latter presents key elements for understanding the passage from Hamburg to Belem, highlighting the global educational problems and challenges, the advances in adult learning and education since the 5th Conference and the challenges

faced in the field of ALE: "Fundamentally, the expectation that we would reconstruct and reinforce adult learning and education in the wake of CONFINTEA V did not happen."

In the concluding chapter, *The CONFINTEA agenda: work in progress*, Ireland argues that the post-2015 international debate is organized around three strategies: the Millennium Development Goals (MDGs), the Sustainable Development Goals (SDGs) and the Education for All (EFA) Goals. He contends that the recommendations agreed during the 5th CONFINTEA and taken up again at 6th CONFINTEA constitute work in progress and should integrate the unfinished education and development agenda which the post-2015 debate seeks to renew and redimension. Whilst those Conferences transmit three core messages – the vision of lifelong learning as the basic tenet for the organization of educational policy, the concept of development as a human right and the notion of sustainability as a universal goal –, he suggests that such messages are founded on a liberal Western comprehension of lifelong learning, development and sustainability and proposes the need to examine other existing alternative paradigms of development.

We trust that this book will contribute to an understanding of the CONFINTEAs as an international movement composed of events and processes as well as stimulating a reflection and evaluation of the conference format in the light of existing technologies of communication and information. The first conference was held in the pre-television era and the last in times of internet and international networks of communication. The documents also permit and stimulate us to further discussions on the concept of youth and adult education in the perspective of lifelong learning. Despite the advances of the last 60 years, evidence demonstrates that the principle of the right to basic education for all young people and adults worldwide is far from guaranteed as is the ideal of lifelong learning. However, without the CONFINTEAs in all probability we should not be where we are today.

2. The History of the UNESCO International Conferences on Adult Education – From Helsingör (1949) to Hamburg (1997): international education policy through people and programmes

Joachim H. Knoll

Abstract

This paper starts with the founding of UNESCO and the fundamental belief that humanitarian, social and political deficits in given societies can be corrected by means of education. The history of the UNESCO International Conferences on Adult Education (Elsinore, Montreal, Tokyo, Paris and Hamburg, 1949-1997) demonstrates the changes in perceptions of adult education, from literacy to lifelong learning, in which adult education is seen as both part of the continuum of education and an entity in itself. In course of time, the position of participants (governments, NGOs and experts) has changed likewise. Since the author was a member of the German delegation at several of these conferences he feels competent to analyse the proceedings and to describe the atmosphere as well.

General features of the UNESCO International Conferences on Adult Education[1]

The UNESCO International Conferences on Adult Education – Elsinore in 1949, Montreal in 1960, Tokyo in 1972, Paris in 1985 and Hamburg in 1997 – have been in many ways a professional shop-window for adult education, intended to be seen as marking great leaps forward. When the constitution of UNESCO was signed on 16 November 1945, setting up the organisation, it was required (in Article 1, paragraph 2) to 'give fresh impulse to popular education and to the spread of culture' (Hüfner and Reuther 1996, 14); but it cannot be deduced from this that UNESCO at first gave particular attention to adult education. Rather, adult education was seen – and this has been typical of the intentions of UNESCO almost throughout – as a way of plugging humanitarian, political and social gaps, either by focusing on literacy and basic education in response to social and economic crises in developing countries, or by identifying adult education almost totally with literacy in the 1980s.

I regard it as significant – and here the UNESCO International Conferences differ from the earlier international conference of the World Association for Adult Education organised by Albert Mansbridge in Cambridge in 1929,[2] which was arguably their predecessor, that

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1 There is no shortage of internal UNESCO reports on the individual International Conferences on Adult Education (see esp. Hüfner and Reuther 1996). The number increases with each conference, reaching a peak with the Hamburg conference of 1997. However, there is a shortage of general overviews that identify common themes (see Knoll 1996, 56 ff; 115, which contains a bibliography; for a brief summary see Schemmann 2007, 208f; and in a different context Reuter 1993).

2 The claim on the part of the World Association for Adult Education to represent a reservoir of tradition surfaces repeatedly at the First UNESCO International Conference on Adult Education in Helsingör. For a short history see Knoll 1996, 22 ff.

they are not primarily concerned with adult education as an academic discipline and do not seek to cover the entire field of adult education, but concentrate on crises that may be mitigated by practical, applied adult education. Hutchins summed up this aim in the simple statement that '(…) We must obtain some clarification if our civilisation is to survive' (Hutchins 1947, cited in Hely 1962, 15).[3] To some extent, UNESCO was still a child of the period after the First World War that was informed by the notions of universal brotherhood, tolerance, help for the needy, the pursuit of peace, and common humanity in one world. Conflicts persistently disturbed that supposed harmony: the rivalry between East and West, the North-South conflict, the new world images of the learning and information society, and the individual manifestations of mass culture and cultural decline. Today, UNESCO undoubtedly adopts a subtler view, the most recent example of this perhaps being the Convention on the Protection of the Diversity of Cultural Contents and Artistic Expressions' (Paris, October 2005: see Cultural Diversity 2007), and regards diversity as an enrichment rather than still pursuing some vague equalising harmony.

While the first UNESCO International Conference in Helsingör was held simply under the banner of 'Adult Education', the title in Montreal was 'Adult Education in a Changing World', suggesting that this second conference intended to explore in practical terms what were seen as crises that might be resolved by means of (adult) education.

The comparison may be allowed that the German Education Committee published at more or less the same time a report on the 'Situation and Role of German Adult Education' (German Education Committee 1966, 857 ff), thus following a similar path. This took as its starting point the diagnosis fashionable at the time, which followed the tradition of cultural pessimism and worries over the spread of mass culture (J. Burckhardt, Ortega y Gasset, G. LeBon, W. H. Auden, O. Spengler and his predecessors Lasaulx and Vollgraff, and Arnold Gehlen: see Stern 2005). It saw the role of adult education as that of guaranteeing the preservation of cultural traditions and acting as mediator in dealing with the new world of the media in its own professional field. However, the UNESCO International Conference in Helsingör already contrasted starkly with British and American adult education, with its wealth of experience, and above all its proximity to actual practice.

Hence, it can already be seen that the way in which the UNESCO International Conferences have developed has generally been by reflecting the spirit and circumstances of the age, while providing at the same time a reservoir of utopian and practical visions of how the world should and could be arranged.

It is self-evident that expert insights have to come from independent persons who stand outside, and the UNESCO International Conferences have therefore never dispensed, or been able to dispense, with advisers from universities and NGOs.

However, it has often been forgotten – and this is the second observation – that the International Conferences are first and foremost conferences of the governments of

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3 Hutchins is, like Cyril Houle, one of the adult educators at the University of Chicago who formulated the concept of lifelong learning before Edgar Faure but both are overlooked in Germany. For a brief mention of Hutchins see Jarvis 1990, 159.

Member States, and that national education policy is intended to feed into international education policy, and vice versa. At the UNESCO International Conference held in Paris in 1985, while the wording of the UNESCO constitution remained the same, the status of the NGOs changed in practice, from that of advisers and observers to active partnership in the management of the conference. Moreover, since the number of NGOs and their influence on national education policy varies from country to country, it became difficult to stick to the principle of 'one country one vote.'

The changes that we have seen since then can be reduced to the following simple formula: growth in the range of agencies, and decline in State commitment.

A clear distinction should therefore be made, in practice and in international law, between the planning stage, when NGOs and independent advisers are expected to contribute their specialist insights, and policy recommendations and formal conventions. If there were to be a retreat from such a division of roles, national education policy would have to comply with conference recommendations, which would be regarded as binding. Currently, national governments are largely exempted from making such commitments.

If we look at the UNESCO conferences held since then, the outcomes of which have not yet been described, we are left in no doubt that their international impact has varied considerably: there have been highs and lows, and the periodicity of the International Conferences has not coincided with social, political and economic turning points. However, there is no point in looking for an overarching theme at any price if it does not match the moment. The Hamburg UNESCO Conference of 1997, for example, addressed such a wide range of topical issues that are still by no means exhausted, or 'ticked off' in conference terms, which will need to be looked at again. In terms of international impact, the high points have undoubtedly been Tokyo in 1972, with its subsequent 'Recommendations on the Development of Adult Education' (UNESCO 1976), a kind of Magna Carta of international adult education, and Hamburg in 1997, with its 'Agenda for the Future' (UNESCO 1997),[4] 'facing humanity on the eve of the 21st century.' The Paris conference of 1985 can probably claim the least impact,[5] although it represented a considerable internal gain for the industrialised countries (extension of literacy programming to industrialised countries, and educational and working hours regulations, including educational leave).

The individual UNESCO International Conferences on Adult Education in detail

1. The First UNESCO International Conference in Helsingör (Elsinore)

The first UNESCO International Conference on Adult Education, held at the International People's College of Elsinore from 19 to 25 June 1949, was burdened with a number of

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4 We are not forgetting the reservations about the ability of adult education to influence events put forward, for example, by Wolf (2002).

5 Besides the issue of the topics addressed, the United States, the Organisation's largest contributor, had left UNESCO because of the dispute over the World Information and Communication Order and was now only represented in Paris by a group of observers with no right to speak.

difficulties, which explains why this first meeting is today viewed somewhat negatively, with the benefit of hindsight.

- The complaint is made, for instance, that adult education was still not generally accepted as a separate entity in the national educational context, that its importance in mitigating or overcoming contemporary problems was not made explicit, and that adult education was still largely defined in terms of the Anglo-American notion of utilitarian education.

- Reference was made to building on the early international meetings of adult educators at the Cambridge Conference of 1929 and on the work done by the Sections of the World Association of Adult Education (e.g. at the Oberhof Conference of 1928), but there was no real evidence that this was done.

In all contemporary and subsequent comments, the fundamental complaint has been made loud and clear that the International Conference 'remained essentially a West European Regional Conference of Adult Education.' This is demonstrated statistically in the further comment by A.S.M. Hely:

> Of the 79 delegates and observers who met there, 54 came from 14 European countries and 14 from North America. Eleven delegates represented the rest of the World. Egypt, with one delegate, was the only country represented from the continent of Africa. There was only one delegate from the whole of Latin America. Three delegates, one from China, one from Pakistan and one from Thailand, represented Asia. There were no representatives at all from the countries of Eastern Europe or from the Republics of the USSR' (Hely 1962, 12; see also UNESCO 1949).[6]

Similarly, the names of those who were invited and actually attended the conference did not adequately reflect the international dimension of adult education at the time. The list of German delegates includes names that are now completely forgotten, and the only name demonstrating any link with the twentieth century tradition is that of Heiner Lotze, who is shown as an 'observer', while Hermann (George) Wedell and Alonzo Grace are listed in the wrong place.

However, such reservations, some of them purely formal, do not weigh so greatly in the context of the content of the discussions at the conference and the impact on the international reputation of adult education. Even Hely revises his criticism and states explicitly: 'The Elsinore Conference undoubtedly marked a big step forward in international cooperation and consultation in the special field of Adult Education…' (Hely 1962, 12). The overall title of the conference, 'Adult Education', itself suggests that the aim was to

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6 Hely worked in university adult education first in New Zealand and then in Australia, making a major contribution to international cooperation in adult education in English-speaking countries. His description of the First International Conference is, along with that of Kidd (1974), which concentrates on the themes discussed, now the only reliable report on that event.

arrive at a description and critical analysis of the whole field. Given the marginal position of adult education within education policy in most countries in Europe, with the exception of the United Kingdom and Scandinavia, this was no mean goal, and some of the delegates and observers had already helped to enhance appreciation of the value of adult education in their home countries (e.g. Hutchinson and Raybould in the United Kingdom).

The discussions were intended to be grouped around the features of adult education:

• Aims

• Subject-Matter

• Institutions and Problems of Organisation

• Method and Techniques

• International Collaboration in the Field of Adult Education (UNESCO 1949, 7-27)

This list matched the commissions that were then set up, the first of which, headed 'Content of Adult Education', also covered notions such as lifelong education (from 'continuing education' to 'continuous education'), which was then regarded as outside the mainstream. Overall, it is easy to agree with Roby Kidd that the conference proceedings did produce informed and instructive 'reflection and introspection' and a positive expectation that the means of adult education could be used to respond to future social concerns. This was no doubt in line with the widespread assumption still obtaining in industrialised countries that the main problem in planning individual and social life in future would, in addition to political education, be the issue of what to do with increased leisure, and that civic education would be able to offer people 'purposeful' activities. This applied orientation of adult education, its supposed ability to make a crucial contribution to plugging social and political gaps, runs through the early history of adult education in UNESCO. It was apparent, for example, in the title of the first conference of the UNESCO Institute for Education, which was set up in Hamburg in 1952, after Elsinore. This conference bore the similarly programmatic title of 'Adult education as a means of developing and strengthening social and political responsibility' (UIE 2002, 22 ff).

2. The Second UNESCO International Conference in Montreal

It was nearly 11 years before the second UNESCO International Conference on Adult Education was held, at McGill University in Montreal, from 22 August to 2 September 1960, although the choice of President, Roby Kidd (1915-1982), was itself significant (see Jarvis 1990, 189). This subversive and extraordinarily well-educated world citizen, who had taken part in the Pugwash conferences and hence belonged to what might loosely be described as the educational Champions League,[7] stood for an adult education that he

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7 By the present day Pugwash has organised nearly 300 conferences and symposia 'seeking cooperative solutions for global problems'; the Russel-Einstein Manifesto and the early Hiroshima Declaration have become particularly well-known. Before the Montreal International Conference, a Pugwash conference was held on continuing education, at which Kidd was involved as an 'influential scholar.' For the origins of Pugwash, see www.pugwash.org

saw as innovative, feasible and educationally responsible. He never accepted the lack of government involvement in adult education that was traditional in Europe, not did he abandon his academic independence of mind. He succeeded in attracting allies and academically gifted colleagues to the UNESCO initiative, so that the Second International Conference came to see itself as the international advance guard of adult education in the 1970s. He was concerned not merely with academic expertise, but also with practical professional knowledge. The list of names at the conference reads like a directory of adult education. Was he aiming too high? Perhaps, because the contrast with the first conference proved to be huge. The negative criticism that we found in the earlier literature could not be maintained. The Second International Conference differed from the first in its geographical coverage, in the level of people attending (the German delegates included H. Becker, H. Dolff and H. Landahl), in its far-sightedness, its tighter organisation, and its accompanying conferences at regional and national level. The future looked brighter for adult education, and there was even an increase in its level of acceptance in government education policy.

This is evident in the statistics. Hely provides the following summary of the wider geographical coverage:

> … of the 51 countries represented at the Montreal Conference eight were African, ten were Asian and eight were Latin American. There were delegates from the USSR and from Czechoslovakia, Rumania and Hungary. Of the total of 112, only 33 delegates, observers, advisers came from Western Europe (Hely 1962, 13).

He describes the increased importance attached to adult education in these terms: 'The increase in the number of countries represented, from 25 in 1949 to 51 in 1960, is partially a measure of the extent to which the importance of adult education was gaining recognition among national governments' (idem).

The impression of governmental support is strengthened by the demand made by the United States delegation that the number of NGOs acting as observers should be limited, that they should under no circumstances be allowed voting rights, and that particular attention should be paid in future to the governmental nature of these international conferences. The conference report states as follows: 'The United States of America delegate held that, although it was very desirable that the discussions should benefit from the views of those organisations; the votes should only express opinions of governments' (UNESCO 1963, 8).

The list of participants reveals notwithstanding that such a rigid approach was not favoured by the majority.

The implications of the high level of the individuals attending the conference are also remarked on by Hely:

This is a wide recognition of the contribution being made both in theory and practice by people from many countries, people such as André Basdevant, Jean Dumazédier, A. Léger or André Terris in France, G.H.L. Schouten in the Netherlands; Hellmut Becker and H. Dolff… in Germany; Josef Barbag in Poland; Joseph Vinarek in Czechoslovakia; A.M. Ivanova and V.D. Voskresensky in the USSR;… Felix Adam in Venezuela (Hely 1962, 58).

Not all of those named here actually attended the conference, but they had made their published work available worldwide.

The Second International Conference chose a title that was also in tune with the spirit of the age: 'Adult Education in a Changing World.' Admittedly, this had also been addressed by the first conference, and the Montreal Declaration, drafted by Frank Jessup, Head of Extra-Mural Studies at Oxford University as a background discussion paper, began 'with a bleak phrase about survival,' as Roby Kidd put it sharply (Kidd 1974, 26). However, the Montreal Declaration then set out the range of opportunities and ways in which adult education could realistically hope to make provision for individuals and societies with greater self-confidence and enthusiasm than had been possible in Elsinore: 'We believe that adult education has become of such importance for man's survival and happiness that a new attitude towards it is needed.'

In Montreal, the focus was on themes that we would still think of as current today:

• Technological Change and the Vocational Education of Adults

• The Liberalisation of Vocational and Professional Education

• Moral Disunity in the World

• The De-Europeanisation of the World

• The Obsolescence of War

The topics of the working groups nonetheless remained relatively static, going over old ground, and the resolutions that concluded the conference were very broad, expressing wishes that are still unfulfilled.

The conference organisers themselves complained about the overflowing flood of resolutions and the rhetoric in them. The resolutions were set out under headings so systematic that each of them appeared to be indispensable if the entire system were not to be called into question. These headings were:

• Adult Education and World Peace

• Role and Content of Adult Education

• Forms and Methods of Adult Education (including recommendations on the relationship of adult education to film, radio and television)

• Structure and Organisation of Adult Education (e.g. adult education "as an integral

part of every educational system")

• Responsibility of Governments for Adult Education (UNESCO 1963, 27ff)

The enormous impact cannot be explored here in detail, but it should be added that the Second International Conference looked forward already to the third and began to think in terms of a comparative review of the shape of 'adult education worldwide.'

3. Third UNESCO International Conference on Adult Education in Tokyo

The third International Conference, which took place in Tokyo from 25 July to 7 August 1972, differed from its predecessors in a number of respects (UNESCO 1972d). On the one hand, it was of a more formal nature: the electoral and decision-making procedures, and the governmental role of the conference, were more strictly observed, there were fewer NGOs attending than in Montreal (UNESCO 1973), adult education sector bodies had observer status and could therefore not put forward arguments to affect decisions, and personal links with Montreal or even Elsinore could be described as marginal, since a new generation was in control of the terrain. The external framework gave the impression of being quantitatively impressive and qualitatively outcome-oriented: 83 countries were represented, principally by the relevant Ministers or by senior Ministry officials, complemented by 'professors from distinguished universities' (Kidd 1974, 26ff) and a few specially selected representatives of 59 adult education organisations that were expected to mediate between practice and academic research (the German delegation included H. Hahn, H. Hamm-Brücher, R. Wilke, A. Vulpius, H. Dolff, W. Mertineit and H. Meisel).

The theme chosen for the conference was 'Adult Education in the Context of Lifelong Education', which was explored more fully in a background document (UNESCO 1972a, 1972c)[8] using up-to-date terminology and looking forward to the programme 'Towards an Educational Society.' Following John Novrup and Roby Kidd, the conference was presided over in Tokyo by Toru Haguiwara, who occupied a leading position in the diplomatic service of his country. The unmistakably changed atmosphere in Tokyo caused Roby Kidd to make two observations, which later led to further discussion in Paris of the future of the International Conferences: '… since 1960 UNESCO had become much more an organisation of governments and much less the domain of individual scholars or academic society,' and 'The Conference lacked some electricity, the excitement, the fears and the triumphs of Montreal. It was much more professional and was based on established rules and procedures' (Kidd 1974, 26ff).

A working paper that was written for the conference and had a major influence on the shape it took was by John Lowe, Director of the Extra-Mural Department in Edinburgh, who later worked in the Directorate of the OECD. The paper was based on the country reports by UNESCO national commissions and Member States, and appeared under the laconic title 'Retrospective International Survey on Adult Education, Montreal 1960 to Tokyo 1972'

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8 This statistical report probably derives from a suggestion made by the International Conference on University Adult Education (ICUAE).

(UNESCO 1972b).[9] Not only did it heavily influence the structure of the conference, but it also gave rise subsequently to a fierce and provocative debate about methods of comparison in adult education. The description relied on Bereday's so-called 'global approach' and built on the authoritative research work done in comparative education. It led to comparative adult education becoming a separate field of study, which has since then traced its origins to the Exeter Papers and the Nordborg Conference of 1971 and to some other papers by Kidd and Verner (see Knoll 1973; Verner 1975, 1996). The country reports written in isolation were combined by John Lowe into a phenomenological description, with the claim that adult education could be viewed in terms of a set of conditional factors not restricted by national boundaries. The global approach and country reports have now long since disappeared from academic discourse, to be replaced by the problem approach to international or intranational comparison (ISCAW 2006).[10] However, on the basis of John Lowe's description, the conference was able to focus on key common forms in which adult education manifests itself, even though some doubt was thrown on the comparability of individual points because of differing statistical arrangements. The manifestations of adult education considered were:

- Changing Concepts
- Legislation
- Financing
- Personal (including Professionalisation)
- Institutions
- Methods and Techniques
- Research in AE
- International Cooperation

This way of proceeding allowed the proclaimed theme of the conference to be addressed, while coming closer to the optimistic assumption that the image of a future strategy for adult education could be built on this description.

The conference ended, for example, with a draft statement on the situation and future of adult education, a revised version of which was adopted a short time later by the General Conference of UNESCO under the title 'Recommendations on the Development of Adult Education' (UNESCO 1976). In my view, the value of this document cannot be overstated, because it not only captured the current status of the institutional, methodological and country-specific circumstances of adult education, but also had much to say on adult education in the context of lifelong education, on adult education as basic education (and as EFA), on the development and convergence of adult education and continuing education, and on the concept of unity in diversity. The UNESCO International Conference successfully marked a high point in the discussion of adult education policy from a worldwide perspective; this level of discussion has scarcely been reached again since. However, Tokyo

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9 See also an annotated version in German (Knoll 1974) and a later enlarged version using improved data (Lowe 1975).

10 The conference that produced this useful publication was organised by J. Reischmann.

only slowly established itself as a point of reference in national discussion forums, and thought was not given to follow-up strategies until the fourth UNESCO International Conference in Paris in 1985. A proposal by P. Bertelsen, the former head of the Adult Education Department at UNESCO, to allow discussion of updating the 'Recommendations' at the Hamburg conference in 1997, was defeated. If we were to talk in terms of highs and lows in the history of the International Conferences, then Tokyo would unquestionably be an impressive high point, and the subsequent Paris conference rather more of a low.

4. Fourth UNESCO International Conference in Paris

The fourth UNESCO International Conference held in Paris, from 19 to 29 March 1985, did not take place under the favourable conditions for the intellectual and strategic expansion of adult education that it had obtained before in Tokyo. While it was realised, or at least expected, that Paris in 1985 would not possess the same inherent impact as Tokyo in 1972, it is extraordinary that the quantitative expansion of governmental responsibility for adult education, and the attention afforded to it, had plainly continued to grow. The number of participants more than doubled by comparison with Tokyo, rising from 364 to 841, the number of Member States attending was 122, and the number of accredited NGOs rose to 59.

The German delegation was made up as follows: because of the devolved nature of responsibility for education, it was headed by the Federal Government (State Secretary P.H. Piazolo) and the representative of the Standing Conference of Ministers of Education (Minister Schwier), who took it in turns to take the chair; the Federal and Land Ministries of Education had a total of seven representatives; three people formed the group of experts (including W. Mertineit and J.H. Knoll), which incorporated the national UNESCO Commission; and there were four representatives from NGOs (Knoll 1984; UNESCO 1985c).

The theme of the International Conference, 'The Development of Adult Education. Aspects and trends,' clearly related to the preceding conference and the recommendations that had been adopted following it. The title is very general and open to interpretation, but a closer examination of the main background paper (UNESCO 1985d) reveals a number of differences reflecting changes in perceptions of how adult education functions, and in the economic spirit of the age.

The conference was presided over by the Minister of Education of Zimbabwe, Dr. D.B. Mutumbuka, thereby acknowledging the steadily growing influence of developing countries. The distance travelled since the early history of the International Conferences becomes apparent in just such details.

At first, the 'Declaration of the Conference' further reinforces the impression that adult education was to go on being expected to play a major part in cultural and social life, once again stressing what might be called its charitable and educational function. But a series of changes can be seen in its characteristics and in the matters raised. First, greater value

was placed on the function of keeping and maintaining peace by means of education, and secondly, the economic and employability aspect of the role of adult education was highlighted. Attention should be called in this connection to the 'Principles of Continuing Education' published in the same year by the German Federal Ministry of Education and Research, which already talks of the 'continuing education market' and the marketability of relevant programmes.

There was also discussion of the changes in the perception of adult education, and John Lowe's 'survey' was enshrined as a permanent task of Member States (UNESCO 1985a). Hermann Müller-Solger, a member of the German delegation, describes his initially positive impressions as follows:

> In the many papers, the matter acquired… a number of new emphases. If the economic, social and cultural role is seen as the core task of continuing education, it can be observed that unlike Tokyo, where the cultural role of adult education was given particular prominence, the emphasis was now on the economic and, to some extent, the social role of adult education (Müller-Solger 1984, 3).

He picks out a number of specific issues, including the following:

a) the role of adult education in connection with technological development;

b) the need for further literacy efforts not only in developing countries, but also in industrialised countries (this aspect lends particular importance to the Paris conference from the standpoint of the industrialised countries);

c) integration and reintegration, and release from employment for the purposes of continuing education (a resolution to this effect was remitted at the initiative of the German delegation).

However, this report, which was approved by the members of the German delegation, does not gloss over the weaknesses of the conference. These included, and here I would agree, the rhetorical pathos running through the documents and speeches, the lack of efficiency attributable in great measure to the large number of participants and their insistence on speaking at length, the barely disguised political disagreements (e.g. between the representatives of Israel and the Arab States), the ongoing discussion about the reform of UNESCO, and the avoidance strategies adopted in respect of many tricky questions (development of new rules for the International Conferences analogous to those of other international and supranational organisations; e.g. increasing the number and extent of regional conferences, presenting official statements in written form, using a rapporteur system, and limiting the number of resolutions, which must have a calculable chance of being implemented).

It is true that this conference also looked forward to the next, particularly by stressing 'recognition of the right to learn' – 'one of the best contributions we can make in solving

the crucial problems of humanity today.' Here too, however, the 1985 conference did not escape its ritualistic rhetoric and lacked the spirit and the realism to set specific goals.

In short, it would be no exaggeration to describe the Paris conference as not particularly well-planned or strategically successful in the history of UNESCO International Conferences, for which the Director-General of UNESCO, M'Bow, must carry considerable responsibility.

5. The Fifth UNESCO International Conference in Hamburg

How impressions vary! While Paris was ritualistic and confusing, Hamburg (14 to 18 July 1997) was excessively visionary and clear. The setting itself was impressive, and hugely increased the awareness of UNESCO in the Free and Hanseatic City, although the presence of the UNESCO Institute for Education had provided an example of international adult education for many years.

As to the figures, the number of participants was well over 1500, and since many people from Hamburg and the environs were interested in the conference, without being participants in the true sense, the actual number attending may have been even higher. In a special issue of the ICAE Report on CONFINTEA V (ICAE 1997), the figure of 1411 participants is given, including '428 representing NGOs.' From these two figures, the report concludes:

> The participation of NGOs also made CONFINTEA V unique among other UN and UNESCO Conferences… NGOs and governments are attending the same conference, for the first time in the history of UN and UNESCO sponsored meetings.

This statement is based on the false assumption that the International Conferences are designed to be specialist gatherings bringing together governmental and civil society agencies involved in adult education, which overlooks their primary nature as conferences for the governments of UNESCO Member States. That said, the originality and spirituality of the conference came about as a result of the active participation of NGOs in the preparatory conferences and at the International Conference itself.

The Fifth International Conference ended with two documents, the 'Hamburg Declaration' and the 'Agenda for the Future' (UNESCO 1997) which unquestionably need fear no comparison with their predecessors in terms of intellectual level or practical application, particularly if account is taken of the background materials providing a thorough analysis of where we are today. One of the outward aspects, essentially the contribution of the Hamburg UNESCO Institute and its emotionally and intellectually committed Director, Paul Bélanger, was the very busy agenda of the conference, in which plenary sessions of a generally demonstrative nature alternated with intensive working groups, the results of which for the first time revealed the state of present-day adult/continuing education on the threshold of the 21st century.

The presence of leading public figures gave the event added weight: the President of Germany, Roman Herzog, the Director-General of UNESCO, F. Mayor, the former UN

Secretary-General, Boutros Boutros-Ghali, and the President of the German Federal Parliament, R. Süssmuth, who was appointed President of the conference.

It is not necessarily an adverse criticism that the event could be summed up for the media in a number of slogans. The call for a set amount of time to be devoted to adult education, everywhere and by everyone – 'one hour a day – one week a year' – was easy to apply to national education systems. It was simply grasped, it was effective publicity, and it showed clear thinking about education.

The conference demonstrated its academic credentials in the predictions for adult/continuing education in the 21st century, and its practical applicability in the adult education models, schemes and development projects drawn from many regions of the world. This made available a vast wealth and diversity of perspectives, as can be seen particularly in the arrangement of the themes that structured the event and the agenda:

- Adult learning and democracy: the challenges of the 21st century
- Improving the conditions and quality of adult learning
- Ensuring the universal right to literacy and basic education
- Adult learning, gender equality and equity, and the empowerment of women
- Adult learning and the changing world of work
- Adult learning in relation to environment, health and population
- Adult learning, culture, media and new information technologies
- Adult learning for all: the rights and aspirations of different groups
- The economics of adult learning
- Enhancing international cooperation and solidarity

The internal criticism that was already being heard by the end of the conference (Knoll 1997, 147) related to the composition and size of delegations, particularly the German, the failure to take account of UNESCO and voluntary sector regional conferences, the tightness of the conference schedule, and the ignoring of adult learning techniques: in other words, the conduct of the conference itself did not reflect the methodology. There could have been other criticisms, such as the plethora of formal statements and the rhetorical style of the speeches, but it must be stressed nonetheless that Tokyo and Hamburg each made a huge impact, albeit in different ways, at a time of change. CONFINTEA V took adult education into the 21st century and provided pointers to the way ahead that will certainly not be followed all the way immediately. There was also a vast amount of discussion, which advanced academic thinking, although without necessarily inspiring government action.

Concluding remarks

It was decided long ago that there should be another UNESCO International Conference on Adult Education, but it has not been easy to find a theme that will unite all likely participants. The world cannot be divided neatly by linguistic common sense, while the 1997 'Agenda for the Future' contains such a broad list of themes that it tries to reflect the status and prospects of adult education everywhere in the world. Since, as we are told,

the expert review of the follow-up measures in UNESCO Member States has not proved particularly impressive, there is still a mountain of traditional unfinished business left over from Hamburg, which needs to be 'tidied up.' At all events, caution and circumspection will be called for in the choice of words and themes.[11]

From our historical review of the history of the International Conferences, it is also clear that a considerable number of topics are of perennial relevance. Although I should not like to squeeze this history into a straitjacket of continuity – the people involved and the times in which they operated are too diverse for that – there is nevertheless a set of recurring themes that appear in all the conferences, sometimes more strongly, and sometimes less strongly, sometimes in innovative and sometimes in traditional guise. This arsenal of themes might look as follows:

- Universal literacy

- Creation of peace and international cooperation

- Acceptance of democratic fundamental values

- Expansion of learning opportunities for all age groups

- Equal rights between the genders

- Demand for sustainable development[12]

We have repeatedly stressed the obvious fact that major changes do not occur at regular ten-year intervals to coincide with conferences. There would also be no shame in looking again at the 'Agenda' to give priority to certain themes.

Some thought should also be given to a number of reservations about the form taken by the conferences: the involvement and prominence of NGOs in the UNESCO regional conferences, and the attention paid to expert knowledge, need to be more clearly defined, the number of resolutions, to be submitted in advance in writing, should be strictly limited, procedures should be put in place for conference planning decisions, and the representatives of the governments of Member States should not be allowed to evade their political responsibility, which includes ensuring that resolutions agreed are in fact implemented.[13]

Joachim H. Knoll, Dr. phil., Dr. phil. h. c., is Emeritus Professor of Education (Adult Education and Out-of-School Youth Education) at the Ruhr University Bochum.

Main interests: International and comparative adult education; institutions, legislation and political adult education; youth media protection, new entertainment and educational technologies.

E-mail: Joko.Knoll@t-online.de

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11 For one of the few serious treatments of 'Hamburg' see Schräder-Naef (2005).

12 From a UIL advance notice for CONFINTEA VI.

13 The large number of preparatory materials for the International Conference cannot be listed here. They report on the rapid planning of regional conferences (in December 2008 in Hungary for the European region) and the proposals for work to be done at the still untitled International Conference in 2009 in Brazil. Besides the documents available on the UIL website, see also UIL (2007).

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3. Sixty years of CONFINTEA: a retrospective analysis

Timothy D. Ireland

The Sixth UNESCO International Conference on Adult Education terminated in Belem, Para, with the approval of the *Belem Framework for Action*. Like the *1997 Hamburg Declaration* and other previous documents, the Framework underscored the urgent need to develop indicators capable of monitoring the recommendations adopted by the Conference.

The Global Report on Adult Learning and Education (GRALE) also states that

> Successive CONFINTEAs have reiterated the critical contribution of data and research to help refine policies, monitor results and improve programmes. During the preparation of this first Global Report on Adult Learning and Education it has become clear that almost 50 years after the first calls for improved information and research considerable gaps in the knowledge base for adult education persist.

A year earlier, the 2008 Education for All Global Monitoring Report, entitled *Education for All by 2015: Will we make it?*[1] concluded in relation to EFA Goal 3[2] that there are three levels of difficulty in monitoring progress: i) absence of a quantitative target to be reached; ii) lack of common agreement on what learning activities should be included; and iii) lack of international indicators to measure the extent to which the needs of young and adult learners are being met.[3]

In this retrospective study of the 60 years of CONFINTEA, I intend to present a preliminary analysis of the six International Conferences, addressing three key dimensions of the meetings: i) the preparatory process planned for each conference; ii) the concepts that emerged from each meeting; and iii) the mechanisms proposed by each conference to monitor its own recommendations and correct what the GRALE calls "gaps in the knowledge base on adult education." I hope to demonstrate that the three dimensions are necessarily intertwined: the processes and mechanisms used to establish the data and information base that will inform the debates and discussions during the conference have weaknesses that render the conceptual framework of adult learning and education more difficult to define, while the expanding conceptual scope complicates the task of establishing a core set of indicators and other mechanisms to allow monitoring of the recommendations and strategies proposed by the delegates. The standard structure

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1 GRALE, 2009, p.122.

2 EFA Goal 3: "Ensuring that the learning needs of all young people and adults are met through equitable access to appropriate learning and life skills programmes."

3 *Brazil 2008 EFA Monitoring Report.* Brasília: UNESCO, 2008, p.15.

established in the specific context of each conference consists of a review of 'trends' in the field of adult learning and education, a deliberation on the functions of adult education and, finally, proposal of new strategies.

Besides seeking to improve understanding of this 60-year-old process that began with the first International Conference in 1949, I intend to explore the extent to which CONFINTEA VI can be seen as a turning point in this process, opening a path for the pursuit of a more 'scientific' and contemporary format, or whether CONFINTEA VI represents the exhaustion of a historical process that requires a new approach in the future. I should stress again the preliminary nature of the study and its hypotheses. The study is based on the final reports of each of the six conferences, as well as other preparatory and follow-up documents on each conference. The aim is to provide inputs for thinking and discussion about adult learning and education and the pressing need for collection of reliable and comparable data and information in moving forward in this field.

The First World Conference in 1929

Although historically attention has been focused on the international conferences organised by UNESCO since 1949, it should be noted that, as other authors point out (Knoll, 2009, etc.) the first world conference was held 20 years before Elsinore, in 1929, in Cambridge (England), under the auspices of the World Association for Adult Education, founded by Albert Mansbridge ten years earlier (1918). Mansbridge also founded the Workers' Educational Association (WEA), which played a key role in the development of adult education in the UK and elsewhere after the First World War. In preparation for the Conference, the World Association published the first International Yearbook on Adult Education, with 476 pages of articles written by authors from 26 countries. Representatives of 33 governments (more than were present in Denmark) and more than 300 stakeholders attended the one-week conference.

Elsinore: the First UNESCO International Conference (1949)

Medel-Añonuevo (2007) states that before the 2009 GRALE "there was no comprehensive analysis of adult learning and education for several reasons, including the difficulty in collecting information, given the diverse and dispersed nature of the field." But it is important to remember that the five previous conferences attempted some kind of global survey of adult education as a component of the preparatory process for the meetings.

Even in Elsinore in 1949, shortly after World War II, there was a concern with the need to collect and organise information about adult education. The first conference, under the Spartan title 'Adult Education', was preceded by a consultation meeting in Paris with a small number of international experts, in November 1948[4]. This group[5] recommended that

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4 UNESCO, 1949 (UNESCO/ED/Conf.3/1).

5 The group was composed of representatives from the UK (E.M. Hutchinson), USA (Charles Hogan), Denmark (Jens Rosenkjaer), France (J. Dumazedier), Czechoslovakia (Antonin Prochazha), chaired by Cheng Chi Pao. An expert from Colombia, representing Latin America, was invited, but was unable to participate.

two sets of documents be prepared for the conference: working documents to be produced by the UNESCO Secretariat and reports prepared by the national delegates. Regarding the latter, the group also recommended that the reports include: an overview of adult education in their country and the main AE programmes, methods and achievements. The same advisory group established the agenda and working methodology of the conference, defining its central goal as "to achieve international understanding through adult education." After the devastation and horror of the war, adult education was seen as a means to consolidate peace and establish a new harmony among nations and a basis for increasing understanding among peoples until recently at war. The final report of the Conference promised two publications: first, a survey ('useful but not exhaustive') of current trends in ALE and an International Directory based on a questionnaire sent to the Organization's Member States.

The CONFINTEA I report informed that the conference was held at the International People's College in Elsinore (Denmark) from 19th to 25th June, bringing together 106 delegates representing 27 countries, of which 19 were UNESCO Member States and 21 were international organisations. From a Latin American perspective, it should be noted that the Director-General of the Organization was Torres Bodet from Mexico, the only Latin American to direct UNESCO.

As to the conceptual issue, the conference's agenda excluded two topics nowadays considered crucial to the field of adult education: literacy and vocational education. According to the report, due to the scope and the specialised issues raised by literacy, UNESCO "prefers to treat it as part of the field of primary education, closely related to but distinguishable from adult education" (1949, p. 7). Also, traditional school education and formal training in technical skills were also excluded from discussions. According to Serge Wagner (UNESCO, 1997, p. 17) the major reasons for the exclusion were, first, that UNESCO's adult education department did not cover literacy and basic education, and second, that the prevailing British definition at the time excluded literacy and technical and vocational education. In the plenary discussions, the delegates decided not to establish a definition. Despite these gaps that would be inconceivable today, the discussions highlighted the diversity and multiplicity of experiences and, recognising the impossibility of reaching a common denominator, the delegates decided to establish a declaration of principle – that adult education has the task of meeting the cultural needs and aspirations of adults in all their breadth and diversity (UNESCO, 1949, p. 7).

In its recommendations, the Conference stated that "if the movement of adult education is to play its role in the pursuit of international understanding, UNESCO must ensure wider recognition of the role that voluntary organisations can play" (UNESCO, 1949, p. 33). In Elsinore, apparently the tensions between government and civil society that accompanied subsequent CONFINTEAs were absent. The recognition of the role of civil society organisations underscores, on the one hand, the importance of this contribution to the development of the field, and, on the other, the difficulties that the participation of this sector generates for the collection of more precise data and

information on adult education. In practical terms, in order to follow up on the recommendations of the Conference, the delegates proposed the establishment of an Advisory Committee on Adult Education to act in an advisory capacity to UNESCO's Adult Education Division in the execution of the conference's recommendations. The committee would be composed of representatives of key agencies engaged in Adult Education with 'due recognition to voluntary bodies where these exist' (UNESCO, 1949, p. 33). The composition would also take into account the geographical distribution and the differing stages of development in adult education.

According to Hely (1962, p. 12), "the Elsinore Conference no doubt marked a great advance in international cooperation and consultation in the specific field of adult education (...)." The very title of the conference 'Adult Education' suggests that the goal was to reach a description and critical analysis of the broader field. The concern with international cooperation and exchange was expressed in the establishment of the Regional Centre for Adult Education and Functional Literacy for Latin America (CREFAL) in Patzcuaro, Mexico, an initiative of UNESCO and the Government of Mexico[6], inaugurated in May 1951, and the UNESCO Institute for Education (UIE), inaugurated in June 1951 in Hamburg[7].

The establishment of an Advisory Committee suggested by the first conference became a common mechanism in almost all subsequent conferences. The members were prominent experts in the field of AE invited by the Director-General after consultation with some Member States and international NGOs. The final report from the Montreal conference states that the committee's participation varied over the years, with a core of experts from leading organisations engaged in AE with a focus on workers. At its 1957 meeting, the committee proposed the convening of a new international conference on adult education, basing its decision on the major social and economic changes taking place worldwide and the increase in the number of the Organization's Member States. The proposal was formally adopted at the tenth session of UNESCO's General Conference held in November/December 1958.

Convened again in May 1959 to plan the new conference, the Advisory Committee proposed the theme "Adult education in a changing world" and suggested that discussions be organised around the following themes: the role and content of AE in various environments; education methods and techniques; and the structure and organisation of AE. In addition, four mechanisms were recommended in preparation for the meeting:

1. When sending out invitations in early 1960, UNESCO's Secretariat suggested that Member States, National Commissions and NGOs develop 'preliminary work', forwarding documents on AE to the Secretariat.

2. The States and organisations were entrusted with the task of undertaking

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6 UNESCO's Director-General, Jaime Torres Bodet, encouraged the establishment of CREFAL as part of a strategy to create similar centers in other developing countries.

7 Reference Points, UNESCO, 1997, p. 20.

a weighted and deliberate assessment of their actions in the field of AE, the various ways in which education is expressed, sources of both financial and institutional support and the role it plays with regard to economic and social change (UNESCO, 1960, p.32).

The 24 items listed addressed the main goals of AE programmes, professional education, the role of libraries and museums in AE, the contribution of universities, funding sources, media impact, migration and urbanisation, women's participation, training and professionalisation for AE, development of teaching materials, coordination of programmes and activities at national and local level and the physical spaces used in AE[8]. Considering the number of countries and organisations invited, the Secretariat requested maximum effort to summarize this report in 2,000 words.

3. A preparatory document entitled "Adult Education in a Changing World" was prepared and distributed by the Secretariat.

4. Based on the 35 reports received from Member States and 17 international NGOs, the secretariat prepared a document outlining major global trends in AE.

According to the final report, these mechanisms were strengthened by the development of other working documents and the results of a significant number of regional seminars. To conclude the preparatory process, Mr. Arnold Hely, Director of Adult Education at the University of Adelaide in Australia, prepared a review of trends in AE between the Elsinore and Montreal conferences.

Thus, there is a clear concern for collecting information and data on AE programmes and activities in a more orderly and detailed fashion, allowing a more reliable basis for defining future strategies. However, there is no record of any attempt to monitor systematically the impact of the Elsinore conference on the development of AE globally besides statements about growth opportunities and exchange and cooperation activities.

Montreal: the Second UNESCO International Conference (1960)

Conducted at a time of multiple and complex social, economic, and cultural changes in the Western world, the Second World Conference on Adult Education grew significantly compared to Elsinore. Representatives of 47 Member States participated (a maximum of two delegates per country was established), as well as representatives of two associate members, 46 NGOs, two non-members of UNESCO, three UN organisation and two other intergovernmental organisations. Held at McGill University in Montreal, Canada, the conference put the participants' endurance to the test, starting on August 22nd and ending on the 31st.

In the discussions aimed at a better definition of the field, several issues attract attention for their current relevance. The conference criticised the separation between vocational

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8 Annex I of CONFINTEA II Final Report.

and technical education and what it called general education, stressing that this false dichotomy contributes to social sterility. It also criticised literacy processes that are not part of broader general education. It discussed the relationship between youth and adult education, claiming that one should not establish an immutable boundary between the two, since they are part of a continuum. It also emphasised the need for a special focus on women's education and underscored the crucial importance of the learning process in ensuring our collective survival. The conference also warned against the tendency to establish a dividing discourse – considered more characteristic of the current period (Ireland, 2009; Medel-Añonuevo, 2009) – according to which AE for developing countries refers to literacy acquisition, while AE in industrialised countries refers to technical and vocational education.

There is no doubt that the concept of AE was significantly broadened in relation to that of Elsinore. It covered literacy and technical education, but also included processes of schooling for adults lacking access to continuing education (which the report refers to as "supplementary education") for all, using traditional methods and new opportunities provided by the media. The Conference recommended that AE be considered an integral and organic part of each national educational system and, consequently, that appropriate attention and resources be granted to it. In his speech, the Chair of the Conference, Roby Kidd, stressed the need to recognise education as a lifelong process, which is both a right and a responsibility of all mankind.

As in Elsinore, the delegates agreed on a number of mechanisms to advance and monitor the recommendations agreed at the Conference. First, they proposed that UNESCO hold regional seminars in Latin America, Asia and Africa aimed at finding practical solutions to common problems. Secondly, they recommended that UNESCO, given the growing significance of AE, spend a greater portion of its budget on providing financial and human resources to meet the new demand. They also once again insisted on the need to continue and expand the work of the advisory committee by establishing a permanent AE committee within the Organization's structure, whose members should represent governments, major agencies, NGOs and national and regional organisations created to encourage coordination of efforts among the different agencies. There was also more concern with the communication and exchange of experiences than with the task of establishing some basic indicators to allow monitoring and follow up of the recommendations adopted.

UNESCO established an International Advisory Committee for Out-of-school education, chaired by Professor Roby Kidd. This committee paved the way for the Third International Conference held in Tokyo, Japan, in 1972. According to the Final Report of CONFINTEA III, this Committee met twice, in December 1970 and February 1972, although the cover of the Preliminary Reference Document for CONFINTEA III produced by the group refers to its third session. In any case, ten years passed between the conclusion of the Montreal conference and the first meeting of the Advisory Committee. The decision to hold CONFINTEA III was taken during the 16th session of the General Conference in 1970.

Tokyo: the Third UNESCO International Conference (1972)

According to Roby Kidd, "The Conference lacked a bit of the electricity, excitement, fears and triumphs of Montreal. It was much more professional and based on rules and procedures" (Kidd, 1974, 26ff). We should not forget that Kidd was one of the architects responsible for the Montreal Conference. This possible correlation between the profile of the main organizer of each CONFINTEA and the characteristics of the conference raises a hypothesis that might be interesting to explore. It is also important to remember that the Tokyo conference was held in the wake of the publication of the famous Faure Report, *Learning to be*, which had a lasting impact on discussions of lifelong education. In spite of the rules and procedures, Tokyo was assessed as a very productive conference that helped advance the discussions on adult education from a lifelong education perspective and on the centrality of learning in this process.

Preparations for the Conference were carried out in a highly disciplined way. First, Member States were encouraged to appoint working groups or to initiate national surveys to collect basic information about the status and scope of AE. Thirty-eight Member States formed groups, of which 28 submitted detailed reports to the Secretariat. Secondly, in July 1971, the UNESCO Secretariat sent a questionnaire to all Member States and associate members requesting information on key aspects of AE provision and practice. Attention should be drawn to the Montreal recommendation on the inclusion of adult education in national education systems to reduce the high risk of its marginalisation.

In referring to the questionnaire, the Final Report stated:

> This questionnaire is not directed to a single authority in the country (e.g. Ministry of Education) nor to government agencies alone, but should be answered in the same spirit in which it was conceived: as an interdisciplinary questionnaire addressed to various government authorities (central and local) involved in planning, education, industry, employment, agriculture, rural development, welfare, etc.; non-governmental associations (workers, youth, women's organizations, clubs, recreational associations, etc.); municipalities, companies, cooperatives, etc.; and especially the powerful media that plays an increasing role in the process of lifelong adult education and training.

Coordination and integration of the activities of the diverse sectors involved in the broad AE field has proved a constant challenge until today. Although well-intentioned, the aim of the questionnaire seems rather utopian. It sought information on five topics: the relationship of AE with economic, social and political goals and with the educational system, financial resources, personnel and methodological aspects for AE.

Responses were received from 88 Member States and one associate member. Based on the two sources above (reports from the national Working Groups and responses to the questionnaire), along with information provided by the Advisory Committee and other secondary sources, two main documents were prepared for the conference: "A

Retrospective International Survey of Adult Education: Montreal 1960 to Tokyo 1972" and a Reference Document.

The first of these two documents, which can be seen as the prototype of the GRALE (2009), was prepared by Professor John Lowe, Head of the Department of Educational Studies and Director of Extra-Mural Studies at the University of Edinburgh (Scotland). According to Knoll (2009, p. 30), the national reports produced in isolation were brought together in a "phenomenological description with the claim that adult education could be seen in terms of a set of conditional factors without being limited by national boundaries". The validity of the comparisons on specific issues was questioned on the basis of the various methodologies employed for the collection of data.

Meetings and seminars organized by UNESCO's National Commissions, international NGOs and national associations also produced a number of relevant studies and reports on various aspects of adult education.

The Tokyo Conference, which again challenged the participants' stamina, starting on July 25th and ending on August 7th, was attended by 300 delegates representing 82 Member States and three delegates representing non-Members States, along with representatives of four UN organisations and observers from one intergovernmental organisation and 37 international NGOs. The goals set for the conference were similar to those of the first two editions of the Conference: to examine AE trends over the past decade, consider the roles of AE in the context of lifelong education, and review educational development strategies with respect to AE.

The concept of lifelong education in the context of the CONFINTEAs was first highlighted by Roby Kidd in Montreal. Although elements of a broad concept of lifelong education can be found in writings on the thinking and practice of education in ancient Greece, China and India, the Report of the British Ministry of Reconstruction Adult Education Committee, published in 1919, is often cited as having re-introduced the concept in a more modern guise that the "The Times" newspaper, in its November 15, 1919 issue, summarised under the title "Lifelong Education" (Ireland, 1979, p. 16)[9]. Despite this background, it was in the discussions in Tokyo that lifelong education came of age and gained international visibility. In addition to underscoring that education can take place at any time of life, it was also stressed that neither school nor the educational system are the places where most adult learning takes place. Learning and adult learners gained increasing space in the discussions. The Final Report noted that "adults want to learn specific things at different stages of their lives (...). Thus, the main aim of education is to help people learn by themselves." The report makes it clear that the meaning of "lifelong learning" is not that people should participate in organised learning from womb to tomb, but that from the age of two or three until the end of life, they should have access to learning opportunities. The key word is still 'learning',

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9 Among the many relevant findings of the report, the 5th should be noted: "That the necessary conclusion is that adult education must not be considered a luxury for a few exceptional persons here and there, nor as a thing that concerns only a short span of early manhood, but that adult education is a permanent national necessity, an inseparable aspect of citizenship, and therefore should be both universal and lifelong" (Ireland, 1979, p.16).

which is clearly distinguished from the word *education* in the traditional sense. It highlights the fact that educators should not worry about the transmission of information from educator to pupil, only with the needs of learners who monitor their own responses and know how to use the latest learning tools.

For a field with no tradition of evaluating its activities and lacking instruments and indicators for collecting information, the expansion of the concept itself poses huge challenges for those responsible for developing and implementing adult education practices from the perspective of lifelong education. Even the Retrospective prepared by Lowe refers to these fundamental weaknesses in its Chapter VIII on Methods and Techniques, stating that for many Member States evaluation means little more than estimating how many people have been taught to read and write (UNESCO, 1972, p. 117). He notes that in addition to their practical usefulness as a means for measuring the value of a programme, evaluation procedures require that managers and organisers define precise goals. The report states that the issue of statistics was particularly complicated with respect to the methodology, terminology and classification system used, and suggests that in the absence of an international classification of informal adult education, UNESCO should develop studies in this field. A working document prepared by the UNESCO Institute for Statistics (Paris) specifically for the Conference noted that despite progress achieved in the last decade in the compilation of statistics on school and university education "little or no such information is available on adult education, not even a classification framework to accommodate it" (1972, p.1).

CONFINTEA III concluded with a set of 33 recommendations, many of which remain current 40 years later. Recommendations 16 and 24 highlight the need to devote more resources to promoting books and other reading materials designed for all levels and categories of AE, strengthening local production. Universities (28) were called upon to play a more effective and present role in the initial and continued training of teachers, research and information exchange. Recommendation 14, on data collection and processing, invited Member States to

> consider the possibility of an initial data-gathering project with a view to setting up, after the necessary analyses, assessments and adjustments have been carried out, a permanent system for the gathering and processing of the statistical data on adult education, which is essential at the evaluation and forecasting stages.

Few Member States put this into practice. Recommendation number 7 called on UNESCO to explore the possibility of preparing a recommendation[10] to Member States concerning the development of adult education in relation to the total liberation of the human being. In 1976 the UNESCO General Conference adopted the Nairobi Recommendation on Adult Education. Finally, Recommendation 33 called on UNESCO to "explore the possibility of convening international conferences on adult education more

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10 In UN terminology there are two types of 'obligation' – legal and moral – for the Member States: the convention, based on an international treaty, which binds signatories legally, and the recommendation, which does not entail a legal obligation, but is morally binding.

frequently than hitherto and of organizing the next one in a developing country." UNESCO resisted meeting that request for nearly 40 years.

There is no doubt that the document that most marked the 13 years between CONFINTEA III and IV was the *Recommendation on the Development of Adult Education* approved and adopted at the 19th Session of the UNESCO General Conference held in Nairobi (Kenya) in 1976. It was the first legislative action in this broad and complex field. A draft Recommendation was prepared and submitted to a Committee of Governmental Experts at a meeting in Paris between June 2nd and 12th, 1976, attended by representatives of 63 Member States as well as observers from other organizations and NGOs. According to Assistant Director-General John Forbes, the Recommendation had three fundamental objectives: "making the specific characteristics of adult education clear (...) from the perspective of lifelong learning", "mobilize political support" for its development, and thirdly, "pave the way for action at the national level" (UNESCO, 1976, Annex II, p.1).

Paris: the Fourth UNESCO International Conference (1985)

When preparations for the Fourth International Conference in 1982 were initiated, the Recommendation became a central reference. According to Knoll (2009, p. 37), the Fourth Conference was not particularly well planned, nor strategically successful. However, compared to the previous three conferences, the preparation of documents and holding of meetings were apparently much more extensive and detailed. Resources for the preparations of the Fourth Conference were included in the 1981-83 Approved Programme and Budget. The planned actions included an invitation to Member States to provide information about the development of adult education in the light of the Nairobi Recommendation, as a basis for a synoptic report. The Secretariat sent a letter on March 29th 1982 to all National Committees, accompanied by a guide whose purpose was to stimulate thinking on recent trends in AE, and more specifically on the five years since 1976, before presenting data and feedback. The Guide and the questions that it contained followed the same structure as the Recommendation itself. Seventy-six responses were received, representing a balanced geographical distribution of the countries. These reports formed the basis for the document prepared by the Secretariat with the (not very synoptic) title *Adult Education since the Third International Conference on Adult Education (Tokyo, 1972). Round-up of Replies to the Survey carried out by UNESCO among National Commissions with a view to Gathering Information on the Development of Adult Education*.

The data and information collected and presented in the synoptic report were also used to prepare the main working document of the Conference, *The Development of Adult Education: Aspects and trends* (UNESCO, 1985). However, the data provided only one of the inputs for drafting the document. Other inputs included a series of consultations in various regions with a view to preparing the Conference. In Africa, a sub-regional technical meeting was held in Lome (Togo) in July 1981, followed by a second in Lusaka (Zambia), in September 1982. A consultation meeting was held for the Arab States in Amman

(Jordan) also in September 1982, as well as seminars and workshops. In May 1983, the UNESCO Regional Office for Asia and the Pacific organised a consultative meeting. In the same month, a consultation was carried out for Latin America and the Caribbean in Havana (Cuba). In Europe, the former UNESCO Institute of Education (UIE), along with the German National Committee, organised an European Conference on Motivation for Adult Education in March 1983. The International Council for Adult Education (ICAE), founded by Roby Kidd in 1976 after the Third Conference, also held a conference with "Peuple et Culture" in 1982, entitled "Towards true development: the role of adult education." Finally, UNESCO itself organised a meeting of experts in April 1983 to discuss ways to take into account the interests of workers as regards AE policy formulation and implementation. The reports prepared by Member States for the 39th Session of the International Conference on Education (ICE) also contributed to the preparation of the working document.

In this sense, the format designed to prepare the Conference, with consultation meetings in various regions, involving governments and civil society organisations and written consultation with Member States, is the precursor of subsequent conferences. It also represents an effort to improve data and information collection while recognising, as the working document notes, that

> the current state of statistics available nationally and internationally makes it difficult to evaluate the quantitative development of adult education in the world. Where statistics exist, they are incomplete and often refer to different situations in different countries (UNESCO, 1985, p. 9).

The number of participants at the Fourth Conference was more than double the number in Tokyo. In addition to the 112 Member States, there were representatives of the Holy See and the African Movements for National Liberation, the African National Congress (ANC) and the South-West African People's Organization (SWAPO)[11] and the Palestine Liberation Organization (PLO). The 841 participants also included 12 representatives of intergovernmental organisations, 59 representatives of international NGOs and two from other institutions and foundations. There were 40 ministers or persons of ministerial status among the participants, which is always a political thermometer of the event.

Knoll reports that the Conference suffered internal and political tensions. On one hand, there was the reflection of the conflict between Israel and the Arab States, and on the other, the tensions within the Organization itself, generated by UNESCO's reform and the development of new rules for international conferences. The general theme of the conference," The development of adult education: issues and trends", although quite general, was based on a certain agreement on the broad concept of education established in the Nairobi Recommendation. Notwithstanding some development, it is the same concept that provided the framework for discussion in Hamburg and Belem, despite the

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11 The Director-General of UNESCO at the time was the African Amadou-Mahtar M'Bow, from Senegal..

Hamburg recommendation, repeated in Belem, that the document, however current, is more than 30 years old and needs to be reviewed. Due to its importance, we believe it is pertinent to reproduce the concept here:

- the term *adult education* denotes the entire body of organised educational processes, whatever the content, level and method, whether formal or otherwise, whether they prolong or replace initial education in schools, colleges and universities as well as in apprenticeship, whereby persons regarded as adult by the society to which they belong develop their abilities, enrich their knowledge improve their technical or professional qualifications or turn them in a new direction and bring about changes in their attitudes or behaviour in twofold perspective of full personal development and participation in balanced and independent social, economic and cultural development;

- adult education, however, must not be considered as an entity in itself, it is a subdivision, and an integral part of, a global scheme for lifelong education and learning;

- the term *lifelong education and learning*, for its part, denotes an overall scheme aimed both at restructuring the existing education system and at developing the entire educational potential outside the education system;

- in such a scheme men and women are the agents of their own education, through continual interaction between their thoughts and actions;

- education and learning, far from being limited to the period of attendance at school, should extend throughout life, include all skills and branches of knowledge, use all possible means, and give the opportunity to all people for full development of the personality;

- the educational and learning processes in which children, young people and adults of all ages are involved in the course of their lives, in whatever form, should be considered as a whole (UNESCO, 1976, Annex I – p. 3).

The documents point to common trends in the field of AE globally. Adult education is seen as a means to achieve social justice and educational equality. At the same time, its contribution to economic and social development is considered crucial. Besides these functions, in most industrialised countries AE has a strong link with employment and an ability to help people cope with technological, economic and social changes. In less developed countries, the focus of AE is also to provide an education for those who have not had the opportunity to attend school. In both contexts, the challenges are similar. Adult education needs to interact with technological change, find ways to overcome illiteracy, as well as contribute to addressing the main problems "of our times." On the issue of illiteracy, always associated with less developed and poor countries, the Report of Commission II informed that representatives from industrialised countries referred to the rediscovery of illiteracy in their society. Known as 'residual literacy', 'functional illiteracy', 'relapse into illiteracy' or simply 'new illiteracy', it was quantitatively and qualitatively different from mass illiteracy in developing countries, but represented a challenge to those who thought that illiteracy was a thing of the past.

The Final Report mentioned once more that despite the advances of the Nairobi Recommendation, one of the most urgent tasks was to develop a conceptual framework

to standardise AE statistics and appropriate data collection tools. In the section on 'Research, planning and evaluation' contained in the final Recommendations, a call is made regarding the need to "pay special attention to *the* [original emphasis] need for systematic collection of statistics and to continue providing assistance to Member States in that area" (UNESCO, 1985, p. 43). The Recommendations err by being too extensive – a total of 23 pages of suggestions – and too wide ranging, which dilutes their possibility of impact. The Conference Declaration, whose key word is *learning*, has the merit of being short, but without setting concrete goals to be achieved in the following decade. It recognises that the right to learn more than ever is the greatest challenge facing mankind. It notes that "The act of learning, lying as it does at the heart of all educational activity, changes human beings from objects at the mercy of events to subjects who create their own history," (UNESCO, 1985, p. 67). It thus anticipates the inspiring rhetoric of Hamburg and justifies the call of Belem regarding the urgent need to move from rhetoric to action.

Hamburg: the Fifth UNESCO International Conference (1997)

The last two CONFINTEAs – V and VI – followed a very similar organisation and mobilisation format. Both were preceded by extensive documentation and mobilisation processes aimed at identifying global trends and challenges. Member States were invited to prepare and validate their national reports on the state-of-the-art in adult education in their country in the most participatory and collective way possible. The two conferences were preceded by five regional conferences, each producing its regional synthesis report based on the inputs provided by the national reports. Each conference ended with a document issued and discussed before and during the meeting and approved unanimously at the end – the Hamburg Declaration in 1997 and the Belem Framework for Action in 2009. However, the context and climate in which each Conference was held were quite different, as reflected in the tone of the final statements and the formalistic spirit of each event.

The Hamburg Conference was conceived at the end of an extended series of conferences promoted by the international community during the late 1990s, starting with the World Summit for Children (New York, 1990) and the World Conference on Education for All (Jomtien, 1990). In the 12 conferences of the cycle[12], participating governments

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12 1990: World Summit for Children (New York)

   1992: UN Conference on Environment and Development (Rio de Janeiro)

   1993: World Conference on Human Rights (Vienna)

   1994: International Conference on Population and Development (Cairo)

   1994: UN Global Conference on Sustainable Development of Small Island Developing States (Bridgetown, Barbados)

   1994: International Conference on Natural Disaster Reduction

   1995: World Summit for Social Development (Copenhagen)

   1995: 4th World Conference on Women (Beijing)

   1995: 9th United Nations Congress on the Prevention of Crime and the Treatment of Offenders

   1996: 2nd UN Conference on Human Settlements (Habitat II) (Istanbul, Turkey)

   1996: World Food Summit (Rome, Italy)

   1996: 9th UN Conference on Trade and Development (UNCTAD IX)

pledged to address urgently some of the most pressing problems facing the world as part of a new agenda for global development. Such problems referred to the welfare of children, protection of the environment, human rights, empowerment of women, productive employment, reproductive health and urban development, all linked to the themes of peace, development and human security. Each conference reached agreements on specific issues, in a new spirit of global cooperation and purpose. At the same time, each conference sought deliberately to link its themes and action plans to the other conferences, strengthening common understanding of the development process that underlies the role of democracy and respect for all human rights and fundamental freedoms, including the right to development. While the right to development was the common foundation of these conferences, the mainstay inaugurated in Jomtien was clearly the right to education – education for all. The two themes permeate the decade. In the first case, in Hamburg and in terms of adult education, the aim was to express the centrality of humanity to the development process and the essential nature of learning for his development. In the second case, although in Hamburg an attempt was made to recover the real meaning of education for all in a broad sense and within the perspective of the concept of lifelong learning, during the late 1990s the right of all to education launched in Jomtien was reduced to the right of all children to education (Ireland, 2009, p. 1-2).

Following the pattern of all CONFINTEA conferences, the Director-General approved the development of a consultation process with Member States to assess AE activities since the previous conference. To this end, the Secretariat sent a questionnaire to all Member States "prepared to obtain information about significant events along with a reflection on recent changes and prospects for the development of AE and its contribution to addressing the main issues discussed in the 21st century" (UNESCO, 1997, p. 1). The questionnaire was intended to gather information on adult education in the broadest sense, and the UNESCO National Commissions were requested to involve "all stakeholders concerned with AE (associations, employers, unions, media, NGOs) and, where appropriate, establish working groups to that purpose." By October 31st 1996, 68 responses had been submitted. The number of responses received from countries in Asia and Africa was considered insufficient. Only nine NGOs responded to the questionnaire. Once again, the quality of information varied greatly from country to country, and the fact that less than 50% of Member States respond to the questionnaire imposed limitations on the representativeness of the data. Based on the information gathered, the Secretariat prepared the document "Adult Education since the Fourth International Conference on Adult Education (Paris, 1985)" which sought to establish the main global trends in AE.

In addition to the already traditional process of consultation with Member States with the weaknesses identified in the previous ones, Annex II of the synoptic report provides a survey of UNESCO's activities in the field of education and AE between 1985 and 1995 that are part of the Organization's mission, but not part of a mobilization process related to the Conference. After the Tokyo conference, the Conference on Education for All in Jomtien (Thailand) may have been the most significant event for having established

concrete goals for school education of children and young adults. Jomtien adopted the concept of 'basic education' that would meet the basic learning needs of every person, whether child, youth or adult, suggesting a broader view that is not restricted to school education or childhood. Hamburg deepened and broadened the concept of lifelong education for all young people and adults.

Based on the 68 questionnaire responses received from Member States and the nine responses from the NGOs, the Secretariat identified a number of trends in the development of AE over the 12 years between CONFINTEA V and IV. First, it drew attention to the profound differences between AE in the north and south. "What separates these two groups of countries is the interpretation given to the concept of adult education with regard to different circumstances (...)" (UNESCO, 1997, p. 2). A second trend pointed out is a growth of policies for lifelong education resulting in programmes that include general education and building of skills. The third trend is composed of two dimensions, one for developing countries and the other for industrialised countries. In the former, there are two key priorities: one focused on the 'post-literacy' process and the need to diversify this process, and the other connected to the issue of diversification and the need to develop job-related education. In the case of industrialized countries, there was a tendency for issues of unemployment and restructuring of the labour market to dominate concerns in the AE field, as expressed in short-term vocational training courses to integrate, re-qualify or retrain the workforce for the market. The fourth trend that emerged was the consensus among Member States and NGOs on the principle of participation, combined with the principle of motivation. There was increasing recognition that adults are agents of their own education and that their local community is responsible for its own development. "This concern with conferring to the beneficiaries the responsibility for educational action and the need to adapt it to local needs and context has accelerated the process of decentralisation of adult education structures and management (...) (UNESCO, 1997, p. 2). Unfortunately, as the report shows, in some cases, especially in less developed countries, decentralisation of decision-making was not accompanied by the necessary decentralisation of resources. Although the vast majority of Member States had formally included adult education as an integral part of the educational system and recognised its complementary role vis-à-vis formal education, in fact there were few bridges between the formal and non-formal levels and no balance in the distribution of budget resources between the two.

The document also noted the increasing involvement of NGOs and associations in general in the provision of education combined with a gradual withdrawal of State funding and management of education, in particular adult education, which remained the poor cousin of the educational system in most developing countries. It underscored that the priority beneficiaries were – and continue to be – women and young people, a common concern among both industrialised and developing countries. It identified a tendency for literacy acquisition to be understood more broadly as a step in the learning process and recognises the potential of new information and communication technologies for learning

strategies, but also recognised the unequal access to these technologies due to cost factors. Finally, it pointed to the growth of bilateral cooperation and what it called horizontal cooperation between countries with similar concerns.

CONFINTEA V was held from July 14th to 18th, 1997, at the Congress Centrum in Hamburg. A total of 1,507 people participated, including 41 ministers, 15 vice-ministers and three sub-ministers, 729 representatives from 130 Member States, two Associate Members, two Non-Member States, one representative from Palestine, 14 representatives of UN System Organizations and 21 representatives from international organizations, 478 NGO representatives and 237 foundation representatives. Attention should be drawn to two aspects: the number of civil society representatives and the number of partners that participated in the organisation of the Conference: FAO, ILO, UNAIDS, UNICEF, UNDP, UNFPA, UNHCR, UNIDO, World Bank, WHO, Council of Europe, European Union and OECD.

The conference was organised around four main activities: 1) plenary discussions, 2) the adoption of the Hamburg Declaration and the Agenda for the Future, 3) an exchange of experiences on the present and future of adult learning in the world, in 33 parallel sessions and 4) a series of public roundtables and panels. Two Committees discussed the Declaration and the Agenda. The proposal of the Conference Secretariat that all participants should have the right to speak was accepted, the right to vote being reserved for representatives of Member States. Thus, CONFINTEA V had the largest audience of any of the conferences so far, including a diverse and numerous civil society representation, and was held in a participatory and democratic atmosphere.

In his closing speech, the Director-General of UNESCO Federico Mayor (present at the opening and closing of the Conference), described the conference as a turning point: "It is a turning point in that, for the first time in adult education discourse, productivity and democracy are seen as simultaneous requirements for human development." Further,

> This conference has nurtured a new kind of dialogue between governmental and non-governmental participants, in which it is possible to link adult education with sustainable and equitable human development, job creation, income generation, democracy and the overall goals of social development goals (UNESCO/UIL, s/d, p. 2-3).

The Hamburg Declaration, based on the concept established in the Nairobi Recommendation and an understanding of education as a social intervention intended to fulfill the basic learning needs of individuals, which emerged in Jomtien, defines adult education as an

> (…) ongoing learning processes, formal or otherwise, whereby people regarded as adults by the society to which they belong develop their abilities, enrich their knowledge, and improve their technical or professional qualifications or turn them in a new direction to meet their own needs and

those of their society. Adult learning encompasses both formal and continuing education, non-formal learning and the spectrum of informal and incidental learning available in a multicultural learning society, where theory- and practice-based approaches are recognized (MEC/SEF, 1998, p. 89).

This broad definition of adult learning unfolded into the Agenda for the Future, organised in ten themes, each theme presented in a descriptive way followed by a list of commitments. In general, the Agenda avoids setting concrete targets. In only two cases[13], the Agenda suggests that rates of female illiteracy should be reduced by half by 2000 and reinforces the proposition of the International Commission on Education for the XXI Century that at least 6% of Member States' GNP be invested in education "with an equitable share of the education budget destined to adult education" (Idem, p.123). Moreover, the Agenda pledges to launch the Paulo Freire African Decade on Literacy for All and update the 1976 Recommendation on the Development of Adult Education. As part of the Follow-Up Strategy, the Agenda also states that "there should be a forum and a consultation mechanism to secure the implementation of the recommendations and outcomes of this conference" (Idem, p. 128) and that "UNESCO should explore the possibility of an inter-agency review of this Agenda, mid-way before the next international conference on adult education" (Idem, p.128). Only the last commitment was met, when the CONFINTEA V Midterm Review was held six years later, in Bangkok. It concluded that

> (...) despite the commitments made in 1997 in The Hamburg Declaration and The Agenda for the Future, adult education and learning has not received the attention which it deserves in major education reforms and in recent international drives to eliminate poverty, achieve gender justice, provide education for all and foster sustainable development. Our Midterm Review (...) has, in fact, revealed a disturbing regression in this field (UNESCO/MEC, 2004, p. 205).

The Bangkok Midterm review notes the decline in public funding for adult learning and education (Idem, p. 205) and its alarm regarding the shift in perspective – from the optimism of Hamburg to a climate of fear and insecurity in 2003. It emphasises the urgent need to monitor the goals and recommendations adopted at CONFINTEA V, and, in the absence of appropriate instruments, it suggests that these recommendations should be coordinated through the International Action Plan of the UN Literacy Decade and the Dakar Framework for Action, using the mechanism of the EFA Global Monitoring Report to track progress particularly with respect to literacy (Idem, p. 209). It is not surprising that the motto chosen almost as a watchword for the CONFINTEA VI process was "From rhetoric to action."

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13 Theme 3, item 25-b ("Ensuring the universal right to literacy and basic education") and Theme 9, item 49-b ("The economics of adult learning").

Belem: the Sixth UNESCO International Conference (2009)

The preparations for CONFINTEA VI were initiated after the 33 C/Resolution 5 and 175 EX/Decision 9, which formally invited the Director-General to take the necessary steps to organise the Conference, were adopted by the 33rd Session of the UNESCO General Conference. Thereafter, the Director-General announced that he had accepted the offer of the Brazilian Government to host the conference. The preparatory process was structured around three fundamental components: national and regional reports, Regional Conferences and the Global Report along with a Framework for Action to be submitted and approved at the Conference.

As in the preparatory process for Hamburg, in 2007 the UIL sent a questionnaire to guide the preparation of national reports, recommending that they should be developed in a participatory manner and, where possible, validated at a national meeting. Of the 193 Member States of UNESCO, 154 produced reports. The national reports provided essential inputs for the preparation of the regional reports. These documents were presented and formally validated at the five Regional Preparatory Conferences.

The structure and objectives of the Regional Preparatory Conferences were very similar: to discuss and validate the regional report, while seeking to identify the key issues related to adult learning and education in their region and formulating recommendations and strategies to be submitted to the Global Conference. The first conference was held in Latin America and the Caribbean in Mexico City (September 2008), followed by Asia and the Pacific in Seoul, South Korea (October 2008), Africa in Nairobi, Kenya (November 2008), Europe, North America and Israel in Budapest, Hungary (December 2008) and, finally, the Arab States in Tunis, Tunisia (January 2009) (UNESCO/MEC, 2009).

The third component of the preparatory process was the Global Report on Adult Learning and Education (GRALE). A traditional element of the preparation of all previous International Conferences by which it was intended to establish a global state-of-the-art in adult education, the GRALE was announced as the first of a regular series of reports aimed at monitoring the Belem commitments and promoting the collection of more detailed and precise statistics and information on adult education throughout the world, along the lines of the Global Monitoring Report (GMR). The first GRALE used the information and analysis of the five regional reports together with comparative statistics and research data.

The report highlights the well-known and historical diversity of the AE field, which covers literacy programmes, compensatory education or equivalence, courses devoted to vocational and technical training, programmes focused on the development of life skills and access to the ICTs, among others. It draws attention to the low levels of participation and unequal access to learning opportunities. The report recognises that lifelong learning remains more a vision than reality, in spite of having a more tangible influence over AE policies in industrialised countries, where it permeates other policy areas that have an interface with adult education. In general, evidence reveals a lack of stable funding sources, which is reflected in the remuneration and social status of teachers. There is also a

polarisation between a more instrumental view of AE in industrialized countries, where emphasis is placed on training of manpower to ensure economic competitiveness, while in the south the majority of AE programmes reveal a more school-oriented and compensatory bias, and are predominantly dedicated to literacy acquisition in its most fundamental sense.

However, the report acknowledges the challenge posed by the scope of the field – in most national reports the regular collection of data covers only the education sector – and the limitations of the information presented: "Due mainly to lack of regular and systematic collection of data in common areas, most of the information from National Reports is not comparable" (UNESCO, 2009). However, the GRALE pointed to significant advances in AE in the 12 years since Hamburg, and represents a reporting effort that should be further qualified in the future.

An additional element created by the UIL to serve as a sounding board was a consultative group. Composed of representatives of governments, UNESCO and other international and multilateral agencies and civil society organizations, such as the Association for the Development of Education in Africa (ADEA) and the International Council for Adult Education (ICAE), the group met for the first time in Elsinore, Denmark, in March 2007[14] and three more times throughout the process. The international and multilateral agencies participated timidly, with some notable exceptions – FAO and the European Commission – which highlighted the difficulties of integration faced by such a multi-sectoral field of action.

In 2009, unlike CONFINTEA V, after lengthy discussions with civil society, it was decided to maintain the strictly intergovernmental spirit of the Conference in accordance with the Organization's regulations[15]. Thus, although civil society had representatives in national delegations and direct representatives in the case of organisations formally invited by UNESCO[16], its presence was reduced compared with that in Hamburg. With a view to developing the themes proposed by the CONFINTEA and preparing civil society to participate in a more informed and effective manner, the ICAE organised a web-based seminar to discuss four specific issues – literacy for all, education and migration, education of adult people in the world of work, and poverty reduction – and later, the International Civil Society Forum – FISC, prior to the CONFINTEA in Belem in December 2009.[17]

Another segment mobilized for the Conference was that of learners, the subjects of the process of adult learning and education. Although learners had been organising themselves since the 1990's in a process that the 2000 launching of the international Adult Learners' Week helped to consolidate, it was in 2009, during the International Conference

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14 The first meeting of the Consultative Group was hosted by the Danish National Commission of UNESCO and held on March 1st and 2nd in Elsinore, where the first Conference took place in 1949.

15 The Regulation for the general classification of the various categories of meetings convened by UNESCO defines CONFINTEA as a category II intergovernmental meeting (UNESCO, 179 EX/45).

16 See decision 179 EX/45, of 07/03/2007, which contains lists of the various types of entities with the right to be invited to the Conference.

17 For more information on the FISC, see Eccher (2010) and Haddad (2010).

in Scotland (from March 31st to April 4th, 2009) that learners decided to establish a global network of adult learners and produce an International Charter of Adult Learners. The panel of learners and the presentation of the Charter, which emphasised the right of all adult learners to participate in the development of policies for lifelong learning systems (Article 1) were major highlights of the Belem Conference.

CONFINTEA VI was originally planned for the period from 19th to 22nd May, but after the spread of the H1N1 influenza pandemic, the Brazilian government decided as a precautionary measure to postpone the conference until December. In effect, the Conference was held at the Hangar Convention Center in Belem, State of Para, from 1st to 4th December. It brought together 1,125 participants from 144 countries, including 55 ministers and vice-ministers and 16 UNESCO Ambassadors and Permanent Delegates.

Under the official motto "Harnessing the power and potential of adult learning and education for a viable future", the Conference and the Belem Framework for Action had two main focuses: linking 'education' and 'learning' and emphasising the issue of public policy implementation. On the one hand, CONFINTEA VI reinforced the concept of adult education which originated in the 1976 Nairobi Recommendation, which CONFINTEA V further developed. The Belem Framework for Action stresses the broadness of the concept of adult learning and education as a "significant component of the lifelong learning process, which embraces a learning continuum ranging from formal to non-formal to informal learning" and an "imperative for the achievement of equity and inclusion, for alleviating poverty and for building equitable, tolerant, sustainable and knowledge-based societies" (UNESCO, 2010, p. 7). As Lima remarks (2010, p. 33), the emphasis on lifelong learning and education policies and practices has "the advantage of returning to the concepts of adult education and training, concepts that have been openly devalued over the last decade in national and transnational speeches and political orientations, in favour of economically valued qualifications, skills and abilities."

The Conference's formal schedule was organized around four addresses, five round tables, plenary sessions, a commission to receive and discuss the amendments to the Framework for Action, complemented by 32 parallel workshops. Of the round tables, four[18] focused on implementation issues – Policies and Governance for Adult Education, Financing of Adult Education, Literacy as a key competence for lifelong learning and Ensuring the quality of AE and assessing learning outcomes – reflecting the pragmatic structure and tone of the Belem Framework for Action and the stated goal of moving from rhetoric to action. The seven themes of the document address adult literacy, policies, governance, financing, participation, inclusion and equity, quality, and end with recommendations for the Monitoring of the Implementation of the Belem Framework for Action. The recommendations include a commitment to develop a set of comparable indicators, establish a regular monitoring mechanism to evaluate the commitments undertaken and prepare a triennial report to be submitted to UNESCO. Implicit in this

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18 Only the fifth and last round table had a slightly more speculative and prospective title and function: The way forward.

is the quest to improve the quality of sources and methods for the collection of data and information.

Just a little over a year since CONFINTEA VI, it would be precipitant to assess the implementation of the Belem Framework for Action, but it is possible to point to some positive actions taken to establish monitoring mechanisms. In early 2010, the UIL created an Advisory Group to guide and support the CONFINTEA VI follow-up work. The group, composed of representatives of governments, international organizations (UN and cooperation agencies, civil society organizations and learners' associations), and instances of UNESCO, held its first meeting in March 2010 to discuss and develop a follow-up strategy to the Conference, with a second meeting scheduled for May 2011. The UIL began discussions on a global comprehensive strategy and a framework to monitor the implementation of the Belem Framework for Action, which was submitted to an online forum and then to a meeting of international experts on indicators[19]. Latin America and the Caribbean are developing a strategy that includes a proposal for qualitative and quantitative indicators to be discussed at a Regional Meeting for Monitoring of the Post-CONFINTEA Strategy, to be held in Mexico City in May 2011. In June, the World Assembly of ICAE will discuss the Council's strategy to ensure implementation of the Framework for Action. The UIL held a workshop in December 2010 on the preparation and implementation of lifelong learning policies[20]. The Uruguayan government created a national committee to monitor the commitments made in Belem[21]. These examples are fragmentary but relevant steps in the necessary direction.

Final Considerations

Although the role played by the CONFINTEA over the past 60 years is assessed as predominantly beneficial for the survival and growth of adult education, an analysis of the period suggests that the standard process that includes preparation-mobilisation/conference/follow-up has never been submitted to a rigorous assessment. Few studies attempt to assess whether and how the process and the recommendations of the conference have influenced public policy in the field of youth and adult education. The first conference in Elsinore brought together around 100 participants. In Hamburg there were approximately 1,500 people, and in Belem there were 1,200. The conferences continue to require an increasingly sophisticated organisation that involves the preparation of national reports, preparation of working papers and holding of national and regional meetings whose direct and indirect costs should not be minimised.

At the same time, the context in which the conferences were held has changed dramatically since the post-war period with its major concern for peace and stability, to

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19 The "International Expert Meeting to Monitor the Implementation of the Belem Framework for Action" was held at the UIL in Hamburg, from January 25th to 27th, 2011.

20 Pilot Workshop on Developing Capacity for Establishing Lifelong Learning Systems in UNESCO Member States, 22/11/2010 a 03/12/2010.

21The national committee for Articulation and Monitoring of Youth and Adult Education within the framework of the CONFINTEA VI recommendations was created by presidential decree on December 29th, 2010.

that in which CONFINTEA VI was held, with most of the world in the grips of a deep financial crisis, accompanied by fuel, food and environmental crises. Technological conditions have also changed profoundly, from a pre-television world to a world connected by the Internet and other technologies, allowing rapid communication of excellent quality. In 2008, the UIL posted all the national reports on its website. Registration for the conference was carried out online, in spite of some resistance. All procedures in Belem were transmitted online and could be followed anywhere in the world.

We conclude that there is an urgent need to launch a critical review of the CONFINTEA process taking into account the lack of data on its impact and cost-effectiveness in the light of existing communication and information technologies.

With its conceptual growth, adult education is becoming, in part, a victim of its own ambiguity. Adult education has always been offered by a variety of providers, both governmental and civil society. Conceptually, adult learning and education is rich and multi-referenced, but its very richness and diversity make it complex to define and the collection of data and information on what is provided, by whom and for whom, problematic. Narrow definitions curtail adult learning and education and do not reflect its reality. Broader definitions are better able to capture the diversity, while blurring the boundaries. Adult education is increasingly viewed as an important tool to tackle social and economic inequality, reduce poverty, prepare global society for new paradigms of sustainable production and consumption, train skilled labour for competitive economies, create the basis for a culture of peace and conviviality, establish more harmonious relationships between human and natural environments, and develop the potential of all people. The challenges are huge. This analysis of the sixtieth anniversary of the CONFINTEA movement suggests that the need to assess and monitor is always present, but perhaps what is needed now are more creative and diverse ways to undertake assessment processes that cover formal, non-formal and informal modalities of education in the lifelong perspective.

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4. The CONFINTEA agenda: work in progress

Timothy D. Ireland

The international education and development communities are in the midst of a complex and prolonged debate concerning the nature and shape of the world in which we wish to live post-2015 and in attempting to establish new goals and their corresponding metrics. Since the turn of the century international development and education policy has been directed and inspired by two principal initiatives, the Education for All (EFA) strategy which was renewed in 2000 in Dakar[1] but dates from 1990 in Jomtien[2] and the Millennium Development Goals (MDGs) which were agreed at the Millennium Summit held in New York in 2000[3] with a view to overcoming extreme poverty worldwide. Both initiatives have been and continue to be monitored by a series of international reports based on established indicators – the Education for All Global Monitoring Report in the first case and the Millennium Development Goals Report in the second. In the case of the former, recognition that goals would probably not be achieved lead to the creation of further initiatives. The UN Literacy Decade (2003-2012)[4] was announced as a strategy for strengthening the urgent need to reduce drastically the unacceptably high illiteracy rates prevalent in many countries which was later reinforced by the Literacy Initiative for Empowerment (LIFE, 2006-2015)[5]. The Global Education First Initiative (2012) was also announced with a view to renewing and reinvigorating existing global commitments to education. In the case of the latter, the poverty agenda was also periodically reinforced by a series of world summits, the last of which was held in 2010 concluding with the adoption of a global action plan – Keeping the Promise: United to Achieve the Millennium Development Goals. Both initiatives – Education for All and MDGs – established 2015 as the deadline for achieving their respective goals. Recognition that a large number of countries would not achieve some if not all of the goals has given rise to what has become known as the post-2015 international debate, organized around three specific but necessarily integrated strategies each with its own objectives: the MDGs, the Sustainable Development Goals (SDGs) which resulted from discussions during the UN Conference on Sustainable Development (Rio + 20, Rio de Janeiro, 2012) and the EFA goals.

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1 The *Dakar Framework for Action* adopted at the World Education Forum agreed commitments including that of achieving a 50% improvement in levels of adult literacy by 2015 and of improving the quality of education.

2 *Final Report of the World Conference on Education for All: Meeting Basic Learning Needs*, Jomtien, Thailand, 5-9 March 1990, Inter-Agency Commission (UNDP, UNESCO, UNICEF, World Bank).

3 The United Nations Millennium Declaration was agreed in September 2000 at a UN summit held in New York at which nations committed to a new global partnership to reduce extreme poverty and set out a series of time-bound targets – with a deadline of 2015 – that have become known as the Millennium Development Goals.

4 The slogan of the Decade, "Literacy as Freedom" recognized literacy as a human right to be actively promoted and defended. The UNLD addressed a renewed vision of literacy to encompass the learning needs of children, youth and adults alike, in all settings and contexts.

5 LIFE constitutes a global strategic framework for the implementation of the UNLD, in order to meet the Education for All (EFA) goals, with particular focus on adult literacy and out-of-school children. It targets the 35 countries that have a literacy rate of less than 50% or a population of more than 10 million people who cannot read nor write.

In this final chapter on the 60 years of CONFINTEA, it is not our intention to attempt to resume or synthesize the intricate complexities of this growing and on-going debate. It is our contention that the recommendations agreed during the Fifth International Conference on Adult Education (CONFINTEA V) in Hamburg and taken up again in Belem at the Sixth International Conference constitute work in progress and should integrate the unfinished education and development agenda which the post-2015 debate seeks to renew and redimension. Whether or not these recommendations and principles influence the ongoing debate is another matter. It should be remembered that following the example of EFA and MDG, CONFINTEA initiated a process of regular reporting with the first Global Report on Adult Learning and Education (GRALE) in 2009. The second edition of GRALE was finally published in September 2013 and provides a state-of-the-art picture with regard to the implementation of the CONFINTEA VI commitments. Hence our concern is to analyze the relation between the agendas agreed in the contexts of Hamburg and Belem and their continued relevance in the current world context. In this sense we emphasize the need to investigate the socio-economic and political climate in which the conferences were held and that which reigned as their recommendations were implemented. This is based on our premise that the CONFINTEAs are not a mere cycle of international conferences but part of a complex process which involves preparations and mobilization, the holding of the conference and thereafter the implementation and monitoring of the results and the commitments and responsibilities assumed by Member States. At the same time, we wish to suggest that the vision of development which underpins other current international strategies and goals for human social and economic development runs counter to that propounded in Hamburg and that the predominant metrics employed to 'measure' such notions of progress tend to reinforce a view of development as that represented by the relentless pursuit of growth expressed in the vicious and spiralling circle of increasing production and consumption in a finite planet in which the market constitutes the dominant paradigm of the age (Finnegan, 2008).

This text is being written at a particularly volatile and instigating moment in contemporary Brazilian history in which the eclosion of an intense and ample movement of popular street protests and demonstrations has taken the country by surprise. The movement's broad and diffuse agenda includes demands for an end to corruption in public life and for better quality services in the fields of transport, education and health care. Despite the inevitable comparisons with the Arab Spring, the 'indignez-vous' movement, the Occupy Wall Street movement, the Spanish 'indignados' movement, and now Istanbul's Gezi Park occupation movement (according to the Turkish prime-minister, Recep Tayyip Erdogan, the Turkish and Brazilian movements are part of an international conspiracy designed to destabilize the national governments), the Brazilian movement is more difficult to categorize. Its agenda is broad, its goals not predetermined and its leadership disperse. It does not aim to bring down the government (unlike the recent movement to overthrow the Mursi government in Egypt) and despite elements of vandalism and violence it has generated a new sense of collective endeavour and community spirit. It has challenged

the government to listen to "the voices from the street" and 'politicized' what politicians considered it was their right to decide in the name of representative democracy reclaiming responsibility for questions which are fundamental to human welfare and well-being.

It is perhaps possible to draw an analogy with the post-2015 international agenda and to question to what extent the structure and nature of the current largely 'high-level' discussion and consultation process promoted by the United Nations succeeds in capturing the demands and desires of the people in the street with regard to "The World We Want"[6] (Ireland, 2013) and the education to which we aspire. Perhaps we can go further to suggest that movements like the Brazilian one question not only the political hegemony of neoliberalism as the dominant paradigm of economic management but also the social, ethical and human values which that paradigm has generated. At the international level, the question remains whether amongst the agencies, organizations and national governments involved in the post-2015 international debate there is a genuine desire to search for and establish alternative paradigms to neoliberalism implicit in the rethinking of global education and development policy.

The Hamburg and other adjacent international Agendas

In 1997, the Hamburg Declaration on Adult Learning which provided a synthesis of the debates held at the Fifth International Conference, concluded "To that end, we will forge extended alliances to mobilize and share resources in order to make adult learning a joy, a tool, a right and a shared responsibility." In 2009 the Belem Framework for Action (CONFINTEA VI) exhorted us to move from rhetoric to action: perhaps not so much 'to move from rhetoric to action' with its implied criticism of rhetoric as something necessarily negative but to secure the articulation of rhetoric with action. In the past years, we have given greater attention to adult learning as a tool, as a right and a shared responsibility, but much less to the contribution which the joy of learning should aggregate to human well-being and happiness (Ireland, 2012) with a result that lifelong learning has tended to be "conceptualised largely in terms of maintaining a flexible and competitive economy in the modern 'knowledge society'" (Finnegan, 2008).

In the international arena, the period prior to the 5th International Conference on Adult Education produced a rich cycle of 12 conferences beginning in 1990 with the World Summit for Children (New York) and the World Conference on Education for All (Jomtien) closing with 9th UN Conference on Trade and Development - (UNCTAD IX) held in Midrand, South Africa in 1996 and CONFINTEA V in 1997. The discussion at these conferences centred on a new agenda for world development highlighting themes such as children's welfare, human rights, environmental protection, urban development, women's empowerment and productive employment, all linked to the converging agenda of peace, development and human security. The cycle sought to strengthen a common

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6 "The World We Want is a platform created by the United Nations and civil society to amplify people's voices in the process of building a global agenda for sustainable development" (http://www.worldwewant2015.org/).

understanding of a process of development which underlined the role of democracy and the respect for human rights and fundamental liberties, including the right to development (Ireland, 2009). However, as Elfert (2013) points out: "(…) these years (1990s) were marked by the tension between the UN's and UNESCO's renewed interest in human rights, manifested by ''summits of idealism'' (Bhola 1998, p. 493), and a neoliberal turn in organizations such as the World Bank and the OECD, stressing the economistic and utilitarian agenda of education (Jones and Coleman 2005; Rubenson 2006)".

The rights to development and to education, the centerpiece at Jomtien, traversed the decade and were central to the Hamburg Declaration. That placed men and women at the heart of the development process which was premised on learning. The right of all to education was subsumed in the concept of lifelong learning. According to ICAE (2013), CONFINTEA V made it clear that "(…) whilst adult learning and education is a good in itself, it is also a fundamental pre requisite for the achievement of a range of other social policy goals".

The economic backdrop to the cycle of conferences provides a strong contrast to its inherent humanism and optimism. The 80s and 90s were a period of crisis for many emerging economies especially in Latin America not only in economic and financial terms but especially in terms of values. The ethos of community and participation was steadily eroded by the growing spirit of individualism. As Judt (2010, p.1-2) forcibly argues:

> For 30 years we have made a virtue out of the pursuit of material self-interest: indeed, this very pursuit now constitutes whatever remains of our sense of collective purpose. (…) The materialistic and selfish quality of contemporary life is not inherent in the human condition. Much of what appears 'natural' today dates from the 1980s: the obsession with wealth creation, the cult of privatization and the private sector, the growing disparities between rich and poor. And above all, the rhetoric which accompanies these: uncritical admiration for unfettered markets, disdain for the public sector, the delusion of endless growth.

His position is shared by Hessel and Morin (2012, p. 23-24) who argue that "the notion of well-being has dwindled in contemporary civilization to the strictly material sense that implies comfort, wealth and ownership. These have nothing to do with what really constitutes well-being: furthering personal growth and fulfilment, relationships of friendship and love, and a sense of community." Harvey (apud Finnegan, 2008) adds that "A fusion of ideology and technology shaped a new era marked above all by its flexibility and the compression of space and time allowing the expansion of the market into hitherto non-commodified areas of social life."

The Synthesis Report of the Global Public Consultation – part of the Global Thematic Consultation on the Post-2015 Development Agenda – entitled Addressing Inequalities (2013, p. 22), is categorical in affirming that there can be little doubt that the set of policy

prescriptions know as the Washington Consensus has favoured a strongly market-based approach, but has at the same time undermined some of the key functions of the State and overlooked the human cost of this strategy, particularly for people living in poverty. The elimination of subsidies on basic commodities, trade liberalisation, privatisation of State enterprises and deregulation has, in particular, resulted in down-side costs to the populations of developing countries. According to Finnegan (2008),

> Marketisation policies have, amongst other things, resulted in a series of binding multilateral agreements and complex trading rules that commit States to the commodification of social goods of all sorts including healthcare, natural resources and education. The World Trade Organisation's (WTO) Global Agreement on the Trade in Services (GATS) is of particular importance to this process and sets down the rules for a global trade in services including, since 2000, educational services.

It is our contention then that CONFINTEA V sets out a positive, diversified and rich agenda for adult and lifelong education to the backdrop of a socio-economic climate which exalted opposing values giving emphasis to greater individualism and the power of the market as the arbiter in human affairs and contributing to ever growing inequalities between Nation States and within countries. According to Harvey (apud Finnegan, 2008), "One of the most marked characteristics of the neo-liberal era is that it has transformed the way resources and wealth are distributed worldwide and has deepened and intensified social inequality." At the same time, Hamburg greatly amplified the breadth and depth of what was understood as adult education:

> It is a powerful concept for fostering ecologically sustainable development, for promoting democracy, justice, gender equity, and scientific, social and economic development, and for building a world in which violent conflict is replaced by dialogue and a culture of peace based on justice. Adult learning can shape identity and give meaning to life (UNESCO, 1997, p.1).

In so doing it gave greater meaning to the concepts of adult lifelong learning and education but made the establishment of indicators to monitor the outcomes of such processes problematic. The notable absence of mechanisms for monitoring and assessing the implementation of the agenda established in Hamburg and the reversals in foreign policy in which development and cooperation were replaced by security and preventive intervention following the 9/11 attack in New York, diluted and dispersed the power of those demands. The optimism and huge expectations generated by the Hamburg Conference were undermined by its own lack of pragmatism and an increasingly hostile international context. Only six years after CONFINTEA V at the Midterm Review held in Bangkok (2003), the final document noted "a disturbing regression in this field" (UNESCO/MEC, 2004, p. 205) and

concluded that despite the commitments made in 1997, adult education and learning had not "received the attention which it deserves in major education reforms and in recent international drives to eliminate poverty, achieve gender justice, provide education for all and foster sustainable development." Gross National Product continued to be the predominant metric employed for 'measuring' progress in development.

Other international agendas also tended to limit the broad focus on diversity, sustainability and lifelong learning propounded in Hamburg despite taking education for all as their rallying call. In the case of the Jomtien World Declaration and the Dakar Framework for Action, both reaffirm the non-discriminatory right of all to education independent of age. However, the renewed agreement on EFA in Dakar and the launching of the MDGs were referenced by reduced and, in the latter case, exclusive concepts of lifelong learning and education. The MDGs made no direct reference to adult education although it was implied that it would be impossible to achieve the proposed goals without new investments in adult education with a special emphasis on literacy – a strictly instrumental vision of the role of education in the struggle against poverty. According to Torres (2006, p. 8), "in this framework, education appears as an instrument for alleviating poverty rather than as a civil right and a motor of development."

Additionally, we should not lose from view the subjacent roles attributed to the two strategies – EFA and MDGs. The countries of the south and other developing countries were understood to suffer from deficits which countries from the north and other industrialized nations were called upon to remedy by means of international cooperation in the form of 'aid'[7]. In this way, a conceptual duality was created whereby in the south the public of adult education was increasingly made up of young people and adults and strongly associated with strategies, programmes and policies of basic education and literacy within a narrow scholastic, compensatory and reparatory approach whilst in the north, although there existed a broader conceptual base oriented towards lifelong learning, there was a primordial concern with the relation between professional training and economic growth: investment in human resources in order to guarantee the growing competitiveness of the European economy. Lee and Friedrich (2007) suggest that neoliberalism "views the focus of education as the individual, who can be improved into an asset for participation in the market ruled by capital."

The conjunction of the implementation of the educational goals set out in the Dakar Framework for Action agreed at the World Education Forum (2000) and in the MDGs with the global economic context in which neoliberal policies predominate and in which the outcomes of strategies are measured more by their short-term results and their economic impact than by their long-term contribution to a renewed comprehension of development, both reduces the focus on development and education as rights and instils a distinctly instrumental perspective to the agenda. At the end of the day, the traditional GNP and

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7 During the International Seminar on the financing of adult education for development, organized by the DVV International, in Bonn (Germany) in June 2009, Paul Bélanger argued that the term 'aid' should be replaced by 'international responsibility' – the transferal of resources to cover historical injustices committed by developed countries in the past.

GDP tend to carry more weight in deciding what development is considered as embracing than any other alternative metrics which attempt to introduce, in Osorio's (2013) terms, the comprehension of "the integral nature of human well-being and its corresponding support in our concern with the environment, in food security, in global governance concerning public goods like water and the climate and the social distribution of knowledge by means of education systems which correspond to the right to education during our life time."

The intricate and intimately linked series of crises in areas such as water, fuel, food security and climate change which dominated the international scene from 2008 onwards further contributed to the negative context for debate on the development and education agendas. The so-called water crisis resulted from "the widespread scarcity, gradual destruction and aggravated pollution of water resources in many world regions, along with the progressive encroachment of incompatible activities (...)" which have been aggravated by global climate change and atmospheric pollution (UN University, 2013). The world food crisis (2008) which cannot be dissociated from the water crisis saw a dramatic increase in world basic food prices affecting principally the poorest and most vulnerable countries and the poorest and most vulnerable sectors of the population within counties. The food crisis was further affected by a series of price rises in energy resources since the initial crises in the 1970s causing political and economic instability in poor and developed nations. Although the question of climate change remains polemic there is incontestable evidence of the interplay between the other crises which both contribute to and are aggravated by climate change which is caused both by external natural factors and by anthropogenic factors such as increased emissions of greenhouse gases. Such crises were further exacerbated by the prolonged global financial crisis which was triggered off by a complex interplay of policies surrounding house ownership in the North American market[8]. The combined result of the multiple crises was to create a climate indifferent if not hostile to the demands of the broader development and education agendas. For poorer countries the cost of the crises was translated into less disposable income to invest in education and for the richer nations a weaker commitment to contribute to overseas development through 'foreign aid'.

The Belem Framework and international development and education goals

CONFINTEA VI was held at the height of the crises. As previously mentioned, the Midterm Evaluation Meeting in Bangkok delivered a pessimistic message with regard to the implementation of the Hamburg Agenda. Given the adverse economic climate little had been achieved. Whilst economic factors clearly exercise a strong influence, we cannot omit a certain lack of political will amongst some Member States no doubt motivated by the progressive nature of the Hamburg Declaration and by the lack of any mechanisms by

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8 For an excellent analysis of the world financial crisis starting with the American subprime mortgage market, see Michael Lewis' book *Boomerang:* Travels in the New Third World. New York, W.W.Norton & Company, 2011.

which to register results. The GRALE (2009, p. 118) notes that "the evidence collected presents a rather depressing picture of a sector that has not yet managed to convince governments of either the benefits it can deliver or the costs of failure to invest." Whilst the GMRs and the MDG Reports carry no legally binding obligations, their moral comparative power cannot be denied. The impact of the crises should not be underestimated but when attempting to evaluate motives for the non-accomplishment of both CONFINTEA and EFA and MDG goals little reference is made to the social irrelevance of much of the contents of the courses and programmes offered for the lives of those taking part.

The Global Report on Adult Learning and Education (GRALE), launched during the Conference in Belem, attempts to draw up a balance sheet of adult education worldwide using primary data from the national reports and secondary data from other reports and sources. On the one hand, it points to the traditional and manifest diversity of activities developed in the field of adult education. It does however identify a growing polarization between visions and practices of adult education in industrialized countries and in the southern countries and emerging economies. In the former, an instrumental interpretation of adult education predominates in which emphasis is given to professional training and qualification with a view to ensuring economic competitiveness. As Finnegan (2008) points out,

> (…) many policy recommendations linked with lifelong learning have emerged within a specific matrix of priorities shaped by the market State and a neo-liberal EU (Borg & Mayo, 2005; Magalhaes & Storr, 2003; Tett, 2002) in which "education [is viewed] as a key strategy towards the achievement of economic policies" (Alexiadou, 2005, p. 102) and in which lifelong learning is conceptualised largely in terms of maintaining a flexible and competitive economy in the modern 'knowledge society.'

In the southern countries and emerging economies, activities tend to centre on second-chance and compensatory schooling with an emphasis on literacy acquisition. Hamburg's vision of lifelong learning is frequently present in educational discourse but largely absent in practice although in industrialized countries it achieves a more tangible presence. At the same time, the report recognizes that low levels of participation and unequal access to learning opportunities constitute key challenges for adult education today. It concludes that while "there have been improvements (…) these have been patchy and piecemeal. Many governments have yet to formulate a clear and shared definition of what constitutes adult education and how it should be measured."

In subscribing to the goals established by Dakar, the Millennium Development Initiative, the UN Literacy Decade and others, the Belem Framework for Action which embodied the consensus possible at CONFINTEA VI, tended to reinforce the negative interpretation of the role of adult education for the international education and development agendas. Although Elfert (2013) contends that UNESCO and UIL continue to represent the humanist

"first generation of lifelong learning" in opposition to the competing economistic and utilitarian approach to education put forward by other international organizations notably the OECD, the UE and World Bank, it would appear that in practice the neoliberal approach has maintained the upper hand. As a result, the adult education agenda has become reactive and defensive rather than proactive and progressive as discussions advance concerning the international development and education agendas post-2015. Finnegan (2008) suggests that:

> The apparent lack of alternatives serves to stifle dissent and narrows the social imagination and undermines non market forms of public participation (Giroux, 2004; O'Halloran, 2004). This reductive version of citizenship is a key part of 'learning to be neo-liberal' – a process in which society learns to accept inequality; conceptions of the public good are replaced by a narrowly defined notion of private interest; and any social dialogue on the question of possible alternatives is completely rejected.

It is our argument that CONFINTEAs V and VI present two core messages: a vision of lifelong learning for all as the basic tenet for the organization of educational policy and the concept of development as a human right firmly anchored in human beings and not reduced to a commodity determined by the all powerful market. A third core message has been incorporated into the international agenda with the decision by the Rio + 20 Conference (2012) to establish a set of Sustainable Development Goals (SDGs) which would build on the Millennium Development Goals (MDGs) to converge with the post-2015 development agenda. Whilst the concept of sustainable development is not recent[9] nor the recognition of the central role of education in contributing to the creation of sustainable communities and environments, the proposal to attempt to establish universal goals is.

Nevertheless, these three core messages continue to constitute a liberal Western understanding of development and lifelong learning and the relation between the two. Lee and Friedrich (2011) argue that international stakeholders should recognize that the ideological field informing lifelong learning policy should not be reduced to the solely European derivative and that in order to enlarge or democratize "the world's educational terrain, the future of international lifelong learning must exceed European liberalism [and] (…) Western paternalism." Alternative educational and development paradigms do exist which could contribute to the complex and at times rather incestuous web of discussion on the world we want. In the final section of this chapter, we shall outline two of these paradigms as examples of possible but not exclusive different world visions.

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9 It was first formalized by the Brundtland Report "Our Common Heritage" in 1987. A World Conference on Sustainable Development was organized by the UN in Johannesburg (South Africa) in 2002 and the UN also established the International Decade of Education for Sustainable Development (2005-2014).

Concept of 'buen vivir' (good living)

The concept of 'buen vivir' or 'good living' should not be reduced or confused with the Western notion of well-being. It is, according to Acosta (apud Gudynas, 2011), a "category in permanent construction and reproduction" which was incorporated into the respective Constitutions of Ecuador (2008) as 'Sumak Kawsay' and Bolivia (2009) as 'Suma Qamaña' as an alternative to the current conventional Western concepts of development and economic growth. Nevertheless, the concept of 'good living' cannot be restricted to Sumak Kawsay in Ecuadorian Quechua or to Suma Qamaña in Bolivian Aymara since similar ideas have appeared in other ethnic groups such as the Ecuadorian Ashuar, the Mapuchas in the south of Chile and to non-indigenous peoples in the north Amazon region of Bolivia. However, it is in Ecuador and Bolivia that the concept 'buen vivir' is most widely employed and elaborated. It implies, in the words of the President of the Central American Indigenous Council, Donald Rojas (apud Ibañez, 2011), an "indissoluble and interdependent relationship between the universe, nature and humanity" in which the accent on quality of life should not be reduced to consumption or property ownership.

For Arturo Escobar (apud Gudynas, 2011) the concept of 'good living' represents not an alternative development but an alternative to development founded on the cosmology of the local indigenous people. For Dávalos (2008) it is a concept of life stripped of those parameters dearest to modernity and economic growth: "individualism, the search for profit, the cost-benefit relation as a social axiom, the utilization of nature, the strategic relationship between human beings, the total mercantilization of all spheres of human life, the violence inherent in the selfishness of the consumer, etc." On the contrary, 'buen vivir' expresses a different relationship between human beings and their social and natural environment. It incorporates a human, ethical and holistic dimension into the relation of human beings with both their own history and nature. Dávalos (2008) adds that "whilst current economic theory ascribes to the Cartesian paradigm of man as 'the lord and master of nature', and understands nature as an externality to human history (…), 'Sumak Kawsay' incorporates nature into history (…) not as a productive factor nor as a productive force but as an inherent part of the social being."

'Buen vivir' sees the notion of development through different lenses. At the centre of its preoccupation is the substantive proof of the serious environmental damage which capitalist development is producing in the planet of which global warming is just one of the most widely recognized consequences. According to Dávalos (2008) "the idea that the market will on its own solve all the social problems is a kind of epiphany of neoliberal thinking" which has to be rejected and replaced by alternative forms of social relationships. In order to understand better the principal dimensions of 'buen vivir' we point to five different constituent elements.

On the one had, 'good living' is profoundly critical of contemporary development with its emphasis on economic aspects and the market and its obsession with consumption or the myth of continuous progress. In second place it questions the relation between well-

being and material possessions and economic income. 'Buen vivir' does not reduce quality of life to consumption or ownership nor is its solution to be found in the market place. It reconceptualises the notion of quality of life. Thirdly, it criticizes and rejects the anthropocentric vision of current development which distributes value according to its utility for humans. Despite its different formulations, good living converts the environment into a subject with rights and not into an object to be exploited and utilized exclusively for human ends. The Ecuadorian Constitution, for example, guarantees equal rights to nature and humans. The very use of the terms 'Sumak Kawsay' in Quechua and 'Suma Qamaña' in Aymara express the decolonizing potential of the concept of 'buen vivir'. Fourthly, 'buen vivir' cannot be reduced to a purely materialistic posture. In this sense well-being is not generated by income or material possessions. Social relations cannot be reduced to economic relations but should be expressed by other values akin to inherent relations between human beings and human beings and their natural environment. Finally, the way in which nature is interpreted and valued is highly specific to 'buen vivir'. Its status as a subject with rights is a radical change with respect to current Western interpretations of the role of nature in developmental theory. According to Gudynas (2011), it implies "profound changes in the ideas on development which go beyond corrections or adjustments. It is not sufficient to attempt 'alternative developments' since these remain within the same rationality of understanding progress, the use of Nature and relations between humans". It implies, at the same time, a redefinition of communities in which the redefinition of the non-human community generates alternative conceptions of nature.

When confronted with the three central messages of the post-2015 international agenda, it is clear that 'buen vivir' takes a radical stance on the meaning of sustainability and development, involving profoundly different ways of interpreting the relations between the human and natural worlds. Without explicitly alluding to notions of lifelong learning, it appears implicit that the relations between humans and humans, and humans and nature will only change on the basis of processes of mutual learning. The largely anthropocentric vision of development propagated by the CONFINTEAs is one which 'buen vivir' strongly contests. Although the notion of sustainability relativizes the relation between the human and natural environments it does not envision a new understanding of nature as a subject of rights.

Gross National Happiness (GNH)

Whilst the concept of 'buen vivir' draws strongly upon the cosmological vision and cultural values of Latin American Andean indigenous peoples, the values which sustain the concept of collective happiness and well-being enshrined in the index of Gross National Happiness are firmly rooted in traditional Bhutanese society and its Buddhist ethic and moral cosmology developed and practiced over centuries. Hence at the heart of both alternative approaches to development are strong traditional cultural, religious and spiritual values in which the question of sustainability – the relation between human and natural

environments – is central and a rejection of models of development premised upon constantly increasing levels of consumption and accelerating growth with little respect for environmental or planetary limits. Both face the challenge of establishing an equilibrium between the demands of the human and natural worlds in which nature is treated not as an object or natural resource but as a subject and living being which is indispensable for the life of all species on the planet. In both cases, human well-being as expressed by 'buen vivir' or collective happiness is seen as a fundamental goal of social, religious and economic activity. In the Bhutanese case, the importance of economic activities depends on their contribution to human happiness. Finally both concepts are impregnated with a strong sense of community and collectivity in which happiness and well-being are understood as a collective initiative[10]. They would appear to encounter an unexpected ally in Robert Kennedy who in a speech in March 1968 at the University of Kansas, lamented that "Too much and for too long, we seemed to have surrendered personal excellence and community values in the mere accumulation of material things" and went on to question the capacity of Gross National Product to measure that which we most value in life: "It measures neither our wit nor our courage, neither our wisdom nor our learning, neither our compassion nor our devotion to our country, it measures everything in short, except that which makes life worthwhile."[11]

Bhutan is a small Himalayan predominantly Buddhist Kingdom surrounded to the north by China and to the south, east and west by India with a population of some 750 thousand inhabitants (2012). Its contemporary history begins with its abandonment of a policy of isolationism in 1959[12] after centuries in which Buddhism and feudalism served as cornerstones of traditional Bhutanese socio-economic identity (Priesner, 1999). The concept of "Gross National Happiness" dates back to 1972 and is attributed to Bhutan's fourth Dragon King, Jigme Singye Wangchuck, who opened Bhutan to the age of modernization soon after the death of his father, Jigme Dorji Wangchuk. He used this phrase to signal his commitment to building an economy that would serve Bhutan's unique culture based on Buddhist spiritual values. According to Priesner (1999) GNH "evolved organically from the unique historical, cultural and socio-economic framework of the pre-1959 period."

Although the concept of GNH was coined in 1972, it was only in 2005 that the Royal Government of Bhutan decided to develop GNH indicators in order to be able to make happiness a measurable and quantifiable concept. The responsibility for developing mathematical parameters was entrusted to the Center for Bhutan Studies which was established in 1999. The Centre presented its mathematical formulae for GNH in 2008. According to Ura (2009), "overall, GNH means the creation of a society or nation in which collective happiness is the goal of governance. The purpose of government is to create

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10 According to Karma Ura (2009), "we cannot be truly happy as an individual while there is suffering around us, whether we bear responsibility for some of it or not".

11 John F. Kennedy Presidential Library and Museum. Remarks at the University of Kansas, March 18, 1968.

12 For a broad discussion of earlier Bhutanese history see Priesner, 1999.

more collective happiness. (…) At the most fundamental level, collective happiness and well-being depend on two things that we nurture, value and protect: the environment and relationships." This broad understanding of GNH has led to the creation of four key strategies popularly known as the four pillars: (1) Sustainable and equitable socio-economic development, (2) Conservation of environment, (3) Preservation and promotion of culture and (4) Promotion of good governance.

In the words of one of the most eloquent advocates of GNH, former Bhutanese Prime Minister, Jigmi Thinley:

> The world needs to desperately recognize earth as a mortal organism that must be nourished and protected. It desperately needs to accept the mountains of evidence which prove that our finite natural resources are running out while nature's magic of regenerating and replenishing are fading away.

Buddhism provides the core values and the central determinant for the goal of sustainable and equitable development. In Priesner's terms "the perception of human well being (…) (is) the fundamental objective of economic activity." He goes on to add that:

> It was Bhutan's perception that development ought to be people-centred, which resulted in decisions to invest scarce resources in social facilities rather than in industrialization or the diversification of the economy to generate growth.

The theme of environmental conservation raises the fundamental question of the relationship between humans and nature. Whilst the traditional Western view is based on the Christian instrumental view "that nature exists solely for the benefit of mankind", the Buddhist concept of *sunyata* holds that no subject or object has an independent

existence; humankind and its environment are inseparably united. This evidently alters the relationship with the environment and the notion of sustainable development as uniquely in the interest of future generations is replaced by one affirming that it is in the general self-interest (Priesner, 1999). As in the case of 'buen vivir' the value of sustainability is further reinforced by Bhutan's indigenous conservation ethic.

The third pillar, the preservation and promotion of Bhutanese culture, is understood as a critical way of safeguarding the identity of the Nation State in a rapidly globalizing world and of maintaining and strengthening those human values and beliefs which are essential to sustainable development. Buddhist teaching underlines the inherent value of all sentient beings and promotes the need for tolerance, compassion and respect as fundamental to the harmonious co-existence between humankind and nature. At the same time, the importance given to the preservation of Bhutanese culture and identity provides a strong link between the individual and society and emphasizes the value of the breadth and quality of social bonds.

Article 9 of the Bhutan Constitution affirms that, "the State shall strive to promote those conditions that will enable the successful pursuit of Gross National Happiness." Hence, it is the purpose of government to create more collective happiness based on the principle that happiness and well-being are public goods which are subjectively felt. From this we can deduce that the fundamental orienting principles of governance are well-being and happiness which are only possible when the goals of the other three pillars are achieved. Thus, the State is responsible for creating the necessary conditions that enable citizens to lead the good life. Gross National Happiness as the official development paradigm of Bhutan requires that collective happiness be addressed directly through public policies in which happiness becomes an explicit criterion in development projects and programmes.

Latterly the four pillars have been further classified into nine domains in order to create widespread understanding of GNH and to reflect the holistic range of GNH values. These domains are: psychological wellbeing, health, education, time use, cultural diversity and resilience, good governance, community vitality, ecological diversity and resilience, and living standards. Each domain represents a component of well-being, and the term 'well-being' is employed to refer to fulfilling conditions of a 'good life'. While conventional development models stress economic growth as the ultimate objective, according to the Bhutan Permanent Mission to the UN, GNH stresses that true development of human society takes place when material and spiritual development occur side by side to complement and reinforce each other[13].

Like its Latin American counterpart, GNH understands sustainability as founded upon a horizontal and non-exploitative relationship between humankind and the environment. There can be no development when the natural environment is disrespected and exploited for economic gain. Nature is part of a living world which includes human and natural environments. Thus whilst GNH as the official development paradigm is human-centred, it is human centred only in as much as collective happiness depends on an equilibrium between human and natural demands. At the same time, this relation between human and natural worlds is a pedagogical one in which humankind has to learn to live with and respect nature. In describing the domain of education as part of the detailed understanding of GNH, the Centre for Bhutan Studies declares "It is not education, but education of a certain kind, that will serve us. And the current model of Western, urban-centred, school-based education, which is so often more focused on turning children into efficient corporate units rather than curious and open-minded adults, will only lead us further down the wrong path." In the last analysis the ultimate goal of learning and education is happiness as a life-long, life-wide collective enterprise.

13 Introduction to GNH – Permanent Mission of the Kingdom of Bhutan to the United Nations in New York. Accessed on 08/01/2014. http://www.un.int/wcm/content/site/bhutan/pid/8032

Concluding considerations

The Belem Framework of Action was to a considerable extent an explicit recognition that the ambitious agenda set out in the Hamburg Declaration was still largely work in progress and that the elaboration of new agendas made little sense whilst the EFA and MDG agendas with their respective goals remained incomplete and unreached by an expressive number of countries. Despite the centrality of sustainability in the post-2015 debate, the future model or paradigm of development continues in dispute as does the role of lifelong learning in this process. Lifelong learning continues to maintain an important place in educational discourse and a far less evident presence in educational policy and practice.

Despite the international dimension of the post-2015 debate, the content of the debate reflects predominantly a European liberalism and 'Western Paternalism' in which the tension between a more progressive liberalism and a classical neoliberalism is evident. Alternative paradigms of development with their own specific interpretations of sustainability and of the relations between human and natural environments have found little space. In this chapter we have highlighted two examples of convergent world visions from Latin America and Asia – 'buen vivir' and 'Gross National Happiness' as illustrative of other different and competing paradigms of development (Finnegan, 2008; Lee and Friedrich, 2011; Hessel and Morin, 2012; Elfert, 2013, Osório, 2013). These contending paradigms of development with their divergent interpretations of what constitutes development in a planetary context in which ample evidence points to the suicidal limits of the current paradigm and the evident limitations of extant metrics of Western progress and at the same time which enunciate alternative experimental metric models such as GNH, suggest that the current consultative process has failed to establish a broad international dialogue capable of giving voice to counter hegemonic world views.

This would suggest that the post-2015 agenda is not so much a debate as to whether market oriented paradigms of human progress are superior to traditional liberal paradigms but a battle field in which two essentially conflicting ideologies are confronted: neoliberalism and those which include human well-being and happiness in harmony with environmental and planetary co-existence as a fundamental goal of the development process. This would confirm but redimension and give new meaning to the three fundamental elements of the debate: sustainability, lifelong learning and human-centred development for all. They would re-establish adult learning as a "joy, a tool, a right and a shared responsibility." To this end, UNESCO's role as a counterpoint to the market influence of the World Bank, IMF, the European Union and OECD is essential. The confrontation is not so much over the future architecture of development and education as over the basic values of human life in community.

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Annexes

Annex 1.
Universal Declaration of Human Rights

PREAMBLE

Whereas recognition of the inherent dignity and of the equal and inalienable rights of all members of the human family is the foundation of freedom, justice and peace in the world,

Whereas disregard and contempt for human rights have resulted in barbarous acts which have outraged the conscience of mankind, and the advent of a world in which human beings shall enjoy freedom of speech and belief and freedom from fear and want has been proclaimed as the highest aspiration of the common people,

Whereas it is essential, if man is not to be compelled to have recourse, as a last resort, to rebellion against tyranny and oppression, that human rights should be protected by the rule of law,

Whereas it is essential to promote the development of friendly relations between nations,

Whereas the peoples of the United Nations have in the Charter reaffirmed their faith in fundamental human rights, in the dignity and worth of the human person and in the equal rights of men and women and have determined to promote social progress and better standards of life in larger freedom,

Whereas Member States have pledged themselves to achieve, in co-operation with the United Nations, the promotion of universal respect for and observance of human rights and fundamental freedoms,

Whereas a common understanding of these rights and freedoms is of the greatest importance for the full realization of this pledge,

Now, therefore THE GENERAL ASSEMBLY proclaims THIS UNIVERSAL DECLARATION OF HUMAN RIGHTS as a common standard of achievement for all peoples and all nations, to the end that every individual and every organ of society, keeping this Declaration constantly in mind, shall strive by teaching and education to promote respect for these rights and freedoms and by progressive measures, national and international, to secure their universal and effective recognition and observance, both among the peoples of Member States themselves and among the peoples of territories under their jurisdiction.

On December 10, 1948 the General Assembly of the United Nations adopted and proclaimed the Universal Declaration of Human Rights the full text of which appears in the following pages. Following this historic act the Assembly called upon all Member countries to publicize the text of the Declaration and "to cause it to be disseminated, displayed, read and expounded principally in schools and other educational institutions, without distinction based on the political status of countries or territories."

Article 1.

• All human beings are born free and equal in dignity and rights. They are endowed with reason and conscience and should act towards one another in a spirit of brotherhood.

Article 2.

• Everyone is entitled to all the rights and freedoms set forth in this Declaration, without distinction of any kind, such as race, colour, sex, language, religion, political or other opinion, national or social origin, property, birth or other status. Furthermore, no distinction shall be made on the basis of the political, jurisdictional or international status of the country or territory to which a person belongs, whether it be independent, trust, non-self-governing or under any other limitation of sovereignty.

Article 3.

• Everyone has the right to life, liberty and security of person.

Article 4.

• No one shall be held in slavery or servitude; slavery and the slave trade shall be prohibited in all their forms.

Article 5.

• No one shall be subjected to torture or to cruel, inhuman or degrading treatment or punishment.

Article 6.

• Everyone has the right to recognition everywhere as a person before the law.

Article 7.

• All are equal before the law and are entitled without any discrimination to equal protection of the law. All are entitled to equal protection against any discrimination in violation of this Declaration and against any incitement to such discrimination.

Article 8.

• Everyone has the right to an effective remedy by the competent national tribunals for acts violating the fundamental rights granted him by the constitution or by law.

Article 9.

• No one shall be subjected to arbitrary arrest, detention or exile.

Article 10.

• Everyone is entitled in full equality to a fair and public hearing by an independent and impartial tribunal, in the determination of his rights and obligations and of any criminal charge against him.

Article 11.

• **1** Everyone charged with a penal offence has the right to be presumed innocent until proved guilty according to law in a public trial at which he has had all the guarantees necessary for his defence.

- **2** No one shall be held guilty of any penal offence on account of any act or omission which did not constitute a penal offence, under national or international law, at the time when it was committed. Nor shall a heavier penalty be imposed than the one that was applicable at the time the penal offence was committed.

Article 12.

- No one shall be subjected to arbitrary interference with his privacy, family, home or correspondence, nor to attacks upon his honour and reputation. Everyone has the right to the protection of the law against such interference or attacks.

Article 13.

- **1** Everyone has the right to freedom of movement and residence within the borders of each State.

- **2** Everyone has the right to leave any country, including his own, and to return to his country.

Article 14.

- **1** Everyone has the right to seek and to enjoy in other countries asylum from persecution.

- **2** This right may not be invoked in the case of prosecutions genuinely arising from non-political crimes or from acts contrary to the purposes and principles of the United Nations.

Article 15.

- **1** Everyone has the right to a nationality.

- **2** No one shall be arbitrarily deprived of his nationality nor denied the right to change his nationality.

Article 16.

- **1** Men and women of full age, without any limitation due to race, nationality or religion, have the right to marry and to found a family. They are entitled to equal rights as to marriage, during marriage and at its dissolution.

- **2** Marriage shall be entered into only with the free and full consent of the intending spouses.

- **3** The family is the natural and fundamental group unit of society and is entitled to protection by society and the State.

Article 17.

- **1** Everyone has the right to own property alone as well as in association with others.

- **2** No one shall be arbitrarily deprived of his property.

Article 18.

- Everyone has the right to freedom of thought, conscience and religion; this right includes freedom to change his religion or belief, and freedom, either alone or in community with others and in public or private, to manifest his religion or belief in teaching, practice, worship and observance.

Article 19.

• Everyone has the right to freedom of opinion and expression; this right includes freedom to hold opinions without interference and to seek, receive and impart information and ideas through any media and regardless of frontiers.

Article 20.

• **1** Everyone has the right to freedom of peaceful assembly and association.

• **2** No one may be compelled to belong to an association.

Article 21.

• **1** Everyone has the right to take part in the government of his country, directly or through freely chosen representatives.

• **2** Everyone has the right of equal access to public service in his country.

• **3** The will of the people shall be the basis of the authority of government; this will shall be expressed in periodic and genuine elections which shall be by universal and equal suffrage and shall be held by secret vote or by equivalent free voting procedures.

Article 22.

• Everyone, as a member of society, has the right to social security and is entitled to realization, through national effort and international co-operation and in accordance with the organization and resources of each State, of the economic, social and cultural rights indispensable for his dignity and the free development of his personality.

Article 23.

• **1** Everyone has the right to work, to free choice of employment, to just and favourable conditions of work and to protection against unemployment.

• **2** Everyone, without any discrimination, has the right to equal pay for equal work.

• **3** Everyone who works has the right to just and favourable remuneration ensuring for himself and his family an existence worthy of human dignity, and supplemented, if necessary, by other means of social protection.

• **4** Everyone has the right to form and to join trade unions for the protection of his interests.

Article 24.

• Everyone has the right to rest and leisure, including reasonable limitation of working hours and periodic holidays with pay.

Article 25.

• **1** Everyone has the right to a standard of living adequate for the health and well-being of himself and of his family, including food, clothing, housing and medical care and necessary social services, and the right to security in the event of unemployment, sickness, disability, widowhood, old age or other lack of livelihood in circumstances beyond his control.

2 Motherhood and childhood are entitled to special care and assistance. All children, whether born in or out of wedlock, shall enjoy the same social protection.

Article 26.

1 Everyone has the right to education. Education shall be free, at least in the elementary and fundamental stages. Elementary education shall be compulsory. Technical and professional education shall be made generally available and higher education shall be equally accessible to all on the basis of merit.

2 Education shall be directed to the full development of the human personality and to the strengthening of respect for human rights and fundamental freedoms. It shall promote understanding, tolerance and friendship among all nations, racial or religious groups, and shall further the activities of the United Nations for the maintenance of peace.

3 Parents have a prior right to choose the kind of education that shall be given to their children.

Article 27.

1 Everyone has the right freely to participate in the cultural life of the community, to enjoy the arts and to share in scientific advancement and its benefits.

2 Everyone has the right to the protection of the moral and material interests resulting from any scientific, literary or artistic production of which he is the author.

Article 28.

• Everyone is entitled to a social and international order in which the rights and freedoms set forth in this Declaration can be fully realized.

Article 29.

1 Everyone has duties to the community in which alone the free and full development of his personality is possible.

2 In the exercise of his rights and freedoms, everyone shall be subject only to such limitations as are determined by law solely for the purpose of securing due recognition and respect for the rights and freedoms of others and of meeting the just requirements of morality, public order and the general welfare in a democratic society.

3 These rights and freedoms may in no case be exercised contrary to the purposes and principles of the United Nations.

Article 30.

• Nothing in this Declaration may be interpreted as implying for any State, group or person any right to engage in any activity or to perform any act aimed at the destruction of any of the rights and freedoms set forth herein.

Source: http://www.un.org/en/documents/udhr/index.shtml

April 17th, 2011

Annex 2.

First International Conference on Adult Education (1949)

Elsinore, Denmark 19-25 June 1949

Summary Report of the International Conference on Adult Education

Introduction

The Adult Education Conference brought together, at the International People's College of Elsinore 106 delegates representing 27 countries and 21 international organisations. No event of similar size and scope had previously occurred in the field of adult education. The Conference also marked an important step in UNESCO's programme. As the Director-General, M. Torres Bodet, remarked at Copenhagen at a meeting with the Danish press:

> Of all the special conferences so far convened by the Organization which I have the honour to direct, this appears to be the most important. In bringing it together UNESCO realizes one of the deepest hopes of the men who signed the Constitutive Act in London in 1945.

Background

The Second Session of UNESCO's General Conference held in Mexico City in 1947 and the Third Session in Beirut in 1948 decided to call this Conference. Invitations were sent to all States, whether they were members of UNESCO or not. The list on page 36 records the delegates who participated in the Conference. As will be seen, the attendance represented fairly – with one exception – the present state of adult education. The emphasis was on Western Europe and North America, but delegates came from all parts of the world and ensured that attention was given to problems peculiar to regions where institutions or methods of adult education may be less developed.

Organization of work

The Conference was conceived as a working conference. A committee of experts met in November 1948 to assist in drawing up the agenda and method of work. Following this plan the first two days were devoted to plenary sessions for a discussion of the aims of adult education. Thereupon the Conference divided into four Commissions, each studying one of these four themes: content; institutions and problems of organization; methods and techniques; means of establishing permanent international collaboration.

Review

The purpose of this chapter is to give a brief review of the questions faced by the Conference and the results obtained from discussion.

Several plenary sessions were devoted to a joint study of the aims of adult education. The speakers were unanimous in stressing the impossibility – in present circumstances – of arriving at an exact definition of adult education which might apply to all countries and to all types of experiment. At most one can simply emphasise the tasks it has to accomplish:

- to aid and foster movements which aim at creating a common culture to end the opposition between the so-called masses and the so-called *élite*;
- to stimulate a genuine spirit of democracy and a genuine spirit of tolerance;
- to give to youth the hope and confidence in life that have been shaken by the present world disorganization;
- to restore the sense of community to people who live in an age of specialisation and isolation;
- to cultivate an enlightened sense of belonging to a world community.

All delegates insisted that every programme should take account of the needs and aspirations characteristic of each group, of each local or national community. This implies that adult education must be conceived as much more than the parcelling out of ready-made knowledge; rather, by drawing on the support – and the equally important contribution – of each individual and each group, it should lay the foundation of a more complete and humane civilization.

To some extent the work of the first Commission was a continuation of the previous discussion of aims. It attempted to define the field appropriate to adult education and to indicate its most important task at this particular moment of history.

As in the plenary meetings, the Commission decided not to frame a definition. Instead it placed at the head of its discussions a declaration of principle – that adult education has the task of satisfying the needs and aspirations of adults in all their diversity. This declaration may seem trite, but its practical implications revealed a dynamic, functional approach to education as against the traditional intellectual one. One does not start from a pre-fabricated programme or a division of knowledge into the separate subjects set up by traditional schooling; one starts from concrete situations, from real problems which the people concerned have somehow to solve. Adult education is functional also because it is basically free. Nothing can oblige an adult to follow an evening course if he is not drawn to it by a powerful impulse – intellectual, social or artistic.

The Commission stressed the need for taking the various centres of adult interest into account when a programme is built up. The practical results of such a point of view are many: special methods of teaching and of leadership training; programmes that are very flexible and varied, institutions specialised according to the environment and the country.

Further discussion brought out more clearly unity of inspiration for adult education the world over, *despite* the variety of the forms encountered. Every delegate realized how difficult it was to evaluate a movement or an experiment outside its social, psychological and cultural context. Some ill-founded complexes of superiority or inferiority were dissipated with the awareness that no universal formula holds good for all groups and all countries. The Commission also emphasised that 'fundamental education' countries and 'adult education' countries cannot be distinguished; these two aspects of popular education are present in every country in varying degrees and forms.

A final point: the Commission was agreed on the importance of ensuring a general intellectual training as well as a social and artistic one.

Two opposing tendencies appeared in the second Commission: one was in favour of a simple exchange of information, the other aimed at a study of the controversial issues in the role of the State, of non-governmental organizations, of universities and libraries. After some hesitation, the second view was accepted, and the results of the discussion may be summed up thus: all delegates recognised the fundamental importance of private initiative in adult education. Only the free voluntary movements can adequately represent the diversity of interests mentioned by the first Commission; and by their very nature they can most easily resist propaganda. However, the State is called to play a role no less necessary. One cannot deny the State's responsibility for adult education; on the contrary, public opinion should be so informed that the State will act in this field in a non-partisan way.

In dealing with the role of universities, a large number of delegates tended to regard them solely as places of higher learning reserved for a minority of students and research workers. This view was considerably modified in the light of English, American and Canadian contributions, where the university plays an important part in the education of the general public. It seemed possible and desirable to bring about a close link between the cultural interests of the people and the scientific research of the university. Both profit from their relationship: by contact with the live problems of the community the university gains both in its teaching and in its general orientation; and adult education can draw on the specialised skill of the university.

The task of the third Commission was to study and evaluate the methods and techniques of adult education. It was generally agreed that the use of a technique must not be treated as something separate from its educational context. A technique has no value *per se*; it is a means to an end, and hence again the point is raised that all specialists in adult education should have a functional approach to their work. The social training of adult educators must be developed just as much as the technical.

The Commission proceeded by exchanging information about experiments in the various countries. The functional principle usefully provided a common factor for these discussions; thus, the traditional teaching methods – such as courses and lectures – were examined to see how far they corresponded to the needs and demands of adults. Their value was

acknowledged but with the provisos that they should not be the mainstay of the teaching (as is very often the case), that they should be placed in a wider programme and should incorporate audio-visual aids.

The concern for a living culture which satisfies all the needs of the individual and the group led the Commission to emphasise methods and techniques where there is not so much teaching – a teacher-pupil relationship – as a common seeking for truth; in the discussion group, the study-circle of Anglo-Saxon and Scandinavian pattern and the mental training session (*séance d'entraînement mental*) of Latin form, the real initiative rests with the group. The teacher of old acquires the role – apparently more humble, but more valuable in fact – of an adviser and guide.

The delegates then considered how the collective instruments of culture, the libraries and museums, were being made more accessible and living. The role of mobile libraries and exhibits seemed particularly important. Many accounts were also given of recent developments such as spectator co-operatives, cine-clubs, and radio listening groups, which have a double interest: they show the educational and cultural use of the modern means of mass communication and also suggest how these means may be applied to forming public groups.

Delegates contributed information on the training of staff for adult education. Finally the Commission examined the methods which might be used to improve international understanding. While this was the theme of the fourth Commission, it had a distinct bearing on the subject under review: an international and humane spirit must infuse the methods and techniques of adult education at all times.

Discussion was severely limited by lack of time, and many delegates felt that methods and techniques should be studied more fully at a seminar which UNESCO should be requested to organise.

The fourth Commission dealt with the means of building permanent international collaboration between adult educators. It started by defining the implications of international understanding:

• adult education must aim at developing a spirit of tolerance;

• it should try to reconcile differences – such as those between Eastern and Western Europe – by an objective approach to world problems;

• it must strive for understanding between peoples, and not simply between governments;

• a necessary condition of peace is the improvement of living condition in under-developed countries, and adult education must contribute to this;

• finally, special attention should be given to countries such as Germany which have been isolated from the main trend of world ideas.

Having agreed on these basic principles, the Commission worked out a concrete programme for permanent contacts and exchanges between adult educators.

The programme is embodied in a series of recommendations of which the most important are: to send missions from countries where adult education is more highly developed to those less advanced; to organise visits, international summer schools, study tours; to arrange international seminars on vital and urgent problems; to speed up exchange of information.

National initiative and participation in such a programme was recognised. The question then arose: what international organisation would be the best vehicle for co-ordination? The Commission – and later the full Conference – agreed that the time was not yet ripe for an international association and that UNESCO was best fitted at present to serve as the indispensable link between organizations and leaders in the field of adult education. Many of the Commission's proposals, therefore, have a direct bearing on UNESCO's programme. The full report of the Conference follows in the next chapter and a brief third chapter has been added to relate the fourth Commission's recommendations to work now in progress in UNESCO.

The Official Report

Introductory paper prepared for the Conference

It is true to say that the life of each of us, in all its aspects and stages, is a continual apprenticeship. We begin by acquiring the customs and techniques appropriate to our environment, and advance to the intellectual, spiritual and moral enrichment brought about by exchange with others and the exercise of family and social responsibilities. The term education is not generally applied to this total process; we limit it to the stage where programmes and methods are directed towards the complete unfolding of the human personality.

Adult education, as a specialised and deliberately organised activity, emerged only when civilisation took shape and brought with it ideas of democratic and social progress. It is symptomatic that, wherever progress is observed in the material or moral structure of society in the world today, experiments in adult education are also being organised.

To define the work along these lines does not mean any narrowing of its scope. On the contrary, the whole aim of adult education is to meet the cultural needs of adults in all their range and diversity. Hence the content, programmes and methods will vary tremendously according to the particular needs of individuals, of social and national groups, and according to the urgency of the problems to be solved. In one country the main question may be the training of industrial and labour personnel; in another it may be to teach a more or less illiterate population to read and write. The campaign against illiteracy is theoretically a part of adult education in the same way as introduction to the arts or economic and social training are. But the teaching of literacy has so wide a scope and raises such specialised problems that UNESCO prefers to treat it as part of the fundamental

education field, closely related to but distinguishable from adult education. This problem, then, will not be studied; similarly, traditional school teaching and formal training in technical skills are omitted.

The programme of this Conference was drawn up in terms of the definition of adult education given above.

Five series of problems were set for study:

• Aims

• Subject-matter

• Institutions and problems of organization

• Methods and techniques

• International collaboration in the field of adult education

Commission 1: The Content of Adult Education
Report of the Commission

Introduction

While all education must be based upon the varying needs and capacities of those for whom it is intended, this is especially true of adult education. Since it is sought after (*according to*) spiritual, social, intellectual or material interests. Those interests are many and various; apart from differences due to age, sex, environment and occupation, each individual does not live alone or for himself only; he belongs to family, economic, social and national groups towards which he has certain obligations. A democratic education has to ensure a harmonious balance between the individual's rights to a personal, free and human life and his duties towards the community to which he belongs. Thus it is the task of adult education to provide individuals with the knowledge essential for the performance of their economic, social and political functions and especially to enable them, through participation in the life of their communities, to live a fuller and more harmonious life. Accordingly, the aim of adult education is not so much to provide instruction as to ensure a training: it seeks to create an atmosphere of intellectual curiosity, social freedom and tolerance and to stimulate in each person the demand and the capacity to take an active part in the development of the cultural life of his day.

Question 1: The principles

1. How is the content of adult education to be determined?

To what extent should adult education programmes be based upon the general intellectual disciplines of formal education?

To what extent should they be determined by the needs of the community?

To what extent should they be planned functionally so as to meet the needs and requirements of adults with widely varying abilities and backgrounds?

The business of adult education is to satisfy all the various needs and aspirations of the adult. It calls for a dynamic and functional view of education as compared with the traditional intellectual conception. Viewed from this aspect, it does not begin with a syllabus drawn up in advance or with a division of knowledge into separate subjects as provided by traditional teaching; it starts with concrete situations, contemporary problems for which those concerned have to find the solution.

Adult education is also functional because it is essentially free. Nothing obliges an adult to follow, say, an evening course, unless he is attracted to it by some powerful intellectual, social or artistic impulse. It is therefore exceedingly important in drawing up programmes to take account of adults' different motives.

Many practical consequences follow from such an approach: it requires a special educational technique, a particular training of teachers, flexible and varied curricula, and institutions specialised according to environment and country. Before syllabuses are arranged, it is necessary to discover the interests and aspirations of the individuals concerned by means of a careful and detailed survey.

Question 2: Vocational education

What is the responsibility of vocational education in adult education?

It is important to distinguish adult education from professional training. The latter has certain technical aspects which concern specialists in apprenticeship to some trade or occupation. The professional training of adults, however, raises a number of problems directly connected with adult education. All men and women feel a need to be qualified for their daily work. Many people grow up without having been completely trained for the pursuit of their chosen occupation; others are ill suited to their job, while others for one reason or another find themselves obliged to change their profession. An adult education, which aims at being functional, has a part to play in solving these problems, specially since the desire for better qualifications and wider knowledge is perhaps the strongest motive leading adults to seek further education.

Accordingly, adult education has responsibilities at different levels:

(a) *Vocational guidance*. This is not a specific task of adult education; however, in the general work of re-adaptation which does fall within adult education, we cannot overlook the importance of harmonizing man and his job.

(b) *Pre-vocational training*. Some people have to be brought up to the level of education needed for taking part in technical or commercial courses.

(c) *Refresher courses*. Here again appeal might have to be made to institutions where the teaching is not confined to adults. The responsibility of adult education consists in making sure that existing needs can be met.

(d) *The profession as a medium of culture*. Many people wish to study the relationship between their own task and other tasks within the same occupation, the wider relationship between professions, or more generally the universal problem of organizing material resources to satisfy human needs. This raises the whole problem of creating a humanism around and within the occupation itself.

Question 3: Social content

What place is to be given in adult education to subjects of an economic, social or political character?

How can such subjects be adapted to the actual needs of adults?

To what extent should these subjects be taught theoretically and systematically, and to what extent is it preferable to tie them to some form of group activity, such as the running of a trade union, community centre, co-operative?

The economic, social and political training of adults must begin with their everyday activities and their basic needs. It cannot be imposed by institutions in which the persons concerned lack freedom of expression and the possibility of organizing themselves in the way they would like.

The economic, political and social training of the adult starts with the understanding of his own situation, and he obviously does not limit himself to the passive study of social phenomena; he studies them with a view to improving his own material and moral existence.

From this point of view institutions in which adults organise themselves and become aware of their own responsibilities (trade unions, co-operatives, cultural associations, etc.) are of very great importance – exercise of responsibilities and theoretical teaching supplement each other. These organizations and their schools need the assistance of subject specialists who must at the same time be adult educators – that is, they must know the essential pre-occupations of those they desire to assist. This will help to fulfil the conditions for a joint study of all aspects of the problems involved. Students will be entirely free to express their views, and theoretical research will, of course, go hand in hand with practical experiment. The tendency to absolute objectivity may rob teaching of its vitality. But at the risk of this the teacher must be careful, especially in controversial matters, not to impose his own opinions.

Question 4: Science

To what extent should science figure in adult education programmes?

How can adult education organizations be better utilised for more effective and widespread dissemination of science?

What in your country is the general attitude of the average man towards science? Is science recognised as a constructive social and cultural force having an important bearing on the development of modern civilization?

Is there any organised effort, in your country, to promote a better and more widespread awareness of the social implications of science?[1]

The sciences should figure as prominently as possible in adult education work. The use that is made of them must serve two purposes:

- to encourage the growth of a scientific mental attitude in the discussion and study of problems. This presupposes a regard for truth, the habit of methodical research and a certain understanding of the relativity of opinions which is the best safeguard of tolerance;

- to emphasise and explain the social repercussions of science.

In present circumstances the question of food and population should be especially stressed. This aim can be pursued by two means: the more passive method of popularisation through the press, radio, cinema, visits to museums and so on, or the active method of clubs in which scientific subjects are discussed and scientific research is carried out by the members themselves.

An urgent appeal should be addressed to universities and to the learned world in general to help adult education organisations to bring the sciences within the reach of all.

The Conference suggests that UNESCO should make an international survey of the points mentioned in the second and third questions of item 4 of the agenda.

In connection with the fourth question, it recommends that UNESCO should encourage all adult education bodies to work for the popularisation of science through scientific centres and to seek, especially by means of discussion, a better understanding of the effects of science upon the life and growth of human society.

Question 5: Art

What place have the arts in adult education?

How can programmes be planned in order to combine knowledge and appreciation of artistic production with self-expression through the arts?

How can a close contact and collaboration between the artist and the public be ensured? To what extent is it possible and desirable that the artist express the way of living, the aspirations and the beliefs of the people?

The term 'art' must be construed in its widest sense to include the products of all artistic and cultural activity: theatre, cinema, visual arts, literature, music, museums, etc.

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1 UNESCO is planning a drive to promote a better and more widespread awareness of the social implications of science through the technique of group discussion and debates on suitable subjects to be recommended each year. Support is expected from adult education bodies and organizations. Will these bodies be prepared to initiate lectures and discussions on the recommended subjects on which adequate background material will be made available and later report back to UNESCO results of such efforts?

Emphasis must be placed on the capital importance of the arts in adult education. Artistic experience, whether in the form of appreciation or expression, is essential to the growth of a full human personality. The arts are a genuine international language and are at the same time a means of reaching people who normally would not be attracted by adult education programmes.

One important problem confronting artistic activity in the modern world is the fact that an enlightened and well-to-do elite which formerly patronised the arts is disappearing; the artist is now faced with an indefinite, uninstructed and confused public whose tastes are difficult to assess and who cannot be depended upon to finance the creation of high quality works of art. We have to bridge the gap between the creative artist and the public; the artist must be enabled to explain his work to the public and to draw inspiration from close contact with the people.

State aid may be of the utmost value provided the artist is guaranteed his freedom. Such aid may take the form of general subsidies to institutions or of grants for special enterprises such as exhibitions. In either case the State stimulates the creative activity of artists and makes high quality work available to the general public.

Adult education should direct attention to training a critical sense in all the arts with a view to raising the level of artistic appreciation and thereby encouraging artist expression. For many forms of artistic work, these two activities – appreciation and expression – are not easily brought together within a single educational programme because adult students tend to pursue those activities with different objects in view. We must experiment in new methods of combining several forms of artistic activity (film, visual arts, music and so on). Encouragement should be given to international exchanges of artists, theatrical companies, choral societies, exhibitions, museum displays, and also to the holding of international art festivals.

Question 6: Recreation

Have recreational activities, including sports, educational value for adults, and what place should be given to them in adult education programmes?

What kind of recreation is to be recommended?

Can a satisfactory balance be found between education and recreation?

In the interests of a balanced education, a place must be reserved for recreative activities. It is important to make available to everyone agreeable premises and the equipment needed for enjoyable relaxation – for singing and listening to music, films, social evenings, dancing, games, especially outdoor games and communal meals. To these should be added excursions, visits, tours and international correspondence. Such activities give the individual rest or entertainment, they also help to give cohesion to a group by strengthening the bonds of friendship between its members through pleasure shared.

Further, all programmes must provide for intervals of complete rest, silence and solitude, so as to allow each student the nervous relaxation that is absolutely necessary to them, and to offer also an opportunity for personal reflection and self-communion.[2]

Question 7: Less developed areas

To what extent do less developed areas face the problems listed above in their adult education programmes?

Does adult education in such areas necessarily involve a background of literacy?

All adult educators face much the same problems in drawing up their programmes. The only differences between them are of degree rather than of kind. All people, whether they have received schooling or not, have to deal with professional, civic, socio-economic, cultural and other questions. We have to remember that even uneducated communities can learn much from visual demonstration, from the cinema, lantern slides, photographs, broadcasts, individual talks, discussion clubs and other media which do not involve reading. In areas where education is backward there is no need to wait until people can read before embarking on an effective programme of adult education.

While literacy is not indispensable, it does enable people to become independent students capable of educating themselves. It allows them to widen and deepen their knowledge and to share in the great cultural movements which are mainly disseminated through written texts.

Among less developed peoples, then, adult education should lead to a maximum forward effort in all branches of education. Enlightened adults, for example, will strive to obtain better schools for the young. The content of education in less developed areas must be determined in harmony with the people's own customs, their own ways of life, their particular needs as they themselves see and experience them. The task of adult education is to take stock of this position and to develop programmes accordingly – to advance in a direction freely chosen by the people and not to impose programmes from without.

The need for adult education in these parts is so urgent that it is imperative to find the funds required for the encouragement and guidance of such work.

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2 At the suggestion of certain delegates, the Commission urged the need to include in the adult education programme some moral, philosophical and religious training.

Commission 2: Agencies and Problems of Organization

Report of Commission 2

Introduction

The Commission received a number of UNESCO pilot papers and documents brought by delegates. The Chairman stressed that the main business was exchange of information and not the submission of resolutions to governments although resolutions might properly be submitted to UNESCO. Discussion developed by way of statements of experience contributed by the Commission members, attention being given in turn to: the agencies of central and local government; private agencies; universities, public libraries.

The question of relationship between these various agencies and in particular the form and purpose of financial support afforded by government to private agencies was reviewed. The Commission then considered what significance national arrangements for collaboration between different agencies might have for the development of international collaboration.

For convenience, the Commission tabulates its conclusions in the order of the original agenda.

Question 1: The main agencies

What are the most effective agencies of adult education?[3]

Delegates have described the main agencies operating in their respective countries. They agree that no explicit answer covering all countries can be made.

One view is that free voluntary movements have an essential contribution to make because they permit of education for social responsibility through the exercise of responsibility in the conduct of the business of the State or University teaching services to meet.

This view of the role of free voluntary movements is not applicable in many less developed areas in which at this stage only the State or its subsidiary organs can provide the stimulus and resources that are needed. Nor does it apply in France where different historical circumstances have given special importance to the State in a highly developed society.

The most that can be said is that those agencies are most effective which in the historical and social context respond most closely to the essential educational needs of a particular community, as expressed by the members of the community themselves.

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3 Since national delegations are requested to send or to bring with them for distribution a written report or other materials that would give information about their agencies and programmes, there is no question here of having detailed reports.

Question 2: Effectiveness

To what extent do these agencies meet existing individual and social needs? How can their effectiveness be improved?

This question cannot be answered at all in general terms. No delegates have been bold enough to suggest that the present agencies in their countries are fully equal to all the problems presented to them. There are substantial differences of opinion between delegates from the same country – for example the response of the Scandinavian Folk High Schools to present day conditions has been criticised by various members of the Danish delegation.

It is agreed that, whatever teaching work they may undertake in adult education, universities have a particular function of carrying on research (preferably in collaboration with the free voluntary movements) into the effectiveness of agencies and methods in adult education (see Recommendation 1).

Question 3: An enlarged public

How can the active participation of an enlarged public be secured?

How can the interest of workers' and farmers' associations, women's organizations, religious groups, universities and schools, etc., be stimulated?

What use can be made of the mass communication media for that purpose?

Stress was laid on the role of an active museum service in stimulating interest in the scientific basis of modern life. Numerous examples of new uses of travelling exhibits were given from Canada, USA., and UK. as well as France. The value of the museum as a method rather than as a mere means of popularizing is summed up in the phrase 'the contact it can offer with actuality.'

The Commission was particularly concerned at the inadequate relationship with cinema, radio and press revealed by delegates' statements. These are plainly the great agencies of mass contact in the modern world and a recommendation bearing on these points is annexed (n° 5).

Question 4: Division of responsibility

How can responsibility be effectively divided among the agencies of adult education?

(a) What is the role of private agencies?

How can they serve this role most effectively?

Is there a need for more adequate financial resources; for better trained leaders?

(b) What is the role of the Universities and Schools?

Should their role be limited to their regular curricula or do they have broader responsibilities to the community as a whole? If so, what responsibilities?

(i) Extra-mural lectures and courses

(ii) Seminars and short courses

(iii) Leadership training

(iv) Research

(v) Services to the community or to adult education agencies such as: documentation and information centre, circulating library, films, textbooks, study outlines, reading guides, bibliographies, drama, music and fine arts.

What special training in adult education should be given to school and university teaching staffs?

What should be the relations between a University Adult Education Department and the various Faculties or Schools of the University?

How can the Universities and Schools secure adequate finance to meet their community responsibilities?

(c) What role should public libraries play in adult education?

How can they best co-operate with other organizations?

Which specific adult education activities are most effective in a public library?

How can more public libraries be encouraged to take part in adult education work?

(d) What is the role of the State as an agency of adult education?

What specific action can be expected from different Ministries or Departments (Agriculture, Hygiene, Education, Social Welfare, etc.)?

To what extent should the State take the initiative in setting up institutions? In providing technical services? In recruiting and training staff for the purpose of adult education?

To what extent and under what conditions is it desirable that the State give financial aid to private bodies, to the Universities and Schools?

(a) Private Agencies

There is no question as to the important role of these agencies (referred to in this report as free voluntary movements) where they exist. The difficulty facing the Commission in framing any general statement is again the diversity of forms taken by free voluntary movements according to the stages of historical and social development of the States represented. Thus is said by a Swedish delegate that: 'Scandinavian life cannot be understood without recognizing the leading part of popular free organizations in different spheres of life.' Some similar views were noted under Questions 1 above. At the other end of the scale is the position of certain colonial territories which have no such movements at all.

Where they exist, the value of free voluntary movements in stimulating demand for education among their members is universally recognised. In Sir John Maud's words, the

first purpose of free voluntary movements is to provide the small group relationship within which modern men and women, particularly in large urban centres, recover a sense of personal and social significance.

Their teaching role must inevitably vary according to the form of liaison established with universities and public education services.

(b) Universities and Schools

In attempting evaluation under this head, it is necessary to distinguish both between stages of development in different areas of the world and the forms of university traditions in different countries.

Thus in under-developed areas newly established primary schools are called upon to serve the double purpose of juvenile instruction and of adult education centres. Something similar may be true of rural parts of more highly developed areas: our attention was drawn to the recent French attempt, by way of special training of teachers, to make the village school a centre of rural culture.

In the USA certain adult teaching programmes in the community are directly related to the machinery of public education. In all countries the absence of other accommodation enforces the large-scale use of primary and secondary school buildings for adult purpose although their physical unsuitability is frequently recognised as a deterrent to participation in the services provided.

Turning to the universities, two opposing views emerge. One, represented best perhaps by the French spokesmen, sees the university as a centre of distinguished academic teaching and research inappropriate to the educational needs of non-matriculated adult students. This view does not exclude a contribution to adult education by the provision of training courses for teachers and community leaders. This contribution should be increased: universities can direct students' attention to the community's needs and can provide courses to equip students to occupy a leading role in their communities.

A different view is taken, for example, in Canada, the USA and the United Kingdom. In all these countries it is held that universities have an active teaching and inspiring role to play in adult education precisely because they have a special prestige, the necessary intellectual resources and teaching and research equipment. Moreover it is held that this active role, particularly in work with educationally under-privileged groups, is of fundamental advantage to the universities themselves. Through it real knowledge and experience are gained of social and economic circumstances whilst it develops support and respect for the university among the public at large.

A point of agreement is the need for university extra-mural or extension work to share the characteristic values of community life, intellectual integrity, impartial enquiry and high teaching standards. An important result follows: work with educationally under-privileged groups must necessarily extend over considerable periods although work appropriate to universities may be done with post-graduate and similar groups in short courses and special

seminars. This view reflects the tradition of the three-year tutorial class in Britain designed specially for working class groups in association with the WEA.

A condition for the development of this latter type of university extension service is, in fact, a co-operative relationship between the universities and the free voluntary organizations. It also depends on the availability of university staff with an appropriate outlook and training.

(c) Public Libraries

This topic was approached in terms of the pilot paper submitted and of the manifesto[4]. The conception of a public library playing an active role in adult education through its extension services is not yet universally recognised. Certain fears were expressed as to whether a development such as that outlined in the pilot paper might conflict with the activities of free popular movements specially constituted or having special experience in the field of adult education.

The need to regard the basic book supply function of the public library as essentially a part of adult education was stressed. It is no use teaching people to read unless at the same time an effort is made to ensure that they have access to books worth reading.

In view of the work in this field now being undertaken by the library section of UNESCO the Commission feels that the Conference should record its support (see Recommendation 3).

(d) The State

Discussion was introduced by reference to the paper describing the present situation in the United Kingdom. The recasting of the public education system represented by the English Education Act of 1944 has greatly affected the liability of the central and local governing bodies in the field of adult education.

It was agreed that whatever action may be taken by government in this field it should recognise the capacity for responsibility inherent in maturity; and that where free voluntary movements exist, as in fact they do in most of the more highly developed areas, the State and local governing bodies should act in close liaison with them.

This liaison should be such as to recognise for instance, the right of adult groups to exercise choice of topics and syllabuses, and financial support should not be used as an instrument of control over teachers and teaching. Although certain fears were expressed that small local governing bodies might be less liberal in this matter than democratic central governments, no examples of illiberality were actually quoted. It was generally agreed that in the States represented, the necessary audit control to safeguard public funds is secured without the exercise of control over education autonomy. In several countries grants are made through or in accord with regulations approved by advisory bodies containing

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4 "The Adult Education Service of the Enoch Pratt Free Library" and a UNESCO document on Public Libraries respectively.

representatives of free voluntary movements. In other countries the right of direct access to central and local governing bodies by the free voluntary movements is regarded as important.

Attention was also drawn to the possibility of services assistance by government bodies to the work of free voluntary movements e.g. in the provision of training courses for instructors and leaders and the actual provision of teaching programmes at the request of the voluntary movements and in accordance with the wishes of the members.

It was recognised that in certain countries, for historical reasons, the State is unwilling to delegate the spending of public money but, in the majority of States represented, a large part of the funds expended by the free voluntary movements in their own administration of a teaching service is provided by the State or local governing bodies.

For that reason reference is made here to Recommendation 3 concerning the need for adequate rates of pay and proper conditions of services for full time workers in adult education.

Question 5: National co-ordination

How can effective local and national co-operation and co-ordination be achieved?

To what extent is co-ordination the responsibility of (a) private agencies (b) the State?

Are there dangers in too great private responsibility? In too great State responsibility? How can these dangers be minimised?

How can all important needs be met, and undesirable duplication avoided while still encouraging experimentation and the widest possible initiative on the part of all those concerned with problems of adult education?

The Commission members did not accept the implication that 'co-ordination' is a good thing in itself. They reviewed the circumstances of the countries represented, and it is clear that even machinery for collaboration in matters of common interest is little developed. At the same time there was evidence of informal contacts, as in Denmark, which achieve many of the results sought by formal collaboration.

The rapporteur explained the role of the National Institute of Adult Education in Great Britain. He stressed that the existence of the Institute in no way limited the autonomy of the organizations which are represented in its governing council. It exists to provide the services demanded from it, not to 'co-ordinate' activities with the implied exercise of power. Some of its most useful work to date has been done in relation to the UNESCO National Commission where it provides a channel of representation for many of the free voluntary movements.

The Commission was disturbed to realise how slightly the work of adult education in its free voluntary forms is represented on UNESCO National Commissions. They consider

that national channels through which information can flow are essential to secure the benefits of any international clearing system inside or outside, the framework of UNESCO. They attach great importance to Recommendation 6, which they have unfortunately had to place on the list without prior consultation with Commission 4.

Recommendations of Commission 2

1. Universities in Adult Education

We believe that the Universities have a special duty in promoting research to establish the effectiveness of agencies and methods which are or might be employed in adult education throughout the world, in training teachers for adult education, and in providing extra-mural teaching for adults from all sections of the community who are capable of studying at an appropriate level, in co-operation wherever possible with free voluntary movements.

We ask UNESCO to bring this resolution to the notice of the Universities International Bureau.

2. Public Libraries and Museums in Adult Education

This conference records its recognition of the essential contribution of museums and public libraries to adult education. Appropriately to the circumstances of each Member State the Conference supports UNESCO's statement 'The Public Library – a Living Force for Popular Education' and recommends its consideration by and so far as possible its adoption in Member States, as a basis of policy.

3. Training and Status of Adult Educators

Provision should be made for more adequate facilities for the professional training of adult education workers and leaders both on a national and an international basis.

In adult education, salaries and conditions of service should be such as to attract men and women with high qualifications and adequate experience.

4. Language teaching for international understanding – use of radio

The radio should be used in each country to give graded instruction in languages other than the mother tongue.

5. Responsibility of managements of press, radio and film organizations

Since the devices of communication by press, radio and film influence taste and opinion, administrators of mass media should acknowledge responsibility to their public by seeking the guidance of representatives of free voluntary movements and publication of relevant programmes and features and in the selection of governing personnel of publicly sponsored organizations.

6. National collaboration in relation to international co-operation

UNESCO National Commissions in Member States should include representatives of adult education appointed by voluntary as well as government agencies, as a condition of

the effectiveness of any international collaboration established through or with the assistance of UNESCO. It is further recommended that consideration should be given in each Member State to establishing a central channel of supply and distribution of information and material for international co-operation in adult education.

Commission 3: Methods and Techniques
Report and Recommendations

Introduction

The Commission, after some hesitation as to the plan to be followed in its discussions, decided to work through the agenda prepared in the form of a questionnaire by UNESCO. But the Commission felt that its work could only be undertaken in the knowledge that techniques and methods are means to an end and not the end in itself. They cannot be dissociated from the content, which is based in the way of life, the economic and social conditions of those they are meant to serve.

The members of the Commission exchanged their opinions and experiences but did not have time to go into details. This report gives an outline of the discussion and a few examples of practical application. Reference is made also to certain supporting documents. The Commission feels that UNESCO should gather as much information as possible, so that, in conjunction with this report and the documents referred to, a handbook on adult education might be prepared.

Question 1:

What are the methods and techniques most generally used in Adult Education? How effective are they?

e.g. courses and classes

> *lectures*

> *correspondence courses, etc.*

Lectures. The lecture has its established place, but it is essential to use every means of giving it vitality (questionnaires, synopses, discussions, subdivision of the group, etc.) and to use it as one method within a whole range of activities. The lecture may also be a link between the content of a museum or other exhibition and the visitor.

Courses and classes. The organisation of courses and classes was studied: certain countries (Denmark, France, Ireland) organise weekend courses and seminars of three to 15 days to supplement the weekly evening classes. In China, adult education classes make use of buildings that are available on Sundays.

In addition to the pedagogical difficulties encountered in evening classes, several delegates raised the problem of fatigue of manual workers who are often obliged to

supplement inadequate wages with overtime, and of workers who have not sufficient leisure to attend courses.

In Belgium special schools have been established for adults. Some handle social questions, others family problems and rural problems. As many as 10,000 women had attended some of the courses given. The delegate from Siam explained that the position in Siam resembles that in Egypt and Turkey. Travelling teachers are used to contact the scattered communities and are specially trained for the work. Civic and vocational training is stressed in the courses.

The need to attract the majority of people to cultural activities was stressed by Canadian and Australian delegates. The latter analysed the causes of poor attendance in his country.

Correspondence courses. In the discussions it was suggested that UNESCO should prepare correspondence courses on the roles of United Nations and UNESCO.

Question 2 was put aside for discussion at the same time as leadership training (see Question 8).

To what extent can methods and standards applicable to school and university be employed in Adult Education? In what fields?

Question 3:

To what extent can traditional methods be improved by the use of new materials and techniques such as:

• Discussion groups and 'entraînement mental'

• Audio-visual aids: film, radio, records, posters, graphs, etc.

• Drama (dramatization of current events, learning of foreign languages, etc.)

An established method in education is the study circle, an organised form of self-education for small groups of people pursuing theoretical and practical studies in common on a given subject and in accordance with a definite plan. The group has a leader who need not be a professional teacher.

Discussion groups are of basic importance for adult education. This and the previous technique are best used in conjunction with the film, lecture, planned reading, etc.

Entraînement mental aims to develop critical thought, accurate expression and all native capacities.

Audio-visual aids (films, slides, television, posters, charts, graphs, exhibits, episcope, etc.) were all discussed. It was noted that the film particularly could be used in many different ways – to illustrate a lecture or as a theme for discussion. The basic problem is to obtain films that meet the real need of schools, associations, and other groups; but only good quality film should be used. The film can be profitably linked with manual activities.

Dramatic activities. Drama appeals directly to emotion and imagination, and should play an important part. In many countries lectures and discussions are supplemented with dramatic performances. In Ireland, where rural education is well developed, amateur dramatics are widely used and help to attract adults to evening courses. Dramatic activities develop the confidence necessary to participation in discussion.

Modern languages. Obviously the teaching of foreign languages is important for international understanding.

Question 4:

What is the educational value of the following media and how can they best be used?

• *Circulating libraries – reading guides*

• *Museums*

• *Cine-clubs and film societies*

• *Cooperatives de spectateurs*

• *Radio listening groups*

• *Drama clubs and activities*

• *Recreation: sports, creative activities, etc.*

Circulating libraries. The special uses of circulating libraries were considered in terms of the need to make library services available to all, especially those in isolated localities.

Museums. Modern methods of presentation require that people be brought into contact with the object rather than that they be confronted with it. Museums are becoming more accessible to the general public. They provide information in the most concrete form possible and cover all aspects of human activity. Circulating exhibits presenting a definite theme make the museums still more effective.

Audience co-operatives. The expense of bringing films or plays to the more isolated districts has led in some countries to the development of audience co-operatives which pool purchasing power and form clubs to arrange presentation and discussion of films and plays. In Denmark film screenings are arranged through the organizations already in existence (such as co-operatives).

Cinema clubs. The education of the cinema-going public and the use of the film in cultural development are increasing. More film societies are being formed in England and Scandinavia. In France the 200 cine-clubs are centres where people may see and discuss the classics of the cinema.

Radio. Radio can be an important instrument, especially where it is used by listening groups or radio clubs. In some countries (Canada, Scandinavia) programmes are planned by the broadcasting stations in collaboration with adult education bodies and group

representatives. It is desirable that this organised public be more and more closely associated with the planning of radio, cinema and dramatic productions. People controlling press, films and radio must be helped to realise their responsibilities to the community.

Sub-committee

The whole question of making methods and techniques more effective as approaches to the community and of the co-ordination of techniques was referred to a sub-committee. The report of this sub-committee was accepted by the Commission. It reads as follows:

The sub-committee acknowledges the diversity of social groups and the necessity to take it into account in the practice of popular education; but a detailed study is impossible in the time available.

The process of adult education can be developed:

• within groups which are the product of associations for purposes of work (that is in factories, etc.);

• within groups expressing the community life usually in localities where one aim should be make the community centre a cultural and educational centre;

• within trade unions and cooperative organizations.

It is necessary to get to the social entity where it exists and the first approach must be related to common daily problems and presented in accordance with demands, of prevalent needs and tastes, whether these be in the field of sport, cinema, handicrafts, household problems or popular travel.

In working areas, it was reported, there were problems of overwork, health and housing; in other countries where these problems are not so urgent there exists a cultural vacuum for a great number of people.

It was agreed that the first step in developing a programme must be to make people conscious of what they miss; only then will education and culture be accepted as lifelong necessities.

But the problem still remains of how to capture interest in the face of hardship or mere inertia. Fundamentally, all people are interested first in themselves; propaganda methods are based on this principle and adult education must recognise it. It was agreed that the adult educator could always make contact by appealing to the interest of people in themselves.

Some members laid emphasis upon the need for the educational worker to have received a sound training in sociology and to have the understanding of the environment in which he works, so that he will be able to develop a programme suitable to each group, appealing to every level of interest, from the physical and manipulative to the intellectual and artistic. The educator must have at his disposal all the facilities that adult education

can provide and it is his responsibility to use those available from all organizations and from community resources. Others felt that the vital issue was to co-ordinate the diverse technical practices, for example to link the library with the cinema, sport with radio, while using in their proper place and with due regard to their limitations all the recognised particular techniques. In this connection, the 'montage' method as used in France is recommended to the attention of Commission 3.

The following conclusions are submitted for the consideration of Commission 3:

1. That adult education can be made a decisive force in communities only by development of the widest possible programmes of the type described above adapted by specially trained educators possessing experience of the environment in which they work.

2. That we should consider experiments by individual nations in the co-ordination of diverse educational activities to meet the needs of particular sections of the nations.

3. Because of the scope of adult education as described above, the French-speaking members feel that the term *éducation des adultes* is inadequate, and should be replaced by the term *education populaire*.

Questions 5 and 6:

What are the most effective methods and techniques used for grouping Adult Education activities in a community? What use can be best made of:

• Urban and rural community or cultural centres

• Village colleges

• Neighbourhood groups

• What educational use can be made of the mass media of communication such as: press, radio and film?

Urban and rural Community or Cultural Centres: The work of rural extension in the USA was described. Organised groups teaching approximately 5 million people plan their own projects and programmes. Study problems generally related to agricultural production are carried over into allied social problems (e.g. housing), international and world problems. Correlated techniques include the demonstration method, discussion groups linked to mass media, farm visits and so on. Despite a budget of $ 60 millions great numbers of those who most need adult education have still to be reached.

Cultural and educational centres have been set up in other countries both in villages (Village Colleges, *Foyers* and *Centres ruraux*) and in towns by urban district groups (*Community Centres, Maison de jeunes et de la culture*).

Question 7:

What is the importance of methods and techniques such as:

• Group research

• Community survey

• Popular travel

• How can they best serve adult education?

Group Research; Community Surveys; Popular Travel: Community surveys leading to action by and within the community are increasing. Research is undertaken by community groups or study groups (in France, Canada, USA and other countries). This is a factual approach to the educational process, and does not start from abstract ideas, but from a study of the social matrix and of real problems in daily life. It uses questionnaires, reports, discussion groups, and such educational techniques as depend on the seminar, social evenings, group reading, by coordinating them round the object on the survey.

Popular travel generally organised through associations has been developed as a method in adult education. Group study of the area to be visited precedes the visit.

Question 8:

What are the most effective methods used in leadership training? What is the significance of experiments such as:

• People's Colleges

• Folk High Schools

• Centres d'Education Populaire

• Camp Laquemac

Leadership training for adult education is of the greatest importance, since the success of any educational programme depends generally on the leader. Leaders of adult education need not be professional teachers. Nevertheless, all those who undertake this work must receive special training. This should be given in a form which combines theoretical training with practical work. Various residential colleges, voluntary bodies and local education authorities in the United Kingdom provide such training both for graduates and others.

A recent development in France provides that henceforth in the 150 French teachers' training colleges, training for adult education will be included in the curriculum for all State teacher trainees.

There is a course for the training of adult education at Columbia University, USA (see background document by W.C. Hallenbeck)[5]. In other countries (Scandinavia, France, Canada) future leaders in adult education, with or without degrees, are trained in cultural

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5 One of the pilot papers to be published later.

and education centres, some of which are specialised according to the occupational nature of groups serviced by each centre (e.g. industrial workers, farmers).

The part played by universities in training adult educators was not discussed as a separate item. It is obvious from the statements by delegates that they play a very important part. However, means should be found to link the university with practical work, with occupational and social groups. Such practical training should include surveys and co-ordination of different techniques.

Question 9:

What are the most effective methods and techniques for developing international understanding?

Through adult education people of all nations may be given an increasing awareness of themselves and of the environment. Through educational activities, carried on in trade unions, co-operatives, youth movements etc., the hopes of ordinary people may be crystallised, and they will thus develop a greater degree of international goodwill and understanding in the economic, political and cultural spheres.

Much remains to be done, for not only is it necessary to improve material conditions of life, but also to work out a process whereby people will be enable to grasp their cultural heritage – a heritage in which each individual may achieve the full development, may assist men see and appreciate the fullness of life, and, understanding, accept their responsibilities as citizens of the community, of the nation, and of the word. Essential to this end is a pattern of adult education both comprehensive and practical, a two-way process based upon increasing contact between the few who have inherited or achieved the benefits of culture and education, and those who have not. To develop this two-way process, leaders in adult education must know the problems of ordinary people in a practical way and understand their needs and hopes. This process of exchange will benefit both educator and group, and the benefits will be diffused beyond the groups to the community as a whole.

Finally the Commission dealt with various methods that should be used to promote international understanding, and the following work was stressed – lectures and discussions on international questions; the establishment of an international museum and the planning of travelling exhibitions; the exchange of films; more provision for international contacts and exchange of persons (including youth groups, students, professional groups, etc.). It was considered, however, that all the methods used in adult education have the same goal; all help to prepare people for better international understanding.

Wide exchange of publications should be arranged to facilitate better understanding across national boundaries. The development of an international bibliographical index is especially necessary.

Report of Commission 4: Means of Establishing a Permanent Co-operation

The contribution of adult education to the development of better international understanding

Preceding any discussion of the machinery needed for permanent co-operation in the international field, the Commission unanimously agreed that there must be a clear recognition of the contribution which adult education could make to better international understanding.

It was easy enough to trace the growth of world discontent, frustration and disillusionment, but far more difficult to suggest a remedy. There was incontestable evidence of rapid changes and shifting values as well as some deterioration in the material, spiritual and moral fabric of civilised life in all countries, and this was a challenge to the adult education movement. The challenge could only be met by recognizing, first its supreme importance, and second the urgent need for a short-term policy in which adult education could play a part in helping to rehabilitate world society with a new faith in the essential values and using knowledge in the pursuit of truth, freedom, justice and toleration.

To that end there must be certain basic principles on which adult education movements in all countries should be agreed and the Commission submits these, not as covering all the ground which needs to be covered, but as first essentials:

1. That by example and precept we should practice a spirit of toleration within our own movements and, generally, through the courses and classes we organise. We must encourage the study and discussion of controversial questions, recognising that it is not so important to secure agreement as to establish firmly the *right* of minorities to disagree. The life and breath of adult education must depend upon full freedom of thought and discussion.

2. Platitudes cannot solve the deep-seated suspicion between countries in the East and West of Europe, and the adult education movement must remain above party political conflict. It must not give up hope of reconciliation and, ought to be the bridge by means of which this can be achieved. An adult education movement based upon a reasoned and objective approach to world problems should be able to make a unique contribution to international understanding, and whatever provisional machinery may be designed for securing contacts between the various movements abroad must keep under constant review the best method of approach to movements which have not accepted invitations to this Conference.

3. The greatest difficulty in securing co-operation for international understanding arises from the disillusionment in world organizations caused by the failure of the League of Nations after the first world war and by the disagreements in the new World Organization.

   Adult education movements have a tremendous responsibility in combating this pessimism. They should try to inspire enthusiasm for international cooperation by

emphasizing the practical achievements of the organs which grew out of the League, such as the ILO, and the more recent work of the United Nations and its Specialised Agencies in economic, social, cultural and humanitarian fields. To undertake this task effectively those engaged in adult education movements need themselves to be better informed and to be able to draw on the material resources of the UN and UNESCO for background material and expert information and advice.

4. The contribution to international understanding must be a contribution to understanding between the peoples of the world. The Commission cannot too strongly emphasise the value of using the voluntary association as the means of basic contacts with UNESCO. Obviously any governmental international body must be one on which representatives of the respective Governments have the final decision on policy – but there has been failure to recognise the need for giving popular educational movements direct recognition on National Commissions and at international conferences. If the adult education movement is to play its part in international understanding UNESCO must ensure the widest recognition of the role which voluntary bodies can play.

5. The United Nations Organization and its Specialised Agencies not only stand for peace but recognise also that peace is largely determined by the standard of life of the common people. A new joint programme of technical assistance in under-developed countries is now being launched. Changing and improving the ways of living in such areas is essentially an educational process and adult education movements must make their special contribution to this problem. They must do so by seeking to inform themselves of the economic and social conditions of such countries and from this standpoint must be dependent largely upon authoritative information which international governmental agencies can best supply.

6. The existence in the middle of Europe of a large and important block of people who have been living in isolation from the main trend of world ideas for the past 15 years presents a peculiar problem. The nations cannot, in their own interests, any longer afford to leave the German people outside the European family and the Commission believes that UNESCO has a special duty in this respect. Post-war Germany has, indeed, a valuable contribution to make to adult education and with encouragement and understanding this may be guided into channels which would be of benefit to all.

7. The countries in which adult education has by long tradition established strong voluntary movements have special responsibility for assisting the development of voluntary adult movements in the less developed countries. International co-operation can only be fully effective when there exist in as many countries as possible permanent voluntary movements growing out of the social, cultural, intellectual and spiritual needs of the people themselves – movements established by the people for the people and not imposed upon them. This does not mean that we are ignoring the most important role which the State should play in fostering and encouraging the growth of adult education. Indeed without the closest co-operation between the State and

voluntary organizations there is little prospect of any wide development. What we wish to ensure is that adult education may thrive as a free and independent movement; so long as it remains objective and not a direct instrument of party or sectarian propaganda, it should receive the most liberal financial and moral support from the State.

These movements must have their roots in the economic, social, spiritual and recreational organizations already existing and must be integrated first to form a national unity, and secondly to co-operate on an international basis for international understanding.

8. We are agreed that one of the most important contributions to international understanding that adult education can and should make is to promote the study of world problems in both the national and the international context. We have already agreed that a full understanding of such problems requires some knowledge of the economic situation, the way of life and the outlook of the various peoples involved. Although we must not postpone the study of particular problems until this background has been acquired, every effort should be made to supply it progressively. Moreover, we believe that the study of the life and conditions of other peoples, their history, literature, art and other cultural achievements, makes itself a direct contribution to international understanding, and should be encouraged. Studies of this kind may well affect men and women who are not yet prepared to study international problems as such, and will tend to arouse an interest in such problems.

Special problems requiring international co-operation for their solution

Among the problems depending for solution upon international co-operation is the freeing of communications in such a way as to facilitate the interchange of persons and groups of persons travelling abroad for educational purposes. It was felt that the United Nations and UNESCO should press to a successful conclusion their efforts to facilitate frontier formalities. Many persons and groups of persons are unable to take advantage of opportunities for study in other countries because of the difficulty of obtaining visas and the embarrassment of limited and constantly changing currencies.

While the question of visas and currency is important, the greatest barrier to international collaboration through adult education is that of language. This is a complicated problem and in the long view it can only be adequately dealt with by formal education. However, it was felt that much could be done by adult education agencies in different countries to facilitate the study of other languages through special courses. It is urged that adult education agencies represented at this Conference take note of this problem and do what is possible within the framework of their own programme-planning to provide greater opportunities for adult students to acquire some competence in language other than their own.

Any progress that may be made towards freeing the means of communication between peoples will, however, be of little use if they themselves are the victims of discrimination based on prejudices which have no real justification. Every man is entitled to his share of common humanity, no matter where he was born or what the colour of his skin. Religion also is a matter for the individual and every man has the right to choose his own – or none at all. Any attempt in any part of the world to alienate human beings from their basic rights on grounds of race or religion must therefore be combated and it should be part of our endeavours to spread a fully enlightened point of view where this problem may be met.

The Commission wholeheartedly endorses the Universal Declaration of Human Rights, adopted by the United Nations General Assembly in Paris in 1948, and pledges its support in making this Declaration a subject of study and discussion in the adult groups, believing that successful implementation of its articles depends, on informed and enlightened public opinion all over the world.

We recognise that we have not covered all the problems which need international co-operation for their solution, but many others are dealt with at later stages in the Report.

Securing permanent contacts and exchanges between adult education leaders and others working in this field

1. How can effective international co-operation in adult education be secured? How can permanent contacts and exchange between adult education leaders and workers be developed? How best can information and materials on the various aspects of adult education (programmes, methods, organization, administration, typical experiments research, etc.) be collected and disseminated?

The Commission agrees that the interchange of ideas and experiences by persons engaged in the field of adult education is a matter of vital importance, not only to the adult education movement itself, but also to international understanding in general. We recognise the value that has already been derived from the present Conference and recommend strongly that UNESCO organise similar conferences in the future as frequently as may be practicable. The importance of receiving representation from organizations actually engaged in the work of adult education cannot be too strongly emphasised.

The Commission, while believing that conferences are of first importance, also recommends that collaboration should be developed in the following ways:

1. by sending missions from countries with a rich experience in adult education to countries where adult education is less developed. For particular types of adult education such missions might be organised by the adult education bodies working in that special field; for adult education in general the responsibility should be with UNESCO. In all cases suitable training and preparation for the personnel of such missions is important.

2. by arranging visits[6] by suitable persons from countries where adult education is less developed to countries where it is well developed. The visits should be long enough to enable the visitors to get a real insight into adult education in the countries visited.

3. by organizing International Summer Schools. These would be best arranged by adult education organizations, but UNESCO should give such support and assistance as may be within its power.

4. by inviting students from abroad to summer schools organised on a national basis, subject only to the condition that the number of such foreign students at any one school should not be so great as to impair the character and purpose of the school.

5. by holding seminars on particular topics. This we regard as a function of UNESCO and we strongly recommend that UNESCO be urged to organise a seminar forthwith, to be held if possible in 1950. The topics requiring most urgent consideration are in our view:

   a) The study of international relations or of some specific international problem and

   b) Methods and technique in adult education.

6. by arranging facilities[7] for suitable persons to carry out research into problems of adult education on an international basis.

7. Study tours should be encouraged so long as they are for groups working to a genuine educational programme involving student effort.

The dissemination of information and materials on the various aspects of adult education

There is already a wealth of adult education material in the form of national journals, annual reports, special research reports and publicity material. The first need is to speed up exchange of such material between countries. The difficulty is that much of this needs condensing and translating into languages commonly in use, a special function which can best be performed by an international secretariat. The form suggested is that of a regular abstracting service, carried on by national and international agencies, but collated and published by UNESCO so as to reflect current bibliographies and the most important publications in each country.

The dissemination of news about fresh developments in adult education could best be undertaken by the periodical issue of a bulletin. If such a bulletin could be issued not less than quarterly the information it contained could be used by the national journals of adult education and disseminated over a wide field.

In this category of dissemination of information could fall the preparation and circulation of an international exhibition on adult education. This could be one of the most effective

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6 UNESCO is already actively promoting international fellowships to facilitate travel and study and in the 1949 programme the field of adult education was selected for priority. It is hoped that in 1950 UNESCO might be able to implement this part of its programme.

7 Other facilities which should be available are those provided by the Carnegie Endowment, and as the Endowment is committed to the support of the United Nations and its auxiliary organizations, it ought to be possible for funds to be allocated through UNESCO for assisting schemes of research on adult education projects designed to further international understanding.

methods of taking the influence of international cooperation beyond contact with officials and administrators to the students of adult education in all countries.

In a long-term programme there is the question of translation and production of material, such as textbooks and study outlines; normally confined to one country and one language, which could be translated by an international body into a several languages and circulated internationally.

An international body is an effective medium for making research results available over a field wider than national boundaries. This material needs dissemination and would be an inspiration to further research. Apart from disseminating information in regard to research experiments, the international body should be active in selecting subjects for research and be able to call on the experience of national bodies for contributing to those *specific problems* in which all have an interest. It should then be able to assemble and circulate the combined effort at an international level.

The, information desired by most countries concerns such problems as:

- the use of the film in adult education; modern methods of projection of both moving and strip films;
- the mass dissemination of music, art and drama;
- adult education through the radio, the theatre and the museum;
- adult education and the public library;
- the supply of books to adult classes;
- the teaching of science in adult education in relation to popular presentation and need for scientific equipment and laboratory facilities;
- training of tutors for adult education;
- the problem of residential education in regard to Folk High Schools and workers' colleges;
- community centres and educational settlements;
- the opportunities for university training for adult students of mature age;
- publicity methods.

International machinery to secure continued cooperation

The Commission is convinced that if the aims of this Conference and of UNESCO are to be achieved there must be developed an effective world-wide adult education movement. It believes, however, that at this time it would be premature for the Conference to recommend the establishment of a permanent world organization for adult education.

In order to realise the aims of UNESCO and to carry out the recommendations of the Conference the Commission suggests that machinery be established for securing cooperation among the organizations and leaders of adult education throughout the

world. It is recognised that any such machinery should at this time function through, and use the facilities of UNESCO. The Commission, therefore, recommends that UNESCO be invited to set up at the earliest possible moment a consultative committee on adult education to act in an advisory capacity to the adult education division of UNESCO and in the execution of the recommendations of this Conference.

The Consultative Committee should be composed of representatives from the most important agencies engaged in adult education with due recognition to voluntary bodies where these exist. Some of the members should be drawn from international bodies recognised by UNESCO whose main function is adult education.

The composition of the committee should be determined by UNESCO with due regard to geographical distribution and to differing stages of development in adult education.

It is recognised that if the recommendations of this Commission are to be made effective, the administrative staff responsible for UNESCO's adult education programme will need considerable strengthening. It is therefore hoped that, in considering the urgency of the problems we have raised, the Member States will make most generous financial provision for adult education.

Annex 3.

Second International Conference on Adult Education (1960)

Montreal, Canada, 22-31 August, 1960

Introduction

The Second World Conference on Adult Education, carefully prepared by precise working papers, was able to benefit by the experience gained over the past 11 years under the stimulus of the Elsinore Conference and to draw, more particularly, upon the results of many regional seminars; it was remarkable for the spirit of mutual understanding that informed its discussions.

Opinions naturally differ with regard to the respective roles of the public authorities and private organizations, although the need for close cooperation between them is universally recognised.

And the various countries naturally differ widely in their needs, as in their resources. But it has become abundantly clear that any system of education nowadays must cater for more than the instruction and education of children and adolescents. Education must continue in adult life. Planned in an atmosphere of freedom and enlisting the active participation of those who benefit from it, education is a vital factor in the social, economic and political development of all peoples, and a process essential to the implementation of the principles of the Universal Declaration of Human Rights.

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

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

The Conference had to consider immense problems:

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

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

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

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

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

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

The very precise working papers prepared for the Conference may, in some cases, have tended to limit the range of the discussions, but they were exceedingly useful. The President's ability and the good practical arrangements greatly contributed towards the success of the Conference. In any similar conference that may be held in the future, it would be desirable to avoid the discussion, in plenary session, of too many resolutions that have not been considered by a commission and included, after possible amendment as the result of consideration by this smaller body, among its proposals.

The Conference made a large number of proposals for action by UNESCO. Some of them, such as the establishment of a special fund for literacy and the promotion of adult education in countries in process of development, will necessitate complex studies, and resources will have to be found for the purpose. It is to be hoped that wide publicity will be given to the work of the Montreal Conference and, in particular, to the general declaration adopted by the Conference.

Report of the World Conference on Adult Education

1. Historical Background

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

The Consultative Committee on Adult Education, whose establishment to advise the UNESCO Secretariat was recommended by the Elsinore Conference, proposed at its

meeting in 1957 the convening of another world conference on adult education. This step was justified by the social and economic change taking place throughout the world and by the great increase in the number of Member States.

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

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

2. Preparations for the Montreal Conference

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

The note also requested States and organizations to forward to the UNESCO Secretariat, by 30 April 1960, information on various aspects of adult education, listed under 24 headings. Before the opening of the Conference, the UNESCO Secretariat prepared and distributed, on 30 June 1960, a preparatory document entitled 'Adult Education in a Changing World.' The purpose of this document (UNESCO/2 Conf./Ad. ED/3) was not to present a doctrine or a set of conclusions, but rather to serve delegates as a guide to discussion of the various items of the agenda. The document consisted of 53 paragraphs and was set out in sections corresponding to the agenda and to the list of topics proposed for discussion by the Commissions.

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

3. Composition of the Conference

Invitations to the Conference were sent to:
- all the Member States and Associate Members of UNESCO, which were entitled to be represented by two delegates;

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

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

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

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

The Montreal Conference was finally attended by representatives of: 47 Member States of UNESCO[8], 2 Associate Members, 46 non-governmental organizations approved for consultative arrangements, 2 States not members of UNESCO, 3 organizations belonging to the United Nations family, 2 other intergovernmental organizations.

4. Organisation of the Conference

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

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

Declaration of the Montreal World Conference on Adult Education

The destruction of mankind and the conquest of space have both become technological possibilities to our present generation. These are the most dramatic forms of technological development, but they are not the only ones. New industrial methods, new means of communication are affecting all parts of the world, and industrialization and urbanization are overtaking areas that 20 years ago were rural and agricultural. Nor are the changes which are going to fashion the pattern of our lives during the remainder of this century only in technology. In great areas of the world the population is increasing fast, new national States are emerging, and much of the world has become divided, within the last

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

few years, into rival camps. Every generation has its own problems; in sober fact no previous generation has been faced with the extent and rapidity of change which faces and challenges us.

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

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

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

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

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

Role and Content of Adult Education:

Report of the First Commission

I. The Role of Adult Education in a Changing World

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

1. Technological developments;

2. The consequent weakening, or even disappearance, of traditional cultures, especially in developing countries suddenly exposed to urbanisation and industrialisation;

3. The changing position of women in society, and of the family as an institution;

4. The force of nationalism, the emergence of new national States and the acceptance of the welfare of its citizens as a main function of the State;

5. The emergence of large power blocs, the political division of much of the world, the immense destructive forces which these blocs now command because of technological developments, and a widespread fear of nuclear war;

6. In spite of this political division, technological, economic, social and cultural developments have emphasised the essential unity of mankind, and the increased interdependence of the countries of the world. This has institutional form in the creation of new international organizations, notably the United Nations and its Specialised Agencies;

7. The rapid and accelerating growth of population in great areas of the world, the consequent increased proportion of young people and the increased importance of their part in the community.

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

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

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

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

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

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

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

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

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

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

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

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

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

It is relevant to stress again that what is new is the rate of change in this mid-20th century. Even 12 or 15 years of full-time schooling is inadequate equipment for 50 years of adult life; what we, who are now adult, learnt at school is partly out of date, and certainly needs to be supplemented. This will be even more true of the next generation. Adult education alone can meet the needs of our situation, and here and now it must be accepted as a normal and necessary part of the sum total of educational provision. That is its role in a changing world.

II. Civic and Social Education

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

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

Apart from membership of a family, we are all, and always, members of many communities, based on neighbourhood, work, personal interests, beliefs, national group and so on. Above all, we are all members of the human community; much as we may differ from each other, we are sharply distinguished from the rest of creation, and the brotherhood of men is not a meaningless phrase. What is necessary is that everyone should recognise, and feel himself at home in the different communities to which he belongs, and that he should be able to become an effective member of each of them.

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

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

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

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

III. General Education and Vocational Education

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

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

Since general education is concerned with aesthetic and moral values, it seems fitting to refer here to the further opportunities that are open to adult education through the enlargement of leisure for nearly everyone. For some greater leisure is burden rather than boon, and no one who cares at all for aesthetic and moral values can be happy about mass leisure activities, especially those that are commercially provided – passivities they

might, perhaps, more accurately be called. Adult education is a means – it might almost be termed the means – whereby people can be given the opportunity of discovering for themselves constructive and satisfying ways of using their leisure. At the same time, we must admit that there is a strain of laziness in all of us, that we tend to take the line of least resistance. The expansion of leisure gives sharper point to the truism that every adult has a right to share in his society's culture, and that culture is not the peculiar right of a small élite. Recognising that all men and women have the right to adequate access to both vocational and general education, we urge that all Member States should make provision for the necessary facilities and opportunities for the part-time or temporary full-time release of workers and employees who wish to participate in adult education programmes provided by public and voluntary bodies in the fields of vocational civic, social and cultural education.

IV. Research, Universities and Adult Education

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

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

V. Relations Between Youth and Adult Education

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

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

education authorities and school authorities so as to smooth out the process of continuing education.

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

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

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

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

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

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

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

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

Forms and Methods of Adult Education:

Report of the Second Commission

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

Because of the swift changes now taking place throughout the world, and of the simultaneous development of resources for and methods of adult education, it has become

necessary to compare all the educational methods in use, so as to recommend those best calculated to ensure man's active adjustment to the world in which he lives, through a continuing process of education.

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

1. Supremacy of Active Methods

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

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

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

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

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

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

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

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

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

2. Vocation, Occupation and Development of the Personality

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

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

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

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

For these reasons, the Conference recommends:

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

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

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

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

3. Full-Time Courses

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

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

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

4. Holidays, Study Tours, Travel Opportunities for Workers

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

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

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

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

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

5. Mass Media of Communication and their influence on the general public

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

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

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

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

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

6. Audio-Visual Media as Instruments of Education

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

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

In some countries, it has been possible to organise literacy courses over the radio. In several others, the radio and television are used for the teaching of various academic subjects.

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

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

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

7. Museums and Libraries

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

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

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

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

8. Methods of Combating Illiteracy

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

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

Different methods were reviewed, such as courses given by professional educators and by voluntary instructors, and the successful experiment of education by radio.

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

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

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

9. Interdependence of the School System and Adult Education

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

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

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

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

It is generally agreed nowadays that active methods should be used in adult education, so as to give the people receiving such education the fullest possible share in their own development by allowing them to put to use their powers of initiative, imagination and organization and their sense of realities.

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

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

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

10. Mobilization of all Educational Resources

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

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

If adult education is to be fully effective, special premises must be provided for it. In addition, as technological progress gives workers more and more leisure, premises are needed even in the day time. However, considering the urgency of the problem, the most effective and economical use should be made of all available human and material resources.

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

It is also possible to find accommodation outside the schools. Museums and libraries have rooms more suitable for adults than are classrooms. Similarly, there may be manufacturers, commercial concerns, political parties or cultural organizations, willing to lend their premises for this kind of education.

11. Leaders

There is an increasing tendency for the adult education movement to use its own trained staff. Teachers and leaders need a special training to fit them for their task. Government officers (administrators, agricultural advisers, health educators) who

cooperate with adult educators in the development of the community also require suitable training for the purpose. Even voluntary workers need some training in adult education methods. In the newly independent countries, political staff should be transformed into educational staff; enjoying the confidence of their people and with their experience in human relations, they can become leaders in the continued campaign to remedy underdevelopment.

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

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

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

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

(b) In mobilising all available resources for the progress of adult education, the more highly developed countries should assist those still in process of development in different ways, in particular by sending experts and awarding study grants for all types of adult educators.

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

12. Social Sciences and Psychological Research

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

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

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

results. The social scientist and the psychologist should therefore work as closely as possible with the educator.

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

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

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

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

Structure and Organization of Adult Education:
Report of the Third Commission

The Conference considered the following three issues:

- Role of governments
- Role of voluntary organizations
- Co-ordination of governmental and non-governmental activities.

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

I. Voluntary Organizations

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

a) Case for voluntary organizations in adult education

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

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

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

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

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

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

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

b) Limitations of voluntary organizations

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

(which may change both in membership and in policy) but all the institutions, both national and local, which have some concern with education, i.e. government departments, schools, universities.

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

II. Government Policy

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

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

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

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

3. There was general agreement that in newly developing areas, where the urgency of the problems was even more obvious, the government or State must take an active lead in adult education. Voluntary organizations take time to emerge and, having emerged, take time to gain experience and maturity. The delegates from Ghana,

Liberia, Morocco and Tunisia illustrated this position clearly in their descriptions of relationships in their countries between government, educational institutions and voluntary organizations.

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

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

Those who supported this final view made the following points:

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

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

(c) There is need for greater stress upon the role which can be played in adult education by the schools and the whole teaching profession. We entrust teachers with the education of the whole child (vocational, aesthetic, cultural, civic and human values). Teachers do work with adults. With training they could do it better and more teachers could be involved. Schools have resources which should be available to adults as well as to children. Even if voluntary organizations have a special contribution to make in the sphere of liberal education for adults, agreement on this point should not be taken to mean that the contribution of schools and the teaching profession must be limited to the sphere of vocational or remedial education of adults. The possibilities and potentialities are much wider.

(d) Increasing involvement, participation and overall supervision and control over general

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

The Conference recommended:

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

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

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

III. Co-Ordination of Governmental and Non-Governmental Activities

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

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

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

In discussing co-ordination or correlation, it became clear that it was not possible to consider 'voluntary organizations' as being all identical. Even if we restricted our attention to voluntary organizations which could rightly claim some participation in, and interest in, adult education, the degree of that participation and interest must vary considerably.

Although comparisons may be invidious, it is not possible to consider co-ordination/correlation/co-operation with the State on the basis of all voluntary organizations concerned with adult education having exactly the same relationship with the State. Some distinction must be made.

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

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

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

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

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

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

IV. International Co-operation

1. In the discussion on the role of governments in adult education, a number of delegates (including representatives from Nigeria, Liberia and Ghana) pointed out that, in some countries facing problems of violent and rapid change merely as a result of their own efforts to achieve moderate levels of modernization, resources available for the task were often insufficient. No matter how conscious governments were of their responsibilities to expand adult education, to overcome illiteracy, to develop cultural opportunities and to provide every adult with the educational facilities which would enable him to develop fully all the latent resources within himself, neither finances nor trained manpower were available to handle the tasks. Only international support and co-operation on a massive scale could make success possible within these countries and enable the governments to carry out the responsibilities they were eager to shoulder.

2. It became clear, as the discussion on this topic proceeded, that delegates were conscious that the newly developing countries of Asia, Africa and Latin America were facing a crisis

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

3. In certain areas the increase in population presses on resources. The delegate from India pointed out that even if 50%-70% of budgetary resources were utilised over the next five years for providing elementary education for children between the ages of 5 and 11, it is doubtful whether all the children in India in this age-group could be assured of adequate schooling. As the government must build up the country's economic potential, and increase production of food, housing, clothing, health facilities, as well as factories, roads and capital equipment, the total resources cannot be devoted to child education. Under such circumstances the government cannot hope to carry out its obligations in the field of adult education without assistance through international co-operation.

4. The point was made by several delegates that international assistance to developing countries should be based on a system of multinational cooperation rather than on bilateral agreements. Such assistance should, if possible, be channelled through the United Nations and its Specialised Agencies such as UNESCO, ILO, WHO, etc. A suggestion was made that there was need for a special fund to be set up under the auspices of UNESCO, for the specific purpose of overcoming illiteracy wherever it still exists in the world.

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

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

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

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

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

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

V. Possibility of Establishing a World Association

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

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

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

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

(a) Development of international contacts should be within the framework of UNESCO;

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

(c) Existing Consultative Committee on Adult Education should be strengthened, i.e. it should have a permanent nucleus of members drawn from non-governmental organizations with the most direct concern for adult education; it should meet at definite intervals; it should report directly to the Executive Board and not to the Director-General. [9]

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

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

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

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

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

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

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

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

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

Annex 4.

Third International Conference on Adult Education (1972)

Tokyo, Japan 25 July-7 August, 1972

Final Report

I. Introduction: Background and Scope of the Conference

Background

1. The Third International Conference on Adult Education, organised by the United Nations Educational, Scientific and Cultural Organization, was held in Tokyo from 25 July to 7 August 1972, thanks to the gracious hospitality of the Government of Japan.

2. The Conference, convened in pursuance of Resolution 1.31 adopted by the General Conference at its 16th session in Paris, had the following terms of reference:

   i) to examine the trends in adult education during the last decade;

   ii) to consider the functions of adult education in the context of lifelong education; and

   iii) to review the strategies of educational development in respect of adult education.

3. Out of all the Member States and Associate Member States and non-Member States of UNESCO which were invited, 82 Member States and three non-Member States sent delegations to participate in the Conference. The Conference was also attended by representatives from four organizations of the United Nations system and observers from one intergovernmental organization and 37 international non-governmental organizations.

Preparation of the Conference

4. The present Conference was the third of its kind. The first international conference on adult education was held in Elsinore, Denmark in 1949, and the second in Montreal, Canada in 1960.

5. The two preceding conferences had played an outstanding part in fostering the development of adult education in Member States. The Elsinore Conference , held in 1949, when the world was still recovering from the devastation caused by the Second World War, marked a momentous stage in the evolution of official and professional thinking about the aims and application of adult education and also stimulated an unparalleled amount of international co-operation during the 1950s. The Montreal Conference, which assembled after a decade of tumultuous social, political and economic change throughout the world, laid the foundations for a steady expansion of adult education services during the 1960s and made a vital contribution to the emergence in many countries of professional cadres of adult educators.

6. In preparing for the Tokyo Conference, Member States were encouraged, in accordance with the wish expressed by the General Conference at its 16th session, to appoint working groups or to institute national inquiries for the purpose of providing basic information on the present status and scope of adult education, presenting their views on future prospects and furnishing information about flourishing forms of international co-operation. Working groups were formed in 38 Member States, of which 28 submitted detailed reports to the Secretariat.

7. In July 1971, the UNESCO Secretariat sent a questionnaire to all Member States and Associate Members of UNESCO requesting information about key aspects of the provision and practice of adult education and its relationship to national systems of education and to national, socio-cultural, economic and political objectives. The Secretariat received replies from 88 Member States and one Associate Member. Some of the replies were exceptionally comprehensive.

8. In preparation for the Conference, UNESCO National Commissions, international non-governmental organizations and national associations and institutions arranged meetings and seminars. As an outcome of such meetings there emerged a number of special studies and reports on themes germane to the education of adults.

9. In the aggregate these various preparatory measures generated much debate, both within countries and internationally, and produced an imposing array of source material about current trends and problems.

10. The two most recent sessions of the International Advisory Committee on Out-of-School Education, which met in December 1970 and in February 1972 respectively, were largely devoted to discussing plans for the Conference and to modifying and amplifying the material contained in the Conference documents.

11. On the basis of (a) material culled from the questionnaire replies, (b) the reports of the national working groups, and (c) advice received from the International Advisory Committee, the UNESCO Secretariat prepared the following two main documents for the Tokyo Conference: UNESCO/CONFEDAD/4 – A Retrospective International Survey of Adult Education: Montreal 1960 to Tokyo 1972. UNESCO/CONFEDAD/5 – Adult Education in the Context of Lifelong Education.

II. General Report

1. In its discussions of Agenda items 6 and 7, the Conference had available Chapters I and II of the main working document Adult Education in the Context of Lifelong Education (UNESCO/CONFEDAD/5). The Conference also had before it the reference document A Retrospective International Survey of Adult Education – Montreal 1960 to Tokyo 1972 (UNESCO/CONFEDAD/4) as well as the Annotated Agenda (UNESCO/CONFEDAD/3).

Agenda item 6. Major trends in adult education during the last ten years (Analysis and major problems)

Introduction

2. Since the Montreal Conference on adult education in 1960 technological development and economic growth in many parts of the world has entailed a serious deterioration of the environment and has led to increasing problems of urbanization. These and associated matters have emphasised the urgent need to understand and control more fully the consequences of change. Adult education has therefore been more and more called upon to contribute to a solution of such issues.

3. During the 1960s the world has also witnessed the emergence of a large number of new States formerly under colonial rule whose needs and problems have become an international factor of major importance. As outlined in the Conference reference paper "A Retrospective International Survey of Adult Education" (CONFE-DAD/4), this has led during the last decade to the focusing of much more attention on the adult education requirements of these countries, particularly in respect of literacy and rural development.

4. The present Conference noted that almost everywhere in the world there had also been a growing public awareness of the importance of adult education, an increasing acceptance of the concept of lifelong learning and more co-ordination of adult educational services at the national level. In addition, there had been a marked increase in the numbers of people participating in adult education programmes. The scholarly status of adult education had won recognition.

5. The years following the Montreal Conference also saw the inclusion of adult education programmes in national development plans.

Integration with the formal education system

6. At the time of the Montreal Conference there existed in many countries what in practice amounted to two parallel systems of education: the formal educational system on the one hand and the education of adults on the other. During the sixties a gradual integration between the two began to take place. There were often close links: for example, adult education was called upon to help solve such problems relating to youth as the incidence of school drop-out and unemployed school leavers.

Development of the functional aspects of adult education

7. The Conference stressed the functionality of adult education in relation to the lives of individuals and the needs of society. Possibly the most noteworthy example of this was the launching of functional literacy projects in many Member States attending the Conference. The concept of functional literacy, adopted in Teheran in 1965, had rapidly led to the establishment of UNESCO/UNDP supported functional literacy projects in

some dozen countries and similar projects elsewhere. But a narrow economic interpretation of functionality was not typical of the majority of these programmes. It was clear that functionality should be taken to imply an integration of literacy training – and adult education as a whole – into society, so as to answer to cultural and social needs as well and to make it possible for the learner to participate in the life of society and to change it from within. Many speakers expressed their disagreement altogether with the use of the word functional literacy, as this was understood by them to indicate that the object of literacy was to subordinate the adult to economic mechanisms and to production alone, without stressing the element of participation and social and cultural involvement. There was thus a consensus in the Conference regarding the actual meaning of an integrated approach to literacy and adult education but a difference of opinion on the term used to describe it.

8. The experience of countries that had already wiped out illiteracy was that there was a close connection between the social and economic reformation of society and the level of literacy. Literacy was understood to be an element of nation-building in that it gave adults the necessary communication skills for acquiring such knowledge and training as would enable them to increase their productivity and to participate more effectively in decision-making at all levels. The desirability of teaching literacy in local languages and of providing more follow-up materials for newly literates was emphasised.

9. In discussing literacy projects the Conference noted that recent efforts to eradicate illiteracy had led to significant successes. Despite this, however, the number of illiterates in the world was rising. But for the achievement of national literacy, the full-scale mobilisation of national resources was essential. The Conference also took note of the importance of science and technology for functional adult education; of all the forces for change in society, science made the greatest impact and education had therefore to respond more swiftly to signals from this field.

10. Education should combine practice and theory work with learning. The link between economic development and education had been particularly strong in the sixties. The rising unemployment and the dislocation of labour due to technological change in a number of countries had been countered by, inter alia, the initiation of occupational retraining schemes, in-service training within industry had grown and co-operatives and rural training centres had greatly extended their educational activities. Through night schools, correspondence education and other means, adults had been afforded an opportunity to study without giving up their work. Paid educational leave and part-time study release was being practiced in some countries. Immigrant education and education for ethnic minorities was being provided.

11. The social and cultural needs of man were being increasingly highlighted. "Role education" and activities related to the civic and extra-professional life of the individual were playing a prominent part in many national programmes of adult education. Such institutions as community schools, through which the community and education

interact, were being established in both industrialised and developing countries.

12. The importance of adult education in relation to environmental and population problems was emphasised, with various delegates stressing the crucial nature of these issues.

The study of adult education

13. A remarkable number of special university departments of adult education and institutions were formed in the sixties. Adult education also began to emerge as a separate discipline. Experiments and research in adult education were being carried out.

14. Many institutions of higher education now offered degree, diploma and certificate courses in adult education. There was still, however, a great demand for more professionally trained adult educators.

Administration and finance

15. It was stressed that the diversity and scope of the many institutions catering for the education of adults entailed some form of national coordination, either by a single ministry or by an inter-ministerial board including representatives of all the agencies concerned. At the same time, undue centralization of the execution of adult education programmes could be harmful. In many countries, steps had been taken to delegate the planning and supervision of adult education services to provincial, local or non-governmental agencies. Particular attention was drawn to the important contribution of voluntary organizations, trade unions and popular movements and the need for them to have complete freedom of movement. The military services could sometimes play a significant role in the education of adults.

16. Statutory support for adult education and increasing financial funding from public sources was yet another noteworthy feature of the post-Montreal period. There was still, however, far too little public money devoted to adult education. The budgetary allocations for adult education would have to rise significantly during the 1970s if lifelong education were to be made possible. The Conference pointed out that this would require wholehearted commitment to adult education by governments. The scale and method of financing would be crucial during the coming years.

17. The inadequacy of international and bilateral aid was also very apparent. For many developing countries with strained economies, where the demand for education greatly exceeded available resources, substantial international or bilateral aid held out a major hope of advancement. They did not necessarily require expensive or complicated teaching aids and materials. On the contrary, simple means could and must be used in the rural areas with which they were largely concerned.

Means and methods

18. The mass media were being used in adult education practically everywhere in one form or another. The flexibility this approach provided especially for the autonomous adult learner was one of the reasons for the popularity of the mass media in adult education. Radio was more widely used than television, not least because of its substantially lower cost.

International exchange of ideas

19. There was general agreement that adult education conferences should be held more often than hitherto and that appropriate aspects of adult education should regularly feature on the agenda of educational conferences. Regional exchanges of ideas at regular conferences and the establishment of special regional centres were recommended.

20. The urgent need for more and better documentation and for internationally comparable statistics on adult education was expressed. Many of the terms used in adult education were also ambiguous or unclear; the Conference underlined that an international dictionary of adult education was badly required.

Agenda item 7. Adult education as a factor in the democratization of education and in economic social and cultural development. Its role and place in integrated educational systems within the context of lifelong education

A. Adult Education as a Factor In the Democratization of Education

1. The problem of participation

21. One of the significant features of the development of adult education in the 1960s had been a considerable quantitative expansion in the number of participants in adult education programmes (cf. paragraph 22). Nevertheless, it was the experience of the Conference that an increase in numbers did not necessarily lead to democratization, although it was fully recognised that democratization could be furthered by the development of such basic skills as literacy. The people benefiting from expanding non-compulsory education were very often the already privileged; to those who had, more was given. There were in many countries vast numbers of adults who were denied educational opportunities or who did not avail themselves of the opportunities open to them. Thus, a purely quantitative expansion might well increase rather than decrease social inequalities. It was furthermore vital that adults should shape their own education in order to reach their own goals and meet their own needs.

22. The educationally underprivileged and weakly motivated adults were usually those with little or no basic education. They included such less favoured groups as isolated rural communities, migrant workers, the aged and the physically and mentally handicapped. In all such groups the often underprivileged position of women should

be taken into account. The Conference touched on some of the reasons for the failure of adult education to reach the disadvantaged. Constraints mentioned were of an economic, social and cultural order.

23.   One factor accounting for the failure of many people to participate was the pattern of employment. The failure of many people, particularly the young, to participate in the wider aspects of continuing education arises, inter alia, from the need to concentrate on gaining vocational qualifications for job advancement. Work in factories, workshops, offices and on farms must thus be adapted to the needs of the learning society. Inability to set aside adequate time for study or a lack of money prevented many people from participating. Conservative socio-cultural traditions sometimes inhibit participation. Belonging to certain sub-cultural groups, for example, was a further impediment to participation.

24.   The Conference drew attention to the constant inter-action between education and society. Social and economic policy determined the nature of the educational system which, in its turn, affected social change. New educational goals could not be reached by educational means alone. They necessitated changes outside the educational system in society at large. At the same time, a changing society presupposed a responsive and flexible system of education.

2. Means of democratisation

25. In the general debate delegate after delegate emphasised the urgent need to increase the participation of the educationally underprivileged and to given them the means to take part in decision-making and to define and solve their own educational problems. One requirement was legislation regulating the right to part-time release from work without loss of pay. The unemployed too should receive training. The significance of tolerable living conditions in making study possible was stressed.

The power of mass media

26. The power of mass media and such educational techniques as correspondence instruction to reach out into homes and work places was pointed out. But these communication tools had to be used in the light of other factors no less important, among which were local initiative, group management and learner-participation in the planning and execution of adult education programmes.

Group management and local initiative

27. Adult learners should themselves be fully involved at all stages of adult education programmes. Equally important were the isolated autonomous learners and peer groups in villages, workshops or community centres. Communal effort through the exchange of experience and ideas could be stimulating and help draw in non-participants. Group activities could engender a sense of belonging and purpose that could constitute a firm base for collective learning; education should be geared to local situations and be accessible to all.

28. In adult education practice it was now widely accepted that the concepts of "student" and "teacher" were inadequate. Instead of "teacher" the words "guide" or "counsellor" or "animateur" were increasingly being used; instead of "student", "participant". There was an ideological reason for this change: in adult education instructors and students were seeing themselves as associates, as educationists more and more came to appreciate that adults were the principal agents of their own education and that they had a wealth of experience and insights to contribute to the learning process.

29. It was suggested that it was essential to encourage initiatives by local organizations within the framework of a national policy for adult education. Implementing the concept of lifelong education carried with it the necessity for such traditionally non-educational agencies as factors, firms, social action groups and ministries other than ministries of education, to take part in the planning and implementation of adult education programmes to a far greater extent than heretofore. This was also true of such other bodies with a combination of educational and other aims as trade unions and cooperatives.

30. The setting up of community schools or centres or people's universities or local cultural committees or village libraries was seen as one way of generating local initiative.

Rural development

31. Particularly in the Third World, the welfare of rural people and the related factor of agricultural production were major concerns. Although by far the larger part of the population in the majority of these countries dwelt outside urban centres, there was all too often a widening gap between the standard of living of the urban population and that of the rural population. People in the villages and outlying areas were often disadvantaged socially, politically, economically, culturally and not least educationally. The basic causes of this were felt by many delegations to be such factors as the system of land tenure, dependence of the countryside on economic interests in the urban centres and lack of real opportunity for the people of rural communities to participate in decision-making for society as a whole.

32. Not least for the sake of nation-building and economic development the provision of adult education for the often underprivileged rural communities of many countries was a top priority, especially from the point of view of democratization.

33. Far more educational resources should be channelled into the development of the rich and largely untapped human resources of rural communities, especially in the Third World. Environmental, social and economic factors were prominent here as elsewhere. The subsistence farmer and the landless agricultural worker, today often a victim of forces around him that he did not understand and felt he could not influence, should learn to understand and positively to influence his environment. He must be aware of the social, moral, political and economic forces moulding his society, so that he could become an active agent of change and could improve his situation.

34. The Conference took note of the close relationship between adult education for rural development and the need in many parts of the world for land reform and for radical changes in the socio-economic structures in the rural areas.

Widening the role of the universities and other post-secondary institutions

35. The Conference believed that the role of post-secondary institutions, most notably perhaps in the Third World, should be widened in response to adult needs. The universities should reappraise their relationship with society. They should to a greater extent serve also adults without a formal education and should merge more with the community as a whole.

36. One way of doing this was to permit mature adults to obtain entry to universities through special mature age entry schemes or even without possessing formal academic awards, provided that they had the requisite knowledge and skills; adults who had gained practical experience or studied outside the regular school system should be given access to higher education. For their part, the universities stood to gain from the practical insights and experiences that could be brought to bear by mature adults.

37. In developing countries, universities should determine what contribution they could make to the education of the illiterate or semi-illiterate masses. For instance, the training given by universities in adult education techniques and methods should be so designed that professional workers in rural areas knew about and could cope with the problems encountered by the local inhabitants. Research and pilot projects should be directed towards examining the educational and other needs of underprivileged groups.

38. The role of the universities should be enlarged to enable them to contribute particularly in a systematic manner to the periodic retraining of professional staff at all levels, both in developed and in less developed countries. This need is all the more imperative in developing countries because the scientific environment is frail and because professional staff trained abroad are on their return often cut off both from modern sources of information and from centres of advanced research.

39. University students and university staff should participate more in community affairs.

Certification and examinations

40. Formal examination systems could sometimes be an obstacle to the democratization of adult education. The Conference regarded the reform of some prevailing types of entrance examination for adults as highly desirable. The essential thing was to include and involve people, whereas many traditional forms of entrance examinations tended to select and exclude them.

B. Adult Education as a Factor in Economic and Social Development

Adult education and productivity

41. The Conference agreed that the harnessing of human resources was an essential part of economic and social development and that adult education had a major role to play in this regard. Education should be an agent of change and transformation. The rapid increase in technological innovation, industrial and agricultural production today required that the working force constantly be retrained and upgraded in all occupations and at all levels. New occupations emerged as old ones disappeared. Retraining of segments of the labour force for new occupations when their jobs become redundant owing, for instance, to changes in industrial processes, was one means of resolving unemployment problems.

42. Vocational training should go further, however, than simply preparing an individual for a productive role. The adult should be able to share in the control of all the processes in which he was involved. The individual's other roles in society – cultural, social, political – should therefore be borne in mind when training programmes were being planned. The object of adult education should be to develop the whole man even when for practical reasons only one skill or highly specialised knowledge had to be imparted.

43. Trade union and occupational training for industry and agriculture was also specifically mentioned as indispensable in any national system of adult education.

Adult education for national development

44. The Conference drew attention to adult education as one of the instruments of nation-building. Especially, but not only, in nations recently emerged from colonial rule adult education could help to induce a sense of national direction and purpose, weld the people together and assist them to participate more actively in public affairs.

45. National development began at the grassroots with subsistence farmers and manual workers. They must be given the tools – the knowledge and skills – with which to improve their living conditions and exert an influence on their neighbourhoods.

Literacy

46. An integral element of all adult education for nation-building was literacy. The Conference unanimously agreed that literacy was the keystone of lifelong learning. The social, economic and cultural progress that had been made by several countries attending the Conference was attributed to the eradication or near-eradication of illiteracy. But literacy was only one crucial step. It was imperative that the acquisition of literacy should lead on to continuing personal development. This laid upon governments the duty to provide extensive post-literacy programmes, conceived within the framework of lifelong educational systems.

47. To be an effective vehicle of development adult education must be based on applied research. And to be successful, research should incorporate findings from such cognate disciplines as sociology and psychology. Applied research must be concerned mainly with: (a) the economic and social benefits to be derived from investments in adult education, (b) teaching methods, (c) adult motivation, particularly in view of the challenge to attract hitherto unreachable adults or to sustain the interest of those already engaged in study, (d) intensive study of the barriers to learning.

C. Adult Education as a Factor in Cultural Development

48. The role of lifelong education as a factor of cultural development was stressed.

49. It was stated that lifelong education and cultural development cannot be separated and that they are two facets of the same problem, i.e. the building up of free men in a changing society.

50. Cultural development was defined as the harnessing of physical and mental resources of man in relation to the needs of personality and of society and was conceived as a continuing process throughout life. The orientations vary according to the criteria laid down by different countries, circles, groups or individuals.

51. There were various ways of achieving such development: the creation of new works, the preservation or the renovation of ancient works, the massive distribution of technical, scientific, artistic and intellectual productions and, above all, the active participation of peoples from all walks of life in these creative activities with the help of intermediaries or mediators emerging from the very socio-cultural groups which they are called upon to stimulate and sensibilise.

52. Thus, while attempting to satisfy the aspirations and the needs of the individuals as well as the exigencies of the economic, social and cultural development of the community, adult education has to perform a function of creation as it must contribute to the aesthetic, moral, social and civic formation of man; it must develop taste, judgement and critical sense, encourage positive attitudes by counteracting cultural expressions, whether indigenous or external, that propagate war, violence, racialism or domination; it must bring to the forefront creative attitudes.

53. This raises a series of most varied and complex technical problems such as the building-up of a suitable infrastructure (cultural centres, libraries, museums, sports clubs, audio-visual centres and so on) which becomes necessary more especially as in industrialised countries the pace of urbanization is growing fast; the training of specialised educators and cultural "animateurs"; the judicious utilization of modern means of mass information; the framing of measures designed to provide the full benefit of adult education programmes and of the organization of leisure to those groups which are relatively segregated in this respect such as aged persons and rural populations.

54. These problems are difficult as they are oriented not towards the production of goods but essentially towards action on persons – here scientific research is lagging behind action which it should precede more than in any other field. Nevertheless they may be solved by a methodical sociological research which should consider itself mainly as a guide and an auxiliary of the ultimate ethical options of cultural development.

D. The Role and Place of Adult Education in Integrated Educational Systems in the Context of Lifelong Education

55. The Conference considered that it was becoming misleading to overplay the distinctiveness of adult education, since education should be conceived as a continuous process relevant to all age groups. However, as one phase of this total process, adult education had traditionally received far less support and attention than the other phases. So long as this imbalance continued, adult education would continue to require special treatment.

56. Education not only embraced all age groups, it should leave the four walls of the traditional schoolroom and enter into society, so that every place where people gathered, worked, ate or played would be a potential learning environment. In the coming years, there would therefore be a growing need to identify and encourage the informal learning that is part and parcel of everyday life.

57. Educational counselling services for adults were referred to as an indispensable part of adult education provision.

Adult education and the school

58. To accomplish their broader aims, the schools needed to take into account the total learning environment. The community milieu more strongly influenced educational achievement than teaching standards, methods or physical facilities. The difference between good homes and bad homes, a stimulating environment and a retarding one, was more decisive than the difference between good and bad schools. The attitudes and actions of parents and other adults should thus be the common concern of school-teachers, administrators and adult educators; to provide parent education was an important function of adult education. But, of course, adult education also depended upon the schools.

59. The sharing of existing resources by adult education and the regular school was a marked trend and the Conference expressed the opinion that educational planners should take into account the specific needs of adult education when planning new schools or other educational institutions. Indeed, this was often the only way in which adult education could adequately be supported. But there were risks to be avoided owing to the traditional dependency on the school system. An integrated approach to adult education therefore must ensure the equal status of adult education. Adult

education must not be absorbed by the school. Its methods were different; educational material intended for children was frequently unsuitable for use by adults.

60. The schools should prepare for lifelong education. They should not be an end in themselves.

61. The Conference emphasised that in fact adult education had much to contribute to the reform of the school system. It could influence the goals and methods currently characteristic of the schools, by for instance, giving adult educators a place in educational policy-making bodies.

62. Teachers at all levels should be able to function as adult educators. Teacher-training colleges and similar institutions should accordingly provide training in adult education methods and techniques and should have proper facilities for this.

III. Summary and main conclusions

Seized of the urgent need to expand educational opportunity within integrated lifelong education systems, the Conference agreed on the following:

Education and human needs

1. Education is both a product of society and an influence shaping it. Changes in society and the developmental objectives of the community therefore entail alterations in the systems of education; conversely, educational goals usually call for social, economic, cultural or political reforms. It is the duty of adult educators to identify and suggest such reforms.

2. No groups or individuals in society should be denied access to adult education. Participation should be as broadly based as possible. This requires that barriers to access should be removed and that the motivation for adults to learn be specially studied. It should be particularly noted that many adults lack the time and resources to participate in education. Paid study leave, day release and security of employment during study leave should therefore be guaranteed through appropriate legislation. Unemployed workers should have the right to occupational training and to be paid during training. Workers' education and trade union and co-operative education should be promoted. The main thrust of adult education in the 1970s in developing programmes should be to meet the educational needs of traditionally underprivileged groups in many societies. Among these can particularly be mentioned unemployed youth, premature school-leavers in developing countries, the rural population of many countries, migrant workers, the aged and the unemployed. Within these groups girls and women are often particularly disadvantaged.

3. If the access to adult education is to be widened, educational counselling services are needed. Adults must become aware of opportunities open to them and be advised on the requirements and consequences of different methods of study and of various programmes.

4. The eradication of illiteracy is a key factor in development. Literacy is a cornerstone of adult education. But it is a means to an end, not an end in itself.

5. Rural development on the scale and at the speed required in most countries calls for extensive adult education provision, especially directed at the subsistence farmer and the landless agricultural worker in conjunction with social and economic reforms. Industrial development too, carries with it a need for adult education programmes to enable the adult to participate in and help direct the scientific and technical changes involved.

6. A study and understanding of environmental issues including erosion, water conservation, pollution and population questions should be a major concern of adult education.

7. Education must be transformed from an essentially formal process into a functional one. Adult education must move out into society, merging with work, leisure and civic pursuits. As expressed at the Latin American Seminar on Adult Education, held in Havana in March 1972, this functional role could be defined in the following way:

8.

> Functional adult education is that which, founded on the relationship between man and work (taking the word work in its broadest sense) and linking the development of the working individual with the general development of the community, reconciles the interest of the individual with those of society. Functional education therefore is that in which the individual fulfils himself within the framework of a society whose structures and whose super structural relations facilitate the full development of human personality. Thus, it helps to produce an individual who is a creator of material and spiritual wealth, while at the same time allowing him unrestricted enjoyment of his creative work. Viewed in this way, functional adult education is, to a great extent, the aspiration of educators throughout the world who are concerned with the effectiveness of their work; its application and efficiency are hampered when there is no mutual relationship of support between the so-called sub-systems of a particular society, whereas they are considerably facilitated when such sub-systems are harmoniously intertwined and lend one another mutual support.

Participation

9. Since the participation of people at the grass-root level is essential, adult learners should play an active part in the planning, management and conduct of their own studies. Adult educators should therefore reach people in their own natural environment, so that these adults may feel secure and be genuinely motivated.

10. In order to make rewarding opportunities available for creative participation by adults in the cultural life of their communities, the cultural dimensions of adult education should receive special attention; adult education and cultural development are interdependent.

11.The conventional teacher-student relationship should become a partnership based on participation and mutual learning in which the application of knowledge and the problem-solving approach is stressed.

The use of the mass media

12. The mass media should be more extensively and expertly used to ensure economic, social and cultural development. In such use the public interest should be placed above commercial or private interests the participation of adult learners at various levels of educational programming in the mass media should be strengthened.

Administration, organization and finance

13. Governments must be committed to adult education and should accord it status equal to that of the formal school system. Member States should therefore substantially increase their budgetary support for adult education. International agencies and organizations such as UNESCO and bilateral agencies of development co-operation should devote a considerably larger proportion of their resources to adult education.

14. The strength of adult education lies in its diversity; adult education functions should be widely diffused throughout society through such institutions and organizations as trade unions, governmental bodies, enterprises, agricultural units and co-operatives. The essential role of voluntary organizations and popular movements in adult education should continue to be recognised by governments. They are often able to reach and involve the educationally underprivileged when statutory bodies cannot do so. Efforts should also be made to ensure collaboration between providing agencies at all levels.

15. In order to facilitate the creation of a functional system of lifelong education, schools should be concerned with the whole community. The school should be viewed as only one of many learning agents. Teaching pupils how to learn should be its chief task.

16. Adult educationalists should be strongly represented on educational policy-making bodies, and teachers at all levels should receive at least some training in adult education methods and techniques.

17. The role of the universities in adult education should be widened. Formal university entrance qualifications based on school examinations should be waived so that mature adults with the requisite knowledge and skills, acquired through mature age entry schemes or in other ways, should have an opportunity for study. Universities should identify and carry out their research and training tasks in relation to the needs of the total society and not only privileged segments.

18. Adequate academic status should be afforded to adult education as a discipline. More professional adult educators must be trained and adult education research intensified. Such research should be problem oriented and multidisciplinary in its approach to international co-operation.

International Co-operation

19. International co-operation and the exchange of ideas in the field of adult education should be encouraged. In this respect, the needs and problems of the Third World should be given major attention. Special note should be taken of the close relation between adult education goals and the promotion of world peace.

20. There should be more regular and formalised consultation and collaboration between the various international agencies and bodies that have programmes of adult education. Regional meetings on adult education should be held, particularly in the Third World.

The Conference, in conclusion, emphasised:

21. Learning is lifelong; the education of adults and of children and youth are inseparable. But to be an effective agent of change, education must engage the active commitment and participation of adults. It should seek to improve living conditions and the general quality of life. Apathy, poverty, disease and hunger are major human evils facing the world today. They can be eradicated only by making people aware of what causes them and how to conquer them. Social improvement and adult education are thus complementary.

22. The widening gap between nations, groups and individuals constitutes the greatest moral challenge of our time. To close the gap is more than a question of social justice. In an era of ever-growing interdependence between countries and of increasing human wants, it is an economic imperative and a pre-condition of world peace.

23. This inequality is due also to the unequal distribution of knowledge. But it cannot be solved simply by enlarging existing educational facilities. Experience shows that the provision of more education in most communities tends to favour most the already well educated; the educationally underprivileged have yet to claim their rights. Adult education is no exception to the rule, for those adults who most need education have been largely neglected – they are the forgotten people.

24. Thus the major task of adult education during the Second Development Decade of the United Nations is to seek out and serve these forgotten people.

Annex 5.
Recommendation on the Development of Adult Education

adopted by the UNESCO General Conference at its 19th session
(Nairobi, 26 November, 1976)

The General Conference of the United Nations Educational, Scientific and Cultural Organization, meeting in Nairobi from 26 October to 30 November 1976, at its 19th session,

Recalling the principles set forth in Articles 26 and 27 of the Universal Declaration of Human Rights, guaranteeing and specifying the right of everyone to education and to participate freely in cultural, artistic and scientific life and the principles set forth in Articles 13 and 15 of the International Covenant on Economic, Social and Cultural Rights,

Considering that education is inseparable from democracy, the abolition of privilege and the promotion within society as a whole of the ideas of autonomy, responsibility and dialogue,

Considering that the access of adults to education, in the context of lifelong education, is a fundamental aspect of the right to education and facilitates the exercise of the right to participate in political, cultural, artistic and scientific life,

Considering that for the full development of the human personality, particularly in view of the rapid pace of scientific, technical, economic and social change, education must be considered on a global basis and as a lifelong process,

Considering that the development of adult education, in the context of lifelong education, is necessary as a means of achieving a more rational and more equitable distribution of educational sources between young people and adults, and between different social groups, and of ensuring better understanding and more effective collaboration between the generations and greater political, social and economic equality between social groups and between the sexes,

Convinced that adult education as an integral part of lifelong education can contribute decisively to economic and cultural development, social progress and world peace as well as to the development of educational systems,

Considering that the experience acquired in adult education must constantly contribute to the renewal of educational methods, as well as to the reform of educational systems as a whole,

Considering the universal concern for literacy as being a crucial factor in political and economic development, in technological progress and in social and cultural change, so that its promotion should therefore form an integral part of any plan for adult education,

Reaffirming that the attainment of this objective entails creating situations in which the adults are able to choose, from among a variety of forms of educational activity the

objectives and content of which have been defined with their collaboration, those forms which meet their needs most closely and are most directly related to their interests,

Bearing in mind the diversity of modes of training and education throughout the world and the special problems peculiar to the countries whose education systems are as yet underdeveloped or insufficiently adapted to national needs,

In order to give effect to the conclusions, declarations and recommendations formulated by the second and third international conferences on adult education (Montreal, 1960; Tokyo, 1972) and, as far as the relevant paragraphs are concerned, by the World Conference of the International Women's Year (Mexico, 1975),

Desirous of making a further contribution to putting into effect the principles set forth in the recommendations addressed by the International Conference on Public Education to the Ministries of Education concerning the access of women to education (Recommendation No. 34, 1952), facilitates for education in rural areas (Recommendation No. 47, 1958), and literacy and adult education (Recommendation No. 58, 1965), in the Declaration adopted at the International Symposium for Literacy in Persepolis (1975) and in the Recommendation concerning Education for International Understanding, Co-operation and Peace, and Education relating to Human Rights and Fundamental Freedoms adopted by the General Conference at its 18th session (1974);

Taking note of the provisions of the Revised Recommendation concerning Technical and Vocational Education adopted by the General Conference at its 18th session (1974) and of Resolution 3.426 adopted at the same session with a view to the adoption of an international instrument concerning action designed to ensure that the people at large have free democratic access to culture and an opportunity to take an active part in the cultural life of society,

Noting further that the International Labour Conference has adopted a number of instruments concerned with various aspects of adult education, and in particular the recommendation on vocational guidance (1949), the recommendation on vocational training in agriculture (1956), as well as the convention and recommendation concerning paid educational leave (1974), and of human resources development (1975),

Having decided, at its 18th session, that adult education would be the subject of a recommendation to Member States,

Adopts this 26th day of November 1976, the present Recommendation.

The General Conference recommends that Member States apply the following provisions by taking whatever legislative or other steps may be required, and in conformity with the constitutional practice of each State, to give effect to the principles set forth in this Recommendation.

The General Conference recommends that Member States bring this Recommendation to the attention of the authorities, department or bodies responsible for adult education and

also of the various organizations carrying out educational work for the benefit of adults, and of trade union organizations, associations, enterprises, and other interested parties.

The General Conference recommends that Member States report to it, at such dates and in such form as shall be determined by it, on the action taken by them in pursuance of this Recommendation.

Definition

1. In this Recommendation:

• the term "adult education" denotes the entire body of organised educational processes, whatever the content, level and method, whether formal or otherwise, whether they prolong or replace initial education in schools, colleges and universities as well as in apprenticeship, whereby persons regarded as adult by the society to which they belong develop their abilities, enrich their knowledge improve their technical or professional qualifications or turn them in a new direction and bring about changes in their attitudes or behaviour in twofold perspective of full personal development and participation in balanced and independent social, economic and cultural development;

• adult education, however, must not be considered as an entity in itself, it is a subdivision, and an integral part of, a global scheme for lifelong education and learning;

• the term "lifelong education and learning", for its part, denotes an overall scheme aimed both at restructuring the existing education system and at developing the entire educational potential outside the education system;

• in such a scheme men and women are the agents of their own education, through continual interaction between their thoughts and actions;

• education and learning, far from being limited to the period of attendance at school, should extend throughout life, include all skills and branches of knowledge, use all possible means, and give the opportunity to all people for full development of the personality;

• the educational and learning processes in which children, young people and adults of all ages are involved in the course of their lives, in whatever form, should be considered as a whole.

Objectives and Strategy

2. Generally speaking, the aims of adult education should be to contribute to:

a) promoting work for peace, international understanding and co-operation;

b) developing a critical understanding of major contemporary problems and social changes and the ability to play an active part in the progress of society with a view to achieving social justice;

c) promoting increased awareness of the relationship between people and their physical and cultural environment and to respect and protect nature, the common heritage and public property;

d) creating an understanding of and respect for the diversity of customs and cultures, on both the national and the international planes;

e) promoting increased awareness of, and giving effect to various forms of communication and solidarity at the family, local, national, regional and international levels;

f) developing the aptitude for acquiring, either individually, in groups or in the context of organised study in educational establishments specially set up for this purpose, new knowledge, qualifications, attitudes or forms of behaviour conducive to the full maturity of the personality;

g) ensuring the individuals' conscious and effective incorporation into working life by providing men and women with an advanced technical and vocational education and developing the ability to create, either individually or in groups, new material goods and new spiritual or aesthetic values;

h) developing the ability to grasp adequately the problems involved in the upbringing of children;

i) developing the attitude for making creative use of leisure and for acquiring any necessary or desired knowledge;

j) developing the necessary discernment in using mass communication media, in particular radio, television, cinema and the press, and interpreting the various messages addressed to modern men and women by society;

k) developing the aptitude for learning to learn.

3. Adult education should be based on the following principles:

a) it should be based on the needs of the participants and make use of their different experiences in the development of adult education; the most educationally under privileged groups should be given the highest priority within a perspective of collective advancement;

b) it should rely on the ability and determination of all human beings to make progress throughout their lives both at the level of their personal development and in relation to their social activity;

c) it should awaken an interest in reading and develop cultural aspirations;

d) it should stimulate and sustain the interest of adult learners, appeal to their experience, strengthen their self-reliance, and enlist their active participation at all stages of the educational process in which they are involved;

e) it should be adapted to the actual conditions of everyday life and work and take into account the personal characteristics of adult learners, their age, family, social, occupational or residential background and the way in which these interrelate;

f) it should seek the participation of individual adults, groups and communities in decision-making at all levels of the learning process; including determination of needs, curriculum development, programme implementation and evaluation and should plan educational activities with a view to the transformation of the working environment and of the life of adults;

g) it should be organized and operated flexibly by taking into account social, cultural, economic and institutional factors of each country and society to which adult learners belong;

h) it should contribute to the economic and social development of the entire community;

i) it should recognize as an integral part of the educational process the forms of collective organization established by adults with a view to solving their day-to-day problems;

j) it should recognize that every adult, by virtue of his or her experience of life, is the vehicle of a culture which enables him or her to play the role of both learner and teacher in the educational process in which he or she participates.

4. Each Member State should:

a) recognise adult education as a necessary and specific component of its education system and as a permanent element in its social, cultural and economic development policy, it should; consequently, promote the creation of structures, the preparation and implementation of programmes and the application of educational methods which meet the needs and aspirations of all categories of adults, without restriction on grounds of sex, race, geographical origin, age, social status, opinion, belief or prior educational standard;

b) recognise that although, in a given situation or for a specific period adult education plays a compensatory role, it is not intended as a substitute for adequate youth education which is a prerequisite for the full success of adult education;

c) in eliminating the isolation of women from adult education, work towards ensuring equality of access and full participation in the entire range of adult education activities, including those which provide training for qualifications leading to activities or responsibilities which have hitherto been reserved for men;

d) take measures with a view to promoting participation in adult education and community development programmes by members of the most underprivileged groups, whether rural or urban, settled or nomadic, and in particular illiterates, young people who have been unable to acquire an adequate standard of general

education or a qualification, migrant workers and refugees, unemployed workers, members of ethnic minorities, persons suffering from a physical or mental handicap, persons experiencing difficulties of social adjustment and those serving prison sentences. In this context, Member States should associate themselves in the search for educational strategies designed to foster more equitable relations among social groups.

5. The place of adult education in each education system should be defined with a view to achieving:

a) a rectification of the main inequalities in access to initial education and training, in particular inequalities based on age, sex, social position or social or geographical origin;

b) the assurance of a scientific basis for lifelong education and learning as well as greater flexibility in the way in which people divide their lives between education and work, and, in particular, providing for the alternation of periods of education and work throughout the life span, and facilitating the integration of continuing education into the activity of work itself;

c) recognition, and increased exploitation, of the actual or potential educational value of the adult's various experiences;

d) easy transfer from one type or level of education to another;

e) greater interaction between the education system and its social, cultural and economic setting;

f) greater efficiency from the point of view of the contribution of educational expenditure to social, cultural and economic development.

Consideration should be given to the need for an adult education component, including literacy, in the framing and execution of any development programme.

The objectives and goals of adult education policy should be incorporated in national development plans; they should be defined in relation to the overall objectives of education policy and of social, cultural and economic development policies.

Adult education and other forms of education, particularly school and higher education and initial vocational training, should be conceived and organised as equally essential components in a co-ordinated but differentiated education system according to the tenets of lifelong education and learning.

8. Measures should be taken to encourage the public authorities, institutions or bodies engaged in education, voluntary associations, workers' and employers' organizations, and those directly participating in adult education, to collaborate in the task of defining further and giving effect to these objectives.

Content of Adult Education

9. Adult education activities, viewed as forming part of lifelong education and learning, have no theoretical boundaries and should meet the particular situations created by the specific needs of development, of participation in community life and of individual self-fulfilment; they cover all aspects of life and all fields of knowledge and are addressed to all people whatever their level of achievement. In defining the content of adult education activities priority should be given to the specific needs of the educationally most underprivileged groups.

10. Civic, political, trade union and co-operative education activities should be aimed particularly towards developing independent and critical judgement and in planting or enhancing the abilities required by each individual in order to cope with changes affecting living and working conditions, by effective participation in the management of social affairs at every level of the decision-making process.

11. While not excluding approaches intended to achieve a short-term solution in a particular situation, technical and vocational education activities should as a general rule emphasise the acquisition of qualifications which are sufficiently broad to allow of subsequent changes of occupation and a critical understanding of the problems of working life. It is necessary to integrate general and civic education with technical and vocational education.

12. Activities designed to promote cultural development and artistic creation should encourage appreciation of existing cultural and artistic values and works and, at the same time, should aim to promote the creation of new values and new works, by releasing the expressive capabilities inherent in each individual or group.

13. Participation in adult education should not be restricted on grounds of sex, race, geographical origin, culture, age, social status, experience, belief and prior educational standard.

14. With regard to women, adult education activities should be integrated as far as possible with the whole contemporary social movement directed towards achieving self-determination for women and enabling them to contribute to the life of society as a collective force, and should thus focus specifically on certain aspects, in particular:

a) the establishment in each society of conditions of equality between men and women;

b) the emancipation of men and women from the preconceived models imposed on them by society in every field in which they carry responsibility;

c) civic, occupational, psychological, cultural and economic autonomy for women as a necessary condition for their existence as complete individuals;

d) knowledge about the status of women, and about women's movements, in various societies, with a view to increased solidarity across frontiers.

15. With regard to settled or nomadic rural populations, adult education activities should be designed in particular to:

   a) enable them to use technical procedures and methods of individual or joint organization likely to improve their standard of living without obliging them to forgo their own values;

   b) put an end to the isolation of individuals or groups;

   c) prepare individuals or groups of individuals who are obliged, despite the efforts made to prevent excessive depopulation of rural areas, to leave agriculture, either to engage in a new occupational activity while remaining in a rural environment, or to leave this environment for a new way of life.

16. With regard to such persons or groups as have remained illiterate or are experiencing difficulty in adjusting to society because of the slenderness of their resources, their limited education or their restricted participation in community life, adult education activities should be designed not only to enable them to acquire basic knowledge (reading, writing, arithmetic, basic understanding of natural and social phenomena), but also to make it easier for them to engage in productive work, to promote their self-awareness and their grasp of the problems of hygiene, health, household management and the upbringing of children, and to enhance their autonomy and increase their participation in community life.

17. With regard to young people who have been unable to acquire an adequate standard of general education or a qualification, adult education activities should, in particular, enable them to acquire additional general education with a view to developing their ability to understand the problems of society and shoulder social responsibilities, and to gaining access to the vocational training and general education which are necessary for the exercise of an occupational activity.

18. If people wish to acquire educational or vocational qualifications which are formally attested by certificates of education or of vocational aptitude and which, for social or economic reasons, they have not been able to obtain earlier, adult education should enable them to obtain the training required for the award of such certificates.

19. With regard to the physically or mentally handicapped, adult education activities should be designed, in particular, to restore or offset the physical or mental capacities which have been impaired or lost as a result of their handicap, and to enable them to ac quire the knowledge and skills and, where necessary, the professional qualifications required for their social life and for the exercise of an occupational activity compatible with their handicap.

20. With regard to migrant workers, refugees, and ethnic minorities, adult education activities should in particular:

   a) enable them to acquire the linguistic and general knowledge as well as the technical or professional qualifications necessary for their temporary or permanent

assimilation in the society of the host country and, where appropriate, their reassimilation in the society of their country of origin;

b) keep them in touch with culture, current developments and social changes in their country of origin.

21. With regard to unemployed persons, including the educated unemployed, adult education activities should be designed, in particular, to adapt or modify their technical or professional qualification with a view to enabling them to find or return to employment and to promote a critical understanding of their socio-economic situation.

22. With regard to ethnic minorities, adult education activities should enable them to express themselves freely, educate themselves and their children in their mother tongues, develop their own cultures and learn languages other than their mother tongues.

23. With regard to the aged, adult education activities should be designed, in particular:

a) to give all a better understanding of contemporary problems and of the younger generation;

b) to help acquire leisure skills, promote health and find increased meaning in life;

c) to provide a grounding in the problems facing retired people and in ways of dealing with such problems, for the benefit of those who are on the point of leaving working life;

d) to enable those who have left working life to retain their physical and intellectual faculties and to continue to participate in community life and also to give them access to fields of knowledge or types of activity which have not been open to them during their working life.

Methods, Means, Research and Evaluation

24. Adult education methods should take account of:

a) incentives and obstacles to participation and learning specially affecting adults;

b) the experience gained by adults in the exercise of their family, social and occupational responsibilities;

c) the family, social or occupational obligations borne by adults and the fatigue and impaired alertness which may result from them;

d) the ability of adults to assume responsibility for their own learning;

e) the cultural and pedagogical level of the teaching personnel available;

f) the psychological characteristics of the learning process;

g) the existence and characteristics of cognitive interests;

h) use of leisure time.

25. Adult education activities should normally be planned and executed on the basis of identified needs, problems, wants and resources, as well as defined objectives. Their impact should be evaluated, and reinforced by whatever follow-up activities may be most appropriate to given conditions.

26. Particular emphasis should be placed on adult education activities intended for an entire social or geographical entity, mobilizing all its inherent energies with a view to the advancement of the group and social progress in a community setting.

27. In order to encourage the broadest possible participation, it may be appropriate in some situations to add, to locally based adult education, methods such as:

   a) remote teaching programmes such as correspondence courses and radio or television broadcasts, the intended recipients of such programmes being invited to form groups with a view to listening or working together (such groups should receive appropriate pedagogical support);

   b) programmes launched by mobile units;

   c) self-teaching programmes;

   d) study circles;

   e) use of voluntary work by teachers, students and other community members.

The various services which public cultural institutions (libraries, museums, record libraries, video-cassette libraries) are able to put at the disposal of adult learners should be developed on a systematic basis, together with new types of institutions specializing in adult education.

28. Participation in an adult education programme should be a voluntary matter. The State and other bodies should strive to promote the desire of individuals and groups for education in the spirit of lifelong education and learning.

29. Relations between the adult learner and the adult educator should be established on a basis of mutual respect and co-operation.

30. Participation in an adult education programme should be subject only to the ability to follow the course of training provided and not to any (upper) age limit or any condition concerning the possession of a diploma or qualification; any aptitude tests on the basis of which a selection might be made if necessary should be adapted to the various categories of candidates taking such tests.

31. It should be possible to acquire and accumulate learning, experiences and qualifications through intermittent participation. Rights and qualifications obtained in this way should be equivalent to those granted by the systems of formalised education or of such character as to allow for continued education within this.

32. The methods used in adult education should not appeal to a competitive spirit but should develop in the adult learners a shared sense of purpose and habits of participation, mutual help, collaboration and team work.

33. Adult education programmes for the improvement of technical or professional qualifications should, as far as possible, be organised during working time and, in the case of seasonal work, during the slack season. This should, as a general rule, be applied also to other for forms of education, in particular literacy programmes and trade union education.

34. The premises necessary for the development of adult education activities should be provided; depending on the case, these may be premises used exclusively for adult education, with or without residential accommodation, or multi-purpose or integrated facilities or premises generally used or capable of being used for other purposes -in particular, clubs, workshops, school university and scientific establishments, social, cultural or socio-cultural centres or open air sites.

35. Member States should actively encourage co-operative research in all aspects of adult education and its objectives. Research programmes should have a practical basis. They should be carried out by universities, adult education bodies and research bodies, adopting an interdisciplinary approach. Measures should be taken with a view to disseminating the experience and the results of the research programmes to those concerned at the national and international levels.

36. Systematic evaluation of adult education activities is necessary to secure optimum results from the resources put into them. For evaluation to be effective it should be built into the programmes of adult education at all levels and stages.

The Structures of Adult Education

37. Member States should endeavour to ensure the establishment and development of a network of bodies meeting the needs of adult education; this network should be sufficiently flexible to meet the various personal and social situations and their evolution.

38. Measures should be taken in order to

a) identify and anticipate educational needs capable of being satisfied through adult education programmes;

b) make full use of existing educational facilities and create such facilities as may be lacking to meet all defined objectives;

c) make the necessary long-term investments for the development of adult education in particular for the professional education of planners, administrators, those who train educators, organizational and training personnel, the preparation of educational strategies and methods suitable for adults, the provision of capital facilities, the production and provision of the necessary basic equipment such as visual aids, apparatus and technical media;

d) encourage exchanges of experience and compile and disseminate statistical and other information on the strategies, structures, content, methods and results, both quantitative and qualitative, of adult education;

e) abolish economic and social obstacles to participation in education, and to systematically bring the nature and form of adult education programmes to the attention of all potential beneficiaries, but especially to the most disadvantaged, by using such means as active canvassing by adult education institutions and voluntary organizations, to inform, counsel and encourage possible and often hesitant participants in adult education.

39. In order to achieve these objectives it will be necessary to mobilise organizations and institutions specifically concerned with adult education, and the full range, both public and private of schools, universities, cultural and scientific establishments, libraries and museums, and, in addition, other institutions not primarily concerned with adult education, such as:

a) mass information bodies the press, radio and television;

b) voluntary associations and consortia;

c) professional, trade union, family and co-operative organizations;

d) families;

e) industrial and commercial firms which may contribute to the training of their employees;

f) educators, technicians or qualified experts working on an individual basis;

g) any persons or groups who are in a position to make a contribution by virtue of their education, training, experience or professional or social activities and are both willing and able to apply the principles set forth in the Preamble and the objectives and strategy outlined in the Recommendation;

h) the adult learners themselves.

40. Member States should encourage schools, vocational education establishments, colleges and institutions of higher education to regard adult education programmes as an integral part of their own activities and to participate in action designed to promote the development of such programmes provided by other institutions, in particular by making available their own teaching staff, conducting research and training the necessary personnel.

Training and status of persons engaged in adult education work

41. It should be recognised that adult education calls for special skills, knowledge, understanding and attitudes on the part of those who are involved in providing it, in whatever capacity and for any purpose. It is desirable therefore that they should be recruited with care according to their particular functions and receive initial and in-

service training for them according to their needs and those of the work in which they are engaged.

42. Measures should be taken to ensure that the various specialists who have a useful contribution to make to the work of adult education take part in those activities, whatever their nature or purpose.

43. In addition to the employment of full-time professional workers, measures should be taken to enlist the support of anyone capable, of making a contribution, regular or occasional, paid or voluntary, to adult education activities, of any kind. Voluntary involvement and participation in all aspects of organizing and teaching are of crucial importance, and people with all kinds of skills are able to contribute to them.

44. Training for adult education should, as far as practicable, include all those aspects of skill. knowledge, understanding and personal attitude which are relevant to the various functions undertaken, taking into account the general background against which adult education takes place. By integrating these aspects with each other, training should itself be a demonstration of sound adult education practice.

45. Conditions of work and remuneration for full-time staff in adult education should be comparable to those of workers in similar posts elsewhere, and those for paid part-time staff should be appropriately regulated, without detriment to their main occupation.

Relations between Adult Education and Youth Education

46. The education of young people should progressively be oriented towards lifelong education and learning, taking into account the experience gained in regard to adult education, with a view to preparing young people, whatever their social origins, to take part in adult education or to contribute to providing it.

To this end, measures should be taken with a view to:

a) making access to all levels of education and training more widely available;

b) removing the barriers between disciplines and also between types and levels of education;

c) modifying school and training syllabuses with the aim of maintaining and stimulating intellectual curiosity, and also placing greater emphasis, alongside the acquisition of knowledge, on the development of self-teaching patterns of behaviour, a critical outlook, a reflective attitude and creative abilities;

d) rendering school institutions of higher education and training establishments increasingly open to their economic and social environment and linking education and work more firmly together;

e) informing young people at school and young people leaving full-time education or initial training of the opportunities offered by adult education;

f) bringing together, where desirable, adults and adolescents in the same training programme;

g) associating youth movements with adult education ventures.

47. In cases where a training course organised as part of adult education leads to the acquisition of a qualification in respect of which a diploma or certificate is awarded when the qualification is acquired through study in school or university, such training should be recognised by the award of a diploma or certificate having equal status. Adult education programmes which do not lead to the acquisition of a qualification similar to those in respect of which a diploma or certificate is awarded should. in appropriate cases, be recognised by an award.

48. Adult education programmes for youth need to be given the highest priority because in most parts of the world the youth form an extremely large segment of society and their education is of the greatest importance for political, economic, social and cultural development of the society in which they live. The programmes of adult education for youth should take account not only of their learning needs, but should enable them to orient themselves for the society of the future.

The relations between adult education and work

49. Having regard to the close connection between guaranteeing the right to education and the right to work, and to the need to promote the participation of all, whether wage-earners or not, in adult education programmes, not only by reducing the constraints to which they are subject but also by providing them with the opportunity of using in their work the knowledge, qualifications or aptitudes which adult education programmes are designed to make available to them, and of finding in work a source of personal fulfilment and advancement, and a stimulus to creative activity in both work and social life, measures should be taken:

a) to ensure that, in the formulation of the curriculum of adult education programmes and activities, the working experience of adults should be taken into account;

b) to improve the organization and conditions of work and, in particular, to alleviate the arduous character of work and reduce and adjust working hours;

c) to promote the granting of educational leave during working time, without loss of remuneration or subject to the payment of compensatory remuneration and payments for the purpose of offsetting the cost of the education received and to use any other appropriate aid to facilitate education or updating during working life;

d) to protect the employment of persons thus assisted;

e) to offer comparable facilities to housewives and other homemakers and to non-wage earners, particularly those of limited means.

50. Member States should encourage or facilitate the inclusion in collective labour agreements of clauses bearing on adult education, and in particular clauses stipulating:

a) the nature of the material possibilities and financial benefits extended to employees, and in particular those employed in sectors where rapid technological change is taking place or those threatened with being laid off, with a view to their participation in adult education programmes;

b) the manner in which technical or professional qualifications acquired through adult education are taken into account in determining the employment category and in establishing the level of remuneration.

51.   Member States should also invite employers:

a) to anticipate and publicise, by level and type of qualification, their skilled manpower requirements and the methods of recruitment which are envisaged to meet such needs;

b) to organise or develop a recruitment system such as will encourage their employees to seek to improve their occupational qualifications.

52. In connection with adult training programmes organised by employers for their staff, Member States should encourage them to ensure that:

a) employees participate in the preparation of the programmes;

b) those taking part in such programmes are chosen in consultation with the workers' representative bodies;

c) participants receive a certificate of training or paper qualification on completion of the programme enabling them to satisfy third parties that they have completed a given course or received a given qualification.

53. Measures should be taken with a view to promoting the participation of adults belonging to labouring, agricultural or craft communities in the implementation of adult education programmes intended for such communities; to this end they should be granted special facilities with the aim of enabling the workers to take those decisions which primarily concern them.

Management, administration, co-ordination and financing of adult education

54. There should be set up, at all levels, international, regional, national and local:

a) structures or procedures for consultation and co-ordination between public authorities which are competent in the field of adult education;

b) structures or procedures for consultation, co-ordination and harmonization between the said public authorities, the representatives of adult learners and the entire range of bodies carrying out adult education programmes or activities designed to promote the development of such programmes.

It should be among the principal functions of these structures, for which resources should be made available, to identify the objectives, to study the obstacles encountered, to propose and, where appropriate, carry out the measures necessary for implementation of the adult education policy and to evaluate the progress made.

55. There should be set up at national level, and, where appropriate, at sub-national level, structures for joint action and co-operation between the public authorities and bodies responsible for adult education on the one hand and the public or private bodies responsible for radio and television on the other.

It should be among the principal functions of these structures to study, propose and, where appropriate, carry out measures designed to:

a) ensure that the mass media make a substantial contribution to leisure-time occupations and to the education of the people;

b) guarantee freedom of expression, through the mass media, for all opinions and trends in the field of adult education;

c) promote the cultural or scientific value and the educational qualities of programmes as a whole;

d) establish a two-way flow of exchanges between those responsible for or those professionally engaged in educational programmes broadcast by radio or television and the persons for whom the programmes are intended.

56. Member States should ensure that the public authorities, while assuming their own specific responsibilities for the development of adult education:

a) encourage, by laying down an appropriate legal and financial framework, the creation and development of adult education associations and consortia on a voluntary and administratively independent basis;

b) provide competent non-governmental bodies participating in adult education programmes, or in action designed to promote such programmes, with technical or financial resources enabling them to carry out their task,

c) see that such non-governmental bodies enjoy the freedom of opinion and the technical and educational autonomy which are necessary in order to give effect to the principles set forth in paragraph 2 above;

d) take appropriate measures to ensure the educational and technical efficiency and quality of programmes or action conducted by bodies in receipt of contributions from public funds.

57. The proportion of public funds, and particularly of public funds earmarked for education, allocated to adult education, should match the importance of such education for social, cultural and economic development, as recognised by each Member State within the framework of this Recommendation. The total allocation of funds to adult education should cover at least:

a) provision of suitable facilities or adaptation of existing facilities;

b) production of all kinds of learning materials;

c) remuneration and further training of educators;

d) research and information expenses;

e) compensation for loss of earnings;

　　f) tuition, and, where necessary and if possible, accommodation and travel costs of trainees.

58. Arrangements should be made to ensure, on a regular basis, the necessary funds for adult education programmes and action designed to promote the development of such programmes; it should be recognised that the public authorities, including local authorities, credit organizations, provident societies and national insurance agencies where they exist, and employers should contribute to these funds to an extent commensurate with their respective responsibilities and resources.

59. The necessary measures should be taken to obtain optimum use of resources made available for adult education. All available resources, both material and human, should be mobilised to this end.

60. For the individual, lack of funds should not be an obstacle to participation in adult education programmes. Member States should ensure that financial assistance for study purposes is available for those who need it to undertake adult education. The participation of members of underprivileged social groups should, as a general rule, be free of charge.

International Co-operation

61. Member States should strengthen their co-operation, whether on a bilateral or multilateral basis, with a view to promoting the development of adult education, the improvement of its content and methods, and efforts to find new educational strategies.

To this end, they should endeavour to incorporate specific clauses bearing on adult education in international agreements concerned with co-operation in the fields of education, science and culture, and to promote the development and strengthening of adult education work in UNESCO.

62. Member States should put their experience with regard to adult education at the disposal of other Member States by providing them with technical assistance and, in appropriate cases, with material or financial assistance. They should systematically support adult education activities conducted in countries so wishing, through UNESCO and through other international organizations, including non-governmental organizations, with a view to social, cultural and economic development in the countries concerned. Care should be taken to ensure that international co-operation does not take the form of a mere transfer of structures, curricula, methods and techniques which have originated elsewhere, but consists rather in promoting and stimulating development within the countries concerned, through the establishment of appropriate institutions and well co-ordinated structures adapted to the particular circumstances of those countries,

63. Measures should be taken at national, regional and international level:

   a) with a view to making regular exchanges of information and documentation on the strategies, structures, content, methods and results of adult education and on relevant research;

   b) with a view to training educators capable of working away from their home country, particularly under bilateral or multilateral technical assistance programmes.

These exchanges should be made on a systematic basis, particularly between countries facing the same problems and so placed as to be capable of applying the same solutions; to this end, meetings should be organised, more especially on a regional or sub-regional basis, with a view to publicizing relevant experiments and studying to what extent they are reproducible; similarly, joint machinery should be set up in order to ensure a better return on the research which is undertaken.

Member States should foster agreements on the preparation and adoption of international standards in important fields, such as the teaching of foreign languages and basic studies, with a view to helping create a universally accepted unit-credit system.

64. Measures should be taken with a view to the optimum dissemination and utilization of audiovisual equipment and materials, as well as educational programmes and the material objects in which they are embodied. In particular, it would be appropriate:

   a) to adapt such dissemination and utilization to the various countries' social needs and conditions, bearing in mind their specific cultural characteristics and level of development;

   b) to remove, as far as possible, the obstacles to such dissemination and utilization resulting from the regulations governing commercial or intellectual property.

65. In order to facilitate international co-operation, Member States should apply to adult education the standards recommended international level, in particular with regard to the presentation of statistical data.

66. Member States should support the action undertaken by UNESCO, as the United Nations Specialised Agency competent in this field, in its efforts to develop adult education, particularly in the fields of training, research and evaluation.

67. Member States should regard adult education as a matter of global and universal concern, and should deal with the practical consequences which arise there from, furthering the establishment of a new international order, to which UNESCO, as an expression of the world community in educational, scientific and cultural matters, is committed.

Annex 6.
Fourth International Conference on Adult Education (1985)

Paris, France 19-29 March, 1985

Final Report

Introduction

1. The Fourth International Conference on Adult Education was convened by the Director-General of UNESCO in pursuance of Resolution 2.1 (para. 2 (c)(i)) adopted by the General Conference at its 22nd session and in accordance with the work plan of the Approved Programme and Budget for 1984-1985 (Document 22 C/5 Approved, para. 02315). The International Conference was held at UNESCO Headquarters in Paris from 19 to 29 March 1985.

2. All Member States and Associate Members of the Organization were invited to send delegates to the Conference.

3. The following States: Djibouti, Solomon Islands, Kiribati, Liechtenstein, Nauru, Tuvalu and Vanuatu, which are not members of UNESCO, as well as the Holy See, were invited to send observers.

4. The following African national liberation movements recognised by the Organization of African Unity were invited to send observers: African National Congress (ANC), Pan Africanist Congress (PAC) and the South-West African People's Organization (SWAPO), as was the Palestine Liberation Organization recognised by the League of Arab States.

5. Invitations to send representatives or observers to the conference were also issued to the organisations of the United Nations system, 34 other intergovernmental organisations, 122 international non-governmental organizations having official relations with UNESCO (categories A, B and C) and 19 other organisations, institutions and foundations.

6. The representatives of 122 Member States took part in the Conference. The Holy See, the following African national liberation movements: African National Congress (ANC), South-West African People's Organization (SWAPO) and the Palestine Liberation Organization sent observers. Representatives or observers were also sent to the Conference by the International Labour Organization (ILO), the United Nations Relief and Works Agency for Palestinian Refugees in the Near East (UNRWA), 12 other intergovernmental organisations, 59 international non-governmental organizations having official relations with UNESCO (categories A, B and C) and two other institutions and foundations. In all, the Conference was attended by 841 participants including 40 ministers or persons of ministerial rank.

Preparation of the Conference

7. The Conference followed the three previous International Conferences on Adult Education held respectively at Elsinore in 1949, Montreal in 1960 and Tokyo in 1972.

In accordance with the work plan adopted by the General Conference at its 22nd session (Document 22 C/5 Approved, para. 02315), the Conference had the following subjects to examine:

- the evolution of adult education since 1972 and its development prospects, inter alia, as a natural extension of literacy training;

- the contribution adult education could make to solving certain major problems in today's world;

- priorities in respect of educational activities aimed at developing the active involvement of adults in economic, social and cultural life;

- forms of international and regional co-operation best suited to promoting adult education.

8. To facilitate the study of these themes, the Secretariat prepared and made available to participants in the Conference the working document entitled 'The Development of Adult Education: Aspects and Trends' (ED-85/CONF.210/3) which contains a summary, on the basis of available data, of the current state of adult education, the trends which have emerged during its development and some of the problems which would seem to require particular attention.

9. The preparation of the Fourth International Conference on Adult Education, undertaken in accordance with the provisions of the work plan set out in the Approved Programme and Budget for 1981-1983 (Document 21 C/5 Approved, paras. 1295-1298), included a series of specially designed activities. Many consultations, taking the form of meetings or surveys, were conducted in all the regions and in certain subregions. Various international non-governmental organizations also contributed to consideration of the current state and needs of adult education and its future. In 1982 information was collected among Member States on the development of adult education and on the follow-up given from 1977 to 1981 to the Recommendation on the Development of Adult Education adopted by the General Conference at its 19th session (Nairobi, 1976). Seventy-six replies from various sources in the Member States were received by the Secretariat. Their detailed analysis formed the basis for the preparation of a synoptic report which was made available to participants in the Conference under the title 'Adult education since the Third International Conference on Adult education (Tokyo, 1972): Round-up of replies to the Survey carried out by UNESCO among National Commissions with a view to Gathering Information on the Development of Adult Education (ED-85 / CONF. 210/4).'

10. The documentation prepared by the Secretariat for the Conference also included the Provisional Agenda (Documents ED-85/CONF. 210/1 and ED-85/CONF. 210/1 Rev.) and the Provisional Rules of Procedure (Document ED-85/CONF. 210/2).

Declaration of the Conference

Recognition of the right to learn is now more than ever a major challenge for humanity.

The right to learn is:

• the right to read and write;

• the right to question and analyse;

• the right to imagine and create;

• the right to read one's own world and to write history;

• the right to have access to educational resources;

• the right to develop individual and collective skills.

The Paris Conference on Adult Education reaffirms the importance of this right.

The right to learn is not a cultural luxury to be saved for some future date.

It is not a right that will come only after the question of survival has been settled.

It is not the next step to be taken once basic needs have been satisfied.

The right to learn is an indispensable tool for the survival of humanity.

If we want the peoples of the world to be self-sufficient in food production and other essential human needs, they must have the right to learn.

If women and men are to enjoy better health, they must have the right to learn.

If we are to avoid war, we must learn to live in peace, and learn to understand one another.

'Learn' is the key word.

There can be no human development without the right to learn.

There will be no breakthroughs in agriculture and industry, no progress in community health, and, indeed, no change in learning conditions without the right to learn.

Without this right there will be no improvements in the standard of living for workers in our cities and villages.

In short, the right to learn is one of the best contributions we can make to solving the crucial problems of humanity today.

But the right to learn is not only an instrument of economic development: it must be recognised as one of the fundamental rights. The act of learning, lying as it does at the heart of all educational activity, changes human beings from objects at the mercy of events to subjects who create their own history.

It is a fundamental human right whose legitimacy is universal: the right to learn cannot be confined to one section of humanity: it must not be the exclusive privilege of men, or of the industrialised countries, or the wealthy classes, or those young people fortunate

enough to receive schooling. The Paris conference calls on all countries to implement this right and to create the necessary conditions for its effective exercise by all, by making available all necessary human and material resources, rethinking education systems along more equitable lines, and, finally, drawing on the resources that have been successfully developed by various communities.

We urge all organizations, both governmental and non-governmental, to work with the United Nations, UNESCO and other Specialised Agencies to promote this right on a world scale.

In spite of the great progress in adult education that has been recorded at consecutive UNESCO conferences, in Elsinore, Montreal, Tokyo and Paris, the chasm has not narrowed between, on the one hand, the scale and complexity of the problems, and, on the other, the ability of individuals and groups to find appropriate solutions.

The Fourth International Conference on Adult Education, meeting at UNESCO Headquarters in March 1985, repeats the appeal made at previous conferences, calling on all countries, despite or indeed because of the scale of contemporary problems, to make a determined and imaginative effort to bring about the intensive and specific development of adult education activities, so that women and men, both individually and collectively, can equip themselves with the educational, cultural, scientific and technological resources necessary for a type of development whose aims, requirements and practical procedures they themselves will have chosen.

This conference recognises and acclaims the energy and the trends in human relations that women and their organizations have contributed. Their specific experiences and methods are central to the fundamental issues on which the future of humanity depends, such as peace and equality between women and men. This being the case, women's participation is essential in the development of adult education and in plans to bring about a more humane society.

Who will decide what humanity will become in the future? This is the question facing all governments, non-governmental organisations, individuals and groups. This, too, is the question facing the women and men who are working in adult education and who seek to enable all people, ranging from individuals to groups to humanity as a whole, to gain control of themselves and of their own destiny.

Report of the Plenary

55. The Conference held nine plenary meetings to consider meetings to consider items 6, 7 and 10 of its agenda.

56. During the plenary meetings from 19 to 22 March it considered items 6 and 7 together. Sixty-nine delegates, together with observers from the Holy See, a national liberation movement, two international inter-governmental organizations and ten international non-governmental organisations, took part in the discussion of these items.

Item 6 of the agenda: Developments in adult education, considered particularly as the extension of literacy activities, since the Tokyo Conference (1972) and the adoption of the Recommendation on the Development of Adult Education (Nairobi, 1976).

57. The participants stressed both the importance they attached to the Conference and its good timing, hoping that it would be another landmark in the development of adult education and contribute, through the exchange of experience it made possible, to further progress in that area.

58. Many delegates also emphasised the key role of UNESCO in the field of adult education, and the place adult education should be given in its programme, some expressing their satisfaction with the support given by UNESCO to their respective countries in that area.

59. It emerged from the discussions that adult education has expanded considerably throughout the world since the Third International Conference on Adult Education organised in Tokyo in 1972, in spite of or perhaps because of the often difficult international situation obtaining over the last few years, in particular the economic crisis which many countries had had to face. Many delegates thought that the progress made in this respect owed much to the stimulus given by the 19th session of the General Conference (1976) in adopting the Recommendation on the Development of Adult Education.

60. It had become apparent that with resources that were often modest and in some cases being reduced – though the situation varied greatly from country to country – a much greater number of adults had been able to take advantage of the educational programmes arranged for them, and such programmes had often been designed for new social groups and categories. There had been an upward trend in the range of activities and in the number and variety of organizations and people of all kinds involved in their elaboration and implementation.

61. In the first place, and at the highest level, national measures of a legal or even constitutional nature taken by certain governments had given adult education a fresh impetus, either by fixing its goals, scope, role and resources or by specifying certain special arrangements. For example, adult education has given a special place in national constitutions or charters, in periodic plans for socio-economic development, in schemes for general reform or in white papers on the education sector. Some countries had also taken steps to harmonise the various laws on education in general or on adult education in particular, and had adopted regulations to encourage participation in adult education through more flexible working hours, the development of paid leave for educational purposes or incentives designed to encourage certain categories of people (civil servants, professional staff, teachers, workers) to attend courses of education while working.

62. There seemed to be a general trend towards a broader definition of adult education and a greater complementarity of its functions, the emphasis frequently being placed

on a particular one, in the light of national situations or options. Though in many cases adult education remained focused on its primary objective of compensating for an inadequate or even non-existent initial education, that form which consisted in steadily raising the level of knowledge in the context of lifelong education and taking account both of advances in theoretical and practical knowledge and of technological and social changes had expanded substantially. Adult education had come to be recognised as necessary for everyone and as a fundamental aspect of the right to education, which was as vital to individual self-fulfilment as to social development and progress. Moreover, the concern for equity which had motivated the promoters of adult education from its earliest days, and the desire to make full use of all the human resources likely to contribute to economic, social and cultural progress were to a very large degree convergent. As many speakers emphasised, adult education had become an integral part of education systems and constituted a vital contribution to the provision of education for all.

63. At the Tokyo Conference, despite the multiplicity of problems and the extreme diversity of situations, a broad consensus had emerged among the Member States regarding the problems then facing adult education and adult educators. Similarly, the period since 1972 seemed to have been characterised, to varying degrees and on a variable scale, by a general convergence in the trends, achievements and preoccupations in the field of adult education reported by the Member States and international non-governmental organizations represented at the Fourth International Conference on Adult Education.

64. The Conference thus noted that, quantitatively speaking, adult education had, on the whole, remained stable or had even developed. Whether in respect of the number of adults enrolled, the variety of programmes, the number and variety of bodies responsible in one capacity or another, and sometimes the magnitude of the efforts made, adult education had continued throughout the world to be prominent among the educational measures taken in the various societies and must now meet three challenges: it must go hand in hand with technological change, serve as a means of eradicating illiteracy and help to solve the major problems of our times.

65. This development is due, at least in part, to the fact that adult education is regarded as one of the pre-conditions necessary in order to cope with the upheavals connected with the rapid advances in science and technology, making it possible to overcome some of their most serious and most harmful effects of mass unemployment, which is rife in many countries. The economic, technological and social changes that have occurred or become more pronounced since the Tokyo Conference thus seem to have led to the outline of a new view of adult education.

66. As scientific and technological development is proceeding at a faster pace than workers can obtain qualifications, one finds for instance that there has been vastly greater recourse in recent years, especially in the highly developed countries (but also

in some developing societies), to different types of vocational training, thus facilitating changes in branches or types of employment and hence facilitating the horizontal and vertical mobility of the labour force. The concern in most cases is not with retraining in the narrow sense but rather with a form of training that takes the human dimension into account, in other words, that does not reduce the persons undergoing training to mere automata. On the contrary, the training is frequently directed at the many and varied facets of the human being, tackling the broadest aspects of the subjects dealt with, concerning for instance the dangers as well as the advantages of certain technological and scientific changes currently being introduced.

67. Similarly, one finds on the whole that, since the Tokyo Conference, there has been a sustained preference for a type of adult education distinguished by a broad range of subject-matter, encompassing not only vocational training but also general education, and for courses preparing people inter alia for civic responsibilities, or relating to cultural development and the wise use of the communication media which are increasingly present in everyday life. A series of subjects considered to be particularly important for adult education programmes concerns major challenges of our times such as the struggle against racism and apartheid, the promotion of human rights and fundamental freedoms, the maintenance and consolidation of peace and the development and preservation of the environment. From a more general standpoint, most of the speakers emphasised the importance of adult education as one of the preconditions for employment and the appreciation of cultural values and as a factor in the all-round development of the personality.

68. It is generally felt in a very large number of Member States, and particularly in the developing countries, that the elimination of illiteracy remains the major educational challenge facing adult education, governments and the peoples of the entire world in the late twentieth century. Illiteracy is a growing obstacle to the realisation of the right to education and to the development of the personality and society. However, while the percentage of illiterates in the adult population is tending to decrease, their absolute number is increasing inexorably. Since the Tokyo Conference, which made the same observation, many literacy activities have been carried out, ranging from projects and programmes whose scope has sometimes been limited through lack of resources but which have proved highly instructive, to a number of large-scale national campaigns which have marked the intervening period by their boldness, their systematic nature and their achievements (several hundred thousand and even, in some cases, several million new literates) or, in the case of recently launched campaigns, their anticipated achievements. A large number of these campaigns have been based on the concept of functional literacy.

69. A number of speakers referred to a problem arising in several highly industrialised countries. It has existed for some time now but has only recently become a subject of general concern, expressed for instance by the European Parliament. It is the problem of relapses into illiteracy, semi-illiteracy and functional illiteracy, noted particularly

among some young people who have received inadequate schooling. One speaker said that it amounted to a dislocation of the social body and to an impasse which was simply indicative of an accumulation of handicaps.

70. The Fourth Conference was obliged to state, like the Tokyo Conference, but certainly more forcefully precisely because of the lessons learned from the various programmes and mass campaigns carried out in the intervening period, that literacy work could not fully bear fruit unless it was followed by varied and sustained efforts to provide post-literacy training. These efforts consolidated newly acquired knowledge and enabled the newly literate to supplement and expand it; if they were not made, the material and human investment required for initial literacy training could be jeopardised or even wasted. Several measures have been taken or are being taken in this connection, sometimes in one and the same country, including the production of reading materials, the establishment or improvement of facilities to encourage reading, out-of-school follow-up at the levels of primary and secondary education, and the organisation of post-literacy courses. It has even been possible, in particular cases, for adults to embark on and continue with education in an out-of-school setting, starting with basic literacy instruction and going all the way to the first level of university education.

71. Far more widespread, however, are the gradual forms of learning which presuppose a complex system of ways in which the learner can follow programmes in formal and non-formal contexts, either as a newly literate who, after out-of-school literacy instruction, goes on to further training in the formal context, or who, as a young school-leaver, continues his or her education in a non-formal context. Again, the learning process may involve the alternation of both these forms of education.

72. The Fourth Conference has thus, for these reasons, emphasised the need for an overall approach to formal education within the framework of the key concept of lifelong education.

73. Admittedly, the tendency to set these two forms of education one against the other, which came into the open in both theoretical and practical terms about ten or 15 years ago, is not entirely unjustified. Perceived by many as an original form of education dissociated from formal education, which has not adopted a new approach, adult education still retains a number of distinguishing features. It represents the need, the attempt to discover and the organization of flexible sequences in education (involving the issue of modules), self-teaching rooted in personal experience (society perceived as a kind of school), and theory based on practical work and on practical achievements.

74. Nevertheless, we no longer seem to be at the stage where formal education and non-formal educational activities were considered as competing with one another, if not in opposition. The formulation of policies and the development of structures that make it possible to overcome this cleavage is one of the main features of the period

that has elapsed since the Tokyo Conference. In certain States, linkages or interconnections have been established between formal and non-formal education at different levels, employing procedures that are in some cases still in the process of elaboration. In other cases, legislation has been passed to make adult education a subsystem of the educational system as a whole. In accordance with the global approach adopted in this respect by the fourth extraordinary session of the General Conference of UNESCO, several countries are today taking action consisting of two closely linked elements, designed to eliminate illiteracy: on the one hand by promoting general access to primary education reforming it, hoping in this way to stem illiteracy at source, and on the other by intensifying efforts to provide non-formal literacy training for young people and adults.

75. In practical terms, a wide variety of activities demonstrating the closer and more systematic interpenetration of the formal system and non-formal programmes have emerged in recent years, both in the industrialised and in the developing countries. In some cases, the activities implemented on a non-formal basis perform a compensatory or remedial function for young or older adults who did not receive an adequate education initially; in other cases, it replaces formal education, which does not cater for sufficient numbers, and thus constitutes a kind of para-educational activity at the primary level but also, and apparently increasingly, at the secondary and even post-secondary levels; sometimes the very criteria applied to enrolment (with regard in particular to the enrolment age) and admission criteria are made more flexible in order to take preliminary non-formal instruction into account. This overlapping between formal and non-formal education courses has given rise to the problem of official recognition of knowledge and skills acquired in the context of non-formal education and of the equivalence of qualifications. In certain countries, both young pupils and adults have been allowed to enter for examinations, no distinction being made between those who have received a formal education, those who have been educated in non-formal schemes, and those who have completed their studies on a completely independent basis, without continuous supervision.

76. This diversification corresponds to a preoccupation that was unanimously expressed by the conference, on the democratization of education, which was concerned to give effect to the equal right of all to education.

77. Adult education has been performing new functions while increased emphasis has been placed on old ones, and one of the most increasingly widely recognised is that of vocational training and retraining. As we have already indicated, in many Member States this has been regarded as an essential function of adult education, a necessary response to the changing job market and to technological changes, especially those linked to the introduction of new technologies, and to the need to increase vocational skills, to facilitate the redeployment of personnel and ensure greater vocational and geographical mobility at a time when the structure of employment is undergoing modifications, a process which in many countries has led to unemployment. The

courses offered on this basis are frequently intended for young adults who have not yet found a job, for members of the working population or for the unemployed. They aim to provide either training in a new subject or skill, further training or retraining. Frequently, care is taken to ensure that this training is not limited to the acquisition of vocational skills, but accompanied by general training that it is often considered important to round out with a view to encouraging the full development of the personality, in all its dimensions. This tendency coincides with a concern to soften the rigid division between general education and technical and vocational education. The place of science teaching in adult education activities has broadened. It is seen as one of the prerequisites for an ability to cope with the transformations resulting from the constantly increasing pervasion of contemporary life by technology.

78. The tendency to develop adults' general knowledge and to raise their cultural level goes hand in hand with a trend apparent in many activities that are designed to encourage much more active participation on the part of adults in cultural promotion work, and indeed in the formulation of cultural policies. In certain countries this trend stems from the concern to strengthen the national cultural identity. Adult education, as certain speakers pointed out, can make a particularly important contribution in this area, due to its essentially popular character and the fact that it is rooted in local realities. The place of cultural activities in adult education has also expanded, particularly in the industrialised countries, with the increase in leisure time. These activities constitute an important part of the courses open to the elderly, which have developed considerably since the Tokyo Conference.

79. Adult education, whose structure and methods have gained a great deal from the new communication and information technologies, has also been given a new task, that of providing training in the use of data and in the interpretation of the increasing volume of messages in a society that has entered a new era as far as the media are concerned. The full importance of cooperation between decision-makers in the fields of education and communication is now plain for all to see.

80. The role played by adult education in civics and preparation for life in society appears to have been gaining increasing recognition. This combines with a tendency to develop humanist and ethical educational contents, in parallel with scientific and technological contents, and the tendency to establish closer links between adult education and various social and vocational activities. At the same time – and particularly following the adoption of the Recommendation concerning education for international understanding, co-operation and peace and education relating to human rights and fundamental freedoms by the General Conference in 1974 – the contribution that can be made by adult education on the one hand to understanding and solving humanity's major problems, and one the other hand to international understanding and co-operation has been perceived with increasing clarity in many countries. A number of delegates stressed the tremendous importance they attached to adult education's contribution to the maintenance and strengthening of peace. Some of them recalled

that the year 1985 marked the fortieth anniversary of the end of the Second World War, and called for an end to the arms race, in space as well.

81. Many obstacles have stood in the way of the even more extensive development of adult education, the most important being the deterioration in the international economic situation since the Tokyo Conference and its effects on many national economies. In some industrialised countries, a reduction in the funds available has made the tasks of adult education considerably more difficult. However, it is mainly in the developing countries that the shortage of material resources is most cruelly felt. In these countries adult education lacks not only financial resources but also important infrastructures (means of transport) and teaching aids (books and periodicals, whose production is complicated by the need for translation in bilingual or multilingual countries).

82. Apart from material constraints, the Conference noted the existence of a number of methodological and structural difficulties. In certain situations, planning and programming give rise to problems, either because the formulation or implementation of plans and programmes has failed to keep pace with the extension and conceptual development of education, which has set adult education in the context of global educational action, or because they have made insufficient allowance for other socio-economic realities (especially the need for a greater correlation between education and work). The training of adult educators, as professionals and voluntary workers, often leaves a good deal to be desired as well, as some literacy instructors, educators and organisers working at various levels have not received adequate training. In this respect it was pointed out that school teachers in primary and secondary education constituted a very useful reserve which could, if the appropriate initial training or retraining were organised, provide a large body of full-time, part-time or temporary adult educators. Several participants stressed the need to define and disseminate both educational methods and curricula intended for adults that take more fully into account than do those currently in use the specific characteristics of adults, providing more interest and motivation for them, and corresponding more closely with adult aspirations, preoccupations and time schedules.

83. During the time that had elapsed since the Tokyo Conference, many factors, as well as a variety of measures taken and changes made to existing structures, had seemed capable of helping to remedy, among other things, the shortcomings referred to above.

84. The fact that many people are involved in adult education has been recognised as one of its most striking features and one of the main reasons for its success. Although, as has been pointed out, adult education is the least institutionalised form of education, it is none the less evident that it has increasing recourse to a wider range of educational or social institutions than any other form of education. Schools, universities, social education centres, co-operatives, business firms (private, self-managed or State), banks, places of worship – those are examples of the types of institutional framework in which adult education develops.

85. Many delegates stressed the role played by the non-governmental organizations. Whether trade unions, women's or youth associations, specialists in various disciplines, political or religious movements, the non-governmental organizations have played an increasingly important part, since the Tokyo Conference, in literacy work and adult education in general, and have given a positive demonstration of their ability to ensure authentic and often massive mobilization, at relatively low cost and to achieve results which are closely adapted to the educational needs of the different sectors of the population.

86. The wide variety of institutions involved in adult education and of their specific contributions has increased the need to establish machinery for consultation and co-ordination. Much of this has been set up or strengthened over the last ten or 15 years, at different levels – provincial and local as well as national, regional and international.

87. This machinery seems to take on special importance at local and provincial levels in many countries which have opted for a decentralised system of adult education. Although decentralization presents certain disadvantages, particularly with regard to standards which it is advisable to unify at national level, these are largely compensated for by the advantages, which consist mainly in encouraging community efforts closely linked with local endogenous development.

88. Another factor that has contributed substantially to the development of adult education, particularly in the form of distance education, is the increasing variety of new education technologies. Radios, television and cable television, sound and videocassettes, individual computers and other uses of computer science, even original ways of using the telephone, these various media, which are often combined in multi-media systems, have made it easier to incorporate in educational processes groups of people and especially individuals whose access to education was previously made difficult by their geographical isolation, the conditions of their working life, or certain handicaps. These media have also facilitated the development of self-learning.

89. The Conference was unanimous in recognising and welcoming the contribution made to adult education since the Tokyo Conference by international cooperation, particularly within the framework of UNESCO's activities. In preparing legislation and other national measures, governments of both industrialised and developing countries have based their efforts, sometimes decisively, on the work and standard-setting instruments developed within UNESCO, particularly the recommendations of the Tokyo Conference and the International Recommendation on the Development of Adult Education adopted in Nairobi in 1976, but also the recommendations of the International Education Conference, the report on the International Commission on the Development of Education and the reports of various meetings and studies.

90. The value of the contribution made to adult education by international co-operation was also stressed in relation to information on innovations, statistics, the development of educational technology, of consultation and co-ordination between the associative

sector and the public authorities and the preparation and implementation of operational projects financed by multilateral and bilateral extra-budgetary resources.

91. The problems relating to the education of the Palestinian people were also discussed and the contribution of UNESCO and UNRWA emphasised. Moreover, several speakers referred to the efforts made in international co-operation since the Tokyo Conference to encourage regional and subregional consultation in respect of functional literacy and adult education, particularly within the Major Project on Education in Latin America and the Caribbean and the Regional Programme for the Eradication of Illiteracy in Africa. The elaboration of the Arab Strategy for the eradication of illiteracy and the debates on adult education at the Fifth Regional Conference of Ministers of Education and Those Responsible for Economic Planning in Asia and the Pacific which has just been held in Bangkok were also mentioned as examples of co-operation. Several delegates offered to make their national experience and certain facilities in their countries available to other Member States through UNESCO, particularly at regional level.

Item 7: The development of adult education as an essential prerequisite for lifelong education and an important factor in the democratization of education – trends and prospects

92. On the whole, speakers were agreed that implementation of the right to education provided the foundation and support for the actual process of the democratization of education, and was a right that should be guaranteed to everybody, including adults of all ages. Adult education for some countries was one of the ways by which it was possible to ensure for adults the full exercise and respect of human rights and the fulfilment of their duties as citizens since it helped to reduce ignorance, which was the greatest barrier to the awareness and enjoyment of those rights and to individual self-fulfilment. It was very often true that only through adult education could a person truly benefit from the right to culture; in some cases it could also facilitate enjoyment of the right to work. One speaker even maintained that the right to learn was not only a fundamental human right but that it had become a key to the survival of the individual and society at a critical time in the history of mankind.

93. Other speakers stressed the difficulties being encountered by many countries in their efforts to offer educational opportunities to all their citizens, both children and adults. Despite their determination to make the right to education a reality, some countries were in fact faced with a number of problems, one being the shortage of resources. These were forcing those countries to make choices and adopt priorities, particularly in adult education, which might at first sight give the impression of limiting enjoyment of the right to education.

94. Many delegates emphasised that adult education, and more particularly the literacy programmes, represented for millions of illiterate people the only opportunity of enjoying their right to education. It was pointed out, for example, that in many developing countries, literacy work continued to constitute the main focus of adult education and was often the only means of providing education and knowledge to large segments of the population who had not been to school. In many industrialised countries, too, it appeared necessary to include literacy activities among the range of educational courses offered to adults. These were mainly for certain illiterate groups from other countries but were also directed at an increasing number of nationals who had not derived sufficient profit from their time at school or who, as the result of many different types of obstacle, had gradually forgotten how to read and write. A number of delegates said that with the introduction of the new technologies, such relapses into illiteracy could well become more frequent in the future.

95. Adult education is therefore playing an important role in a wide range of societies in fostering equal access to education either as the 'only chance' for education or as a 'second chance' for all those who have not been able to complete their schooling in the normal way or benefit from it as they should. Some speakers mentioned the role of adult education as a supplement to formal schooling with the aim of reducing the disparities between urban and rural areas in the availability of education.

96. To prevent a widening of the gap between the favoured and less favoured from the educational and from the social and economic points of view, adult education is increasingly tending to give priority, where resources are limited, to certain groups of people who are at a disadvantage regarding access to education or who are unable to benefit with the same chances of success from the opportunities open to them. These groups have specific educational needs which cannot be satisfied unless certain conditions are met. A great number and variety of measures have been taken to help them and they have sometimes been the subject of 'positive discrimination' or 'affirmative action.'

97. Thus, as an example, a special effort has been made over the last ten years in many literacy campaigns to take account of the particularly high rate of illiteracy among women, education for whom has a multiplier effect because of their family and social role and their potential contribution to development. Women seem to have taken part in these campaigns with remarkable enthusiasm, and in many other adult education programmes they now make up half the participants. However, in the great majority of countries, they still form the overall majority of the illiterate adults. Although some educational programmes have been designed specially for women so as to make it easier for mothers to find employment again when they have had to interrupt their work for a time in order to raise their children, efforts have been made so that such programmes are not too narrow in scope and facilitate the access of women to knowledge in the broad sense.

98. Many delegates gave high priority to certain groups e.g. the inhabitants of rural areas and marginalised urban zones; those living in geographically isolated communities; women; and, above all, unemployed young people. In some countries, special adult education activities are directed at the poorest sections of the population with the aim of promoting their social and economic integration. As recent experience has shown, precisely because they are often on the fringes of society, the poorest of all (who are generally the least educated) may suffer from alienation and be the least likely to make their needs known to the authorities responsible for helping them educationally. Various speakers stressed the need for educators to make an effort to encourage such people to participate in the preparation and implementation of educational activities designed for them. On this subject, one speaker emphasised the value of such a dialogue, which both helped adult education to attain its objectives and the national community to benefit from the culture of minority or marginal groups.

99. Adult education has increasingly aimed at promoting the social integration of the elderly and preventing them from being pushed into the background at the end of their active lives, while at the same time enabling them to continue making whatever experience and original values they may possess available to society as a whole. As described both by their countries of origin and by beneficiary countries, educational programmes for migrant workers and their families pursue three objectives, apparently in an increasingly balanced way. These are the promotion of socio-economic and linguistic adjustment in the host countries, maintenance of the migrants' own culture and language, and facilitating their reintegration on their return to their own countries. Where minority ethnic groups are concerned, some have benefited in the past few years from action to revive the expression and the creativity of cultures that have long been stifled and to bring to the majority groups in the countries concerned the valuable contribution made by those cultures. Other groups for which specific and frequently successful approaches to adult education have been devised include the disabled and refugees.

100. The groups considered as deserving of priority naturally differ from country to country, and as some speakers noted, so do the criteria for designating those groups. These criteria are often based on equity but in some cases they are also based on the numerical size of the groups, or on economic considerations.

101. In the opinion of many delegates, adult education makes a decisive contribution to the democratisation of society by paving the way for greater democratization of education. Very frequently taking the form of 'popular education' or 'social education', adult education contributes in many countries to the teaching of democratic ideas and the shaping of democratic behaviour. Similarly, adult literacy and study programmes frequently have a civics component. In this particular context, some delegates, referring to recent events in their countries, stated that political dictatorships were very much against people being given the opportunity through adult education to acquire

knowledge and exercise their rights, particularly the right to freedom of speech. They pointed out that as soon as democracy had been restored in their countries, formal and non formal education, including adult education, had recovered the support of the authorities and people concerned.

102. Several speakers described some of the pre-conditions for the democratization of education viz. financial support and paid study leave in some Member States; organization of study facilities compatible with working conditions, and the provision of information and guidance services. A number of delegates mentioned in this connection the role of curriculum diversification in meeting the wide range of needs and wishes, and of the participation of those concerned and of the associations to which they belonged in drawing up those curricula. Several delegates said that it was an encouragement for adults to study when their studies were recognised in the education system or for employment purposes. Some speakers felt that the introduction of certificates for certain adult education programmes would help to secure social recognition for adult education, stimulate participation and facilitate transition to other formal and non-formal programmes.

103. Many speakers stressed the place and role of adult education in the process of lifelong education. Adult education was viewed by some delegates as a pre-condition for lifelong education, by others as an integral part of the overall education system, and by others still as a fourth category of education in addition to the three traditional levels, or as a new cross-sectional dimension, and it seems to be very widely recognised as a major or even crucial component of lifelong education. This is demonstrated by the legislation, regulations, or even contractual arrangements adopted by many Member States and, where adult education is primary in the hands of non-governmental organisations, by the increasing support they receive from the educational or political authorities. The traditional concept of education is thus gradually being abandoned in favour of lifelong education extending 'from the cradle to the grave.'

104. Many speeches reviewed progress towards ever-wider recognition of the contribution of adult education to lifelong education and of the ever-closer links between initial and in-service training, reflected above all in their complementarity; the concept of literacy education as the first phase in a learning process; the development of adult education at the secondary and university levels; the increased interlinking of formal and non-formal education; progress towards horizontal and vertical mobility within the education system; diversification of the places where education is provided and of the people providing it, etc. One speaker stressed the usefulness, in the context of lifelong education, of modular forms of training, especially training made up of 'capitalisable units.'

105. In the light of the discussion on this point, it emerged that since the Tokyo Conference, adult education has indeed developed in the direction of lifelong

education, being based on the idea of the lifelong development of the all-round potential of the individual, using all available educational resources and fulfilling the manifold needs of different groups in changing societies. It has thus helped to make the lifelong education approach a reality, encouraging efforts to renew formal education, a necessary precondition if lifelong education is to become fully effective.

Item 10: Measures to improve international and regional co-operation with a view to the advancement of adult education.

106. The Fourth International Conference devoted a major part of its plenary discussions to the examination of agenda item 10 on 'Measures to improve international and regional cooperation with a view to the advancement of adult education.'

107. The Conference was of the opinion that international and regional co-operation had played a major role in diversification of the aims, content and targets of adult education and expansion of its field of action since the Tokyo Conference in 1972 and, more particularly, the implementation of the Recommendation on the development of adult education adopted by the General Conference of UNESCO in Nairobi at its 19th session in 1976. Following the major guidelines in that Recommendation, many countries, often with UNESCO's help, launched literacy campaigns or reinforced their efforts in the field of adult education in general.

108. Many speakers also pointed out that since the Tokyo Conference new dimensions for consideration in international co-operation had been added to the major issues of adult education. Among the priority problems was the occupational training of adults in a world that was undergoing rapid scientific and technological change and that had to cope with the economic crisis afflicting many industrialised countries. The solution to those problems required, inter alia, a type of adult education that would enable a substantial part of the working population to move into new economic activities or more productive technological channels. Another priority area was the mass lifelong education needed to facilitate adaptation to the radical social and cultural transformations characterizing contemporary human society.

109. Considerable efforts had still to be made by the Member States in the form of international cooperation in illiteracy if the developing countries and functional illiteracy in many industrialised countries were to be eradicated. Those two phenomena constituted fundamental obstacles to full civic and social participation and to full access to all the benefits attendant on all round societal development.

110. The representatives of many Member States were of one accord in stressing the fundamental role of international co-operation in the promotion and strengthening of adult education programmes aimed at increasing awareness of the major tasks facing the contemporary world, such as the search for the conditions necessary to durable peace and better international understanding; the establishment of respect

for human rights and, more particularly the right to education; socio-economic development and protection of the quality of the environment.

111. Regarding the spirit of international co-operation in the field of adult education, some delegates said that such co-operation should work towards integrated socio-economic development designed to meet basic needs and should respect the independence of the country concerned, which required that the blind transfer of aims, content and methods often unsuited to the specific needs of that country be avoided. Moreover, international co-operation in that field should not be unidirectional, as both the developing and the industrialised countries had much to gain from the exchange. In fact, as regards problems such as functional illiteracy in the industrialised countries, the developing countries, in view of their efforts in the fight against illiteracy, already had a long experience to share.

112. All speakers recognised that adult education constituted one of UNESCO's priority fields of action and one of those with most to contribute to its international outreach; they all believed that action in this field should be strengthened in the future. Some speakers hoped that the Organization would concentrate its action in this field in order to increase its impact on literacy education, the education of women, the general public and migrant populations and the occupational training of disadvantaged groups. With this in view, a major group of delegates offered to contribute to the co-operative effort, expressing their desire to pool the experience gained.

113.UNESCO should continue to help promote and make available to Member States various types of facilities for adult education at the international and the regional levels. Priority fields of co-operation with Member States and with governmental and non-governmental organizations included the exchange of information and experience, research into and the testing of approaches, content and methods for adult education, personnel training and the development of teaching materials, the development of regional co-operation and the strengthening of the capacities of Member States for planning and managing adult education activities. Lastly, UNESCO's contribution to the co-ordination of multilateral and bilateral-operation in adult education should be continued and expanded.

I. Standard setting aspects

114. The adoption of the 1976 Recommendation and the approach to adult education in the Second Medium-Term Plan (1984-1989) were considered by all the delegates as very favourable to the development of activity in that field. They hoped, however, that more vigorous action would be taken to ensure the continued implementation of the Recommendation.

115. Several delegates thus considered that UNESCO should stimulate the introduction or extension of adult education, particularly through wide circulation of the Recommendation. Others advocated a system of periodic reports to be submitted by

Member States in reply to a questionnaire drawn up by the UNESCO Secretariat concerning the degree of implementation of the Recommendation. The introduction of such a system would enable UNESCO to direct its future activities in that field more effectively and would stimulate widespread exchanges of information about trends in adult education and its problems and development prospects. These reports would certainly gain from an improvement in the gathering of statistical data and in evaluation techniques, for which some speakers requested UNESCO's assistance.

116. Another speaker considered that adults should be guaranteed not only equal access to education but also the effective exercise of that right, and requested UNESCO to collect, study and publish the information existing about setting up such a system of guarantees. Also from a standard-setting viewpoint, one delegate proposed that consideration should be given to a draft declaration on lifelong education, which would enable the concept to be clearly defined.

117. The problem of the interval between each International Conference on Adult Education was mentioned by a number of delegates, several of whom considered that it should be reduced to five years.

II. Exchanges of information and sharing of experience

118. With regard to exchanges of information and the sharing of experience concerning adult education, the conference stressed the need for appropriate and systematic circulation of information on the findings of educational research and experiment, and on experience in training personnel and developing curricula and teaching aids. This was not only to avoid duplication of effort and the waste of scarce resources, but also to make national activities relating to adult education and public information in general more productive by providing fresh sources of inspiration.

119. In this connection, several speakers noted the importance of periodical international and regional meetings at which specialists could compare their experience. In the interests of maintaining a constant flow of up-to-date information, other speakers referred to the need to develop international and regional information networks relating to adult education, particularly those established by UNESCO in order to make known educational innovations. They also spoke of the need to ensure that major developments received wide publicity through abstracts and appropriate periodicals. The discussions highlighted the relevance of setting up data banks on different aspects of adult education that could be consulted on-line by the institutions and individuals concerned. One delegate also suggested that a world directory of institutions involved in adult education should be prepared with UNESCO's assistance.

III. Research, experimentation and evaluation

120. Another aspect mentioned by many delegates, concerning which international co-operation could play an important role, was research and experimentation in regard to adult education. Several speakers drew attention to the advantageous position enjoyed by not only international bodies such as UNESCO but also international and regional governmental and non-governmental organizations in stimulating research and studies in adult education which were too costly to be undertaken by a single country or which, by their very nature, concerned several Member States.

121. In this context, some delegates spoke of the need to carry out comparative research and studies to identify what was common and what was specific to the content and methodology of activities developed in various countries and regions in the struggle against illiteracy and functional illiteracy, in post-literacy work, and in technical and vocational training.

122. Other delegates laid emphasis on the urgent need to conduct research and experimental activities relating to the development of approaches that would make for more effective use of the mass media such as radio and television and also the new technologies, information technology and computer science, of the individual or family level. All of these seemed highly promising for general education and particularly for the distance technical training of adults.

123. Some speakers mentioned the need for international projects, with the assistance of UNESCO, with a view to designing, testing and developing low-cost teaching materials and methods of approach which would encourage the active participation of adults in the teaching and learning process.

124. Several participants also suggested that it was necessary to undertake, within the context of multilateral and bilateral co-operation, research activities focused on the development of appropriate approaches, methods and tools for evaluating the adult education activities undertaken in Member States. On this subject, a number of delegates remarked that one of the most urgent needs was for the development of a conceptual framework for standardizing adult education statistics and appropriate tools for the collection of data.

IV. Content, methods and materials

125. Regarding the content of adult education and the teaching materials used, the participants brought out clearly the fundamental role that could and should be played by international co-operation, and in particular by UNESCO, in facilitating dissemination of the findings of educational research, and the circulation of teaching materials prepared by Member States that addressed not only questions of general interest – the major problems of the contemporary world – but also the more specific but equally crucial problems of technical and vocational training or cultural integration and national policy. Several delegates suggested that the general availability of such

materials would be both enriching and a means of enhancing the efficiency of efforts to develop adult education.

126. In addition, many speakers expressed the view that UNESCO should continue to produce teaching materials for various target groups, in the form of guides, handbooks, modules, audio-visual packages and the like, drawing upon national and regional experience. This could result in a general conspectus of theoretical and practical advances in adult education which could then be rapidly circulated throughout the international community. On this subject, one delegate stressed the importance of facilitating the production of teaching materials in languages other than those in official use at UNESCO.

127. Referring to the difficult financial situation affecting adult education in many countries, several delegates stated that in their view international co-operation should give priority to public and private financial contributions to enable various national experiments to obtain the equipment, technologies and materials (printing equipment, video and computer facilities, paper and so on) without which adult education could not be continued and developed.

V. Training of personnel

128. Most of the speakers considered that the training of the various categories of personnel involved in adult education – teachers, organisers, curriculum development specialists, specialists in mass communication and new information technologies, administrators, etc. – represented an important aspect of international co-operation.

129. In this connection, the organization by UNESCO, with the assistance of other multilateral and bilateral co-operation agencies, of regional, sub-regional and national seminars and further training courses that would develop the training of human resources for adult education in quantitative and qualitative terms, was referred to by some delegates as an essential prerequisite in ensuring the greater efficiency and broader scale of the efforts being made by Member States.

130. Other speakers considered that the training of specialists in curriculum development with the aid of new communication and information media, and the training of teachers in making effective use of these new resources should also take place primarily in the context of international co-operation arrangements.

VI. Regional co-operation

131. Many speakers considered that the regional framework was particularly conducive to the development of co-operation, for communication was easier among neighbouring countries with deep-rooted cultural affinities and similar problems, and hence also co-ordination of their efforts to achieve a common objective. Co-operation of this kind was also considered as a way of affirming regional identity.

132. The Major Project in the Field of Education in Latin America and the Caribbean launched in 1981 provided in the view of the delegates from that region, a very constructive context for the development of horizontal co-operation among neighbouring countries. They therefore hoped that the Member States of that region would continue to assign high priority to national plans of action for the promotion of literacy training and adult education, would consolidate progress achieved in horizontal co-operation and pool their experience with other regions of the world. They also urged UNESCO, especially through its Regional Office, to continue, and extend, its co-operation with the States of the region, strengthening regional coordinating bodies and fostering exchanges with other regions of the world and with institutions involved in different aspects of adult education (research, aid, etc.).

133. Other delegates referred to the activities of ALECSO and ARLO, its specialised literacy training body, in the Arab States. Through regional co-operation, the Arab States were able to accomplish tasks together that some of them would not have been able to carry out alone, in particular the training of personnel and the production of certain teaching aids. The establishment of an Arab Literacy Fund was mentioned as an example of this collective action, and also the satellite broadcasting of programmes. Appreciation was expressed of the role of UNESCO's Regional Office for Education and it was hoped that co-operation would be continued.

134. Some speakers expressed appreciation of UNESCO-sponsored regional co-operation activities in Asia, such as those carried out under APEID or the Regional Co-operative Programme in Higher Education for Development in Asia and the Pacific and the post-literacy activities undertaken by ACCU with the assistance of the Member States and of UNESCO. They hoped that greater importance would be attached to regional co-operation activities in that field in the Organization's programme and budget.

135. Several delegates noted the desirability of continued co-operation between UNESCO and ASFEC and CREFAL with a view to training personnel for positions of responsibility in the areas of literacy work and adult education in the Arab States and in Latin America and the Caribbean. In the same context, other speakers expressed the hope that activities undertaken with UNESCO's assistance under the Regional Programme for the Eradication of Illiteracy in Africa be intensified in the future.

136. On a smaller scale, an example of cross-broader co-operation was described by one speaker as a way of optimizing efforts on behalf of groups of people with similar characteristics but of different nationalities.

VII. Strengthening of the capacity of Member States to plan and manage adult education activities

137. As preliminary to any adult education planning effort, it seemed essential to several delegates that the legal framework for the corresponding activities should be identified at the national level, and, in this regard, an expert opinion could no doubt be useful.

138. Anxious to make the best possible use of available resources and aware of the fact that the better prepared the project and the clearer the framework within which it was set the easier it would be to obtain assistance for it, many speakers also considered that the expert appraisal that could be provided through international co-operation and, more particularly, UNESCO, would be helpful in strengthening the capacity of certain Member States to direct adult education in accordance with intersectoral development objectives, and to plan, programme and manage its activities within the context of lifelong education.

139. Several speakers held the view that research should be undertaken on the planning, management and evaluation techniques to be used, bearing in mind the specificity of adult education, which met the wide range of needs of the various target groups in a variety of ways. Certain speakers regarded this as essential in order to achieve the optimum combination of human, financial and material resources, as these always fell far short of what was required.

VIII. Co-ordinated co-operation and mobilisation of resources

140. Many delegates felt that the host of bodies likely to be involved in co-operation in the field of adult education – specialised United Nations agencies as well as various intergovernmental, governmental and non-governmental organisations and bodies – made the co-ordination of efforts at the international, regional and national levels a pre-condition for more rational measures which would make it possible to improve the quality and impact of adult education.

141. Several delegates made clear, in this context, the central role that UNESCO was called upon to play in the co-ordination of assistance from different multilateral sources and in the mobilisation of human, technical and financial resources for adult education from such sources. For many, this coordination should preferably be effected in a decentralised way – through the regional offices which were more familiar with the situation in the countries of their regions and with their real needs.

142. The mobilisation of resources would, according to one speaker, be particularly useful for the provision of equipment and expendable materials which many countries could not afford to buy abroad, and the lack or shortage of which was an obstacle to the development of educational activities.

143. Given the scale of the needs to be met, one delegate suggested making an appeal to countries with resources and to the multilateral and bilateral cooperation organizations concerned. Another proposed the establishment of an International Literacy Fund which could collect contributions from all sources.

144. As a corollary to its co-ordination tasks, the Conference mentioned the support which UNESCO should offer international and regional non-governmental organisations active in the field of adult education, to help them to act in concert and to place the extensive intellectual resources that they had to offer at the disposal of Member States.

Annex 7.

Fifth International Conference on Adult Education (1997)

Hamburg, Germany, 14-18 July, 1997

Final Report

Introduction

1. The 5th International Conference on Adult Education (CONFINTEA V) was convened by the Director-General of UNESCO in pursuance of Resolutions 1.1 (para 2.A.g) and 1.4 (para 3) adopted by the General Conference at its 28th session of the General Conference of UNESCO and in accordance with the work plan of the Approved Programme and Budget for 1996-1997 (28C/5 Approved, para 1507). At the invitation of the Government of the Federal Republic of Germany, the Conference was held at the Congress Centrum Hamburg from 14 to 18 July 1997. The Conference was organised with the following partners: FAO; ILO; UNAIDS; UNICEF; UNDP; UNFPA; UNHCR; UNIDO; World Bank; WHO; Council of Europe; European Union; OECD.

2. The Conference was attended by a total of 1,507 participants including 41 Ministers 15 Vice-Ministers and 3 Sub-Ministers; 729 representatives from 130 Member States; 2 Associate Members; 2 Non-Member States; 1 Palestine; 14 representatives of Organizations of the UN System, and 21 representatives from Intergovernmental Organizations, 478 NGO representatives; and 237 foundation representatives.

3. The CONFINTEA V was held on the eve of the new millennium and followed the four previous Conferences (Elsinore, 1949; Montreal, 1960; Tokyo, 1972; Paris 1985). A wide range of preparatory activities – five regional consultations (Barcelona, Cairo, Dakar, Jomtien, Brasilia), a questionnaire sent to all Member States and 12 international NGOs and various meetings with different thematic groups – have been carried out in the course of preparing the Conference.

Report of the Conference by the Rapporteur-General

Oral Report Part I

The Free and Hanseatic City of Hamburg, with its tradition of openness, dialogue, creativity and hospitality, provided an exciting and dynamic scene for a wide and multiform exchange on adult learning for the 21st century.

One ambition of this Conference, which has brought together about 1,500 representatives of governments, NGOs and international agencies, was to capture, reflect and promote the multi-layered concept of adult learning to which different actors, the State, the civil society and the private sector and social partners are contributing within a concerted and negotiated framework.

The motto of the Conference, *Adult Learning as a right, a tool, a joy and shared responsibility*, truly reflected the atmosphere which prevailed. CONFINTEA V created the learning environment and practised the learning culture which has always characterised the adult education movements. Inter-learning, co-operation and exchange have taken place, not only in the formal sessions, but also during the multi-varied gatherings, the media events which culminated in the teleconferencing dialogue with India. A moment of learning took place also through the dialogue on the rebuilding and revitalization of two former industrialised cities, Detroit and Windsor. More importantly, a wide range and thorough exchange of experiences in building sustainable gender justice in education and development, formed part of the learning process.

On-going women caucuses, regional and subregional consultations, informal gatherings of all kinds, exhibits of colourful and symbolic art objects, freshly produced books, etc. played a constructive role in the Conference.

A moving homage to two eminent adult educators and world citizens, Dame Nita Barrow and Paulo Freire, provided an inspiring testament to the refreshing and lasting validity of the goals, methods and spirit of adult education.

1. We saw the emergence of a New Vision of Adult Learning: A Call for a Shift

Drawing attention to a politically, economically and socially transformed world, dramatically different from the realities of the Fourth International Conference on Adult Education held in 1985 the key speakers of the Conference called on the gathering to define the new roles of adult education which would take into account changes taking place.

They indicated that the challenges resulting from the ongoing process of globalization, the tension and risk of marginalization that characterise our present time that is pregnant of the hopes and fear of the nascent century, call for new and imaginative solutions. Therefore, the Conference was viewed and lived by many participants as a sounding board to construct a new vision, looking at adult learning as an integral part of a lifelong and life-wide learning process, promoting family and community learning as well as dialogue between cultures, respecting differences and diversity and thereby contributing to a culture of peace. Acknowledging the learners not as objects, but as subjects of their learning processes, adult education should more specifically contribute to:

- the struggle for social and economic development, justice, equality, respect for traditional cultures, and recognition of dignity of every human being through individual empowerment and social transformation;

- addressing human sufferings in all contexts: oppression, poverty, child labour, genocide, denial of learning opportunities based on class, gender, race or ethnicity;

- individual empowerment and social transformation.

A special call was made to the effect that adult education should target the educated powerful elites in society as much as those who are the so-called marginalised and illiterates, since the macro-policies such as globalization and structure adjustment which have affected the human condition so severely, are created today by the educated, the rich and powerful. This new vision of adult education calls for the creation of inclusive learning societies building on all the potential and resources of all the people and the environment.

2. Travelling from CONFINTEA IV to CONFINTEA V

The reports of the various regional consultations showed that while some progress has been made in adult education, the process since CONFINTEA IV (1985) has not been able to stimulate a major shift towards integrating adult education in the overall basic education country policies. The short accounts made, pointed to some trends and more specifically the regions reported in the following manner:

a. The African Region

Since 1985 an increasing number of adult illiterates have benefited from literacy programmes and numerous local initiatives; however, due to rapid population growth the absolute number of illiterates is still increasing.

Africa gives notice of the need to see adult education as a tool for development and indicates the need for politics of inclusion in the global management of information technology and world economies, particularly the debt burden, since the need for rapid modernization is as notable as they might be elsewhere in the world.

However, illiteracy is particularly high and human and financial resources for learning are difficult to mobilise due to civil wars, poverty and structural adjustment programmes. The mobilization of local communities and their commitment to the search for collective solutions to individual problems as well as their demand for more participation and responsibility in fostering sustainable development gives a ray of hope for the future.

The engine of this transformation is to be found in the emergence of an active civil society through associations, NGOs and other socio-professional and cultural movements. In response, African governments have undertaken reforms that seek to emphasise decentralization and grassroots empowerment for more significant participation in the national development.

b. The Asia and Pacific Region

- increasingly, policies and corresponding investments recognise adult education as a means to reach and empower the disadvantaged, to ensure equitable and sustainable development, to harness potentials for national competitiveness and to enhance lifelong learning opportunities;

- the vision and scope of adult education has expanded and created strategies developed as a result of partnership among educational institutions, NGOs, people's organizations, the media and the private sector as a whole;

- innovative models for mobilizing support for mass literacy campaigns and to provide alternative education for the out-of-school children were highlighted;

- greater concern for gender sensitivity, local responsiveness and quality are evident in many functional literacy programmes;

- closer linkages have been forged between education and sustainable development;

- new forms of vocational, technical and workplace education have been initiated.

c. The Latin American and Caribbean Region

There is pervasive evidence of NGO-government partnership in adult education which has led, for example, to innovations in curriculum development. In several countries women are increasingly seen as a priority group in education. However, educational policies do not yet respond to local realities and do not always go beyond conventional models of classroom teaching; building the largely desired multi-sectoral and inter-institutional co-operation has proven to be slow in taking the required foundation.

The region reports a notable increase in the role of the media and the involvement of civil society; a stronger involvement of the government in the field of adult education and the need for revising national educational policies from the perspective of lifelong learning.

One of the strongest recommendations of the region is that adult educators pay attention to the young adults as a key strategy. Latin America and the Caribbean strongly echoed the need for a creative management of the debt burden in favour of crucial programmes such as the programme of adult learning.

d. The European Region

Residual functional illiteracy is also a reality in this region and efforts are being made to monitor and control the circumstances that have brought it about. However, the concern for Europe is to move towards an expanded vision of adult education as an integral part of lifelong learning. There is recognition of the implications for education with regard to the diverse patterns of development in the region. The report put a new emphasis on lifelong learning with the Declaration of 1996 as European Year of Lifelong Learning.

One of the defining features of adult education is the growth outside the formal systems, initiated by a variety of popular movements ranging from trade unions to rural development organizations to temporary movements. Experience in Europe sharpened awareness of the rich diversity which exists not only of structures, but also of content and even of understanding.

The report emphasised the role of education in promoting the concept of active citizenship which comprises the ability to interpret experience, to make individual decisions, to participate in political processes and the fulfilment of individual dignity.

Europe calls for a radical change of attitude on the part of educational institutions and organizations, including the school system, universities, enterprises and all the social partners. An extended form of dialogue between institutions is therefore necessary to allow for mobility between different learning environments and to promote new kinds of learning for the acquisition of new knowledge. A dynamic lifelong learning environment cannot be directed from the top down, but presupposes a high degree of participation from adult citizens.

The region shared the following proposals for action:

• an hour a day of learning to create a culture of a learning society;

• the announcement of a world day of Adult Education.

e. The Arab Region

During the last 12 years the number of literate adults has increased significantly. Today, two third of the adult population of the region are literate. Beyond this general achievement, the literacy rate of women remains still significantly lower than that of men. To continue to correct this imbalance and to intensify the effort is a challenge for the years to come.

In the Arab region, a new trend is taking place where the priority of adult literacy is increasingly seen as an integrated part of the larger objective of education throughout the adult life. The first priority of 3 Rs for all is redefined in the larger version of the 3 Ls (lifelong learning for all).

The Hamburg Declaration on Adult Learning and the Agenda for the Future
Fifth International Conference on Adult Education 14-18 July, 1997

The Hamburg Declaration on Adult Learning

We, the participants in the Fifth International Conference on Adult Education, meeting in the Free and Hanseatic City of Hamburg, reaffirm that only human-centred development and a participatory society based on the full respect of human rights will lead to sustainable and equitable development. The informed and effective participation of men and women in every sphere of life is needed if humanity is to survive and to meet the challenges of the future.

Adult education thus becomes more than a right; it is a key to the 21st century. It is both a consequence of active citizenship and a condition for full participation in society. It is a powerful concept for fostering ecologically sustainable development, for promoting

democracy, justice, gender equity, and scientific, social and economic development, and for building a world in which violent conflict is replaced by dialogue and a culture of peace based on justice. Adult learning can shape identity and give meaning to life. Learning throughout life implies a rethinking of content to reflect such factors as age, gender equality, disability, language, culture and economic disparities.

Adult education denotes the entire body of ongoing learning processes, formal or otherwise, whereby people regarded as adults by the society to which they belong develop their abilities, enrich their knowledge, and improve their technical or professional qualifications or turn them in a new direction to meet their own needs and those of their society. Adult learning encompasses both formal and continuing education, non-formal learning and the spectrum of informal and incidental learning available in a multicultural learning society, where theory- and practice-based approaches are recognised.

Though the content of adult learning and of education for children and adolescents will vary according to the economic, social, environmental and cultural context, and the needs of the people in the societies in which they take place, both are necessary elements of a new vision of education in which learning becomes truly lifelong. The perspective of learning throughout life commands such complementarity and continuity. The potential contribution of adult and continuing education to the creation of an informed and tolerant citizenry, economic and social development, the promotion of literacy, the alleviation of poverty and the preservation of the environment is enormous and should, therefore, be built upon.

The objectives of youth and adult education, viewed as a lifelong process, are to develop the autonomy and the sense of responsibility of people and communities, to reinforce the capacity to deal with the transformations taking place in the economy, in culture and in society as a whole, and to promote coexistence, tolerance and the informed and creative participation of citizens in their communities, in short to enable people and communities to take control of their destiny and society in order to face the challenges ahead. It is essential that approaches to adult learning be based on people's own heritage, culture, values and prior experiences and that the diverse ways in which these approaches are implemented enable and encourage every citizen to be actively involved and to have a voice.

This Conference recognises the diversity of political, economic and social systems and governmental structures among Member States. In accordance with that diversity and to ensure full respect for human rights and fundamental freedoms, this Conference acknowledges that the particular circumstances of Member States will determine the measures governments may introduce to further the spirit of our objectives.

The representatives of governments and organizations participating in the Fifth International Conference on Adult Education have decided to explore together the potential and the future of adult learning, broadly and dynamically conceived within a framework of lifelong learning.

During the present decade, adult learning has undergone substantial changes and experienced enormous growth in scope and scale. In the knowledge-based societies that are emerging around the world, adult and continuing education have become an imperative in the community and at the workplace. New demands from society and working life raise expectations requiring each and every individual to continue renewing knowledge and skills throughout the whole of his or her life. At the heart of this transformation is a new role for the State and the emergence of expanded partnerships devoted to adult learning within civil society. The State remains the essential vehicle for ensuring the right to education for all, particularly for the most vulnerable groups of society, such as minorities and indigenous peoples, and for providing an overall policy framework. Within the new partnership emerging between the public, the private and the community sectors, the role of the State is shifting. It is not only a provider of adult education services but also an adviser, a funder, and a monitoring and evaluation agency. Governments and social partners must take the necessary measures to support individuals in expressing their educational needs and aspirations, and in gaining access to educational opportunities throughout their lives. Within governments, adult education is not confined to ministries of education; all ministries are engaged in promoting adult learning, and interministerial co-operation is essential. Moreover, employers, unions, non-governmental and community organizations, and indigenous people's and women's groups are involved and have a responsibility to interact and create opportunities for lifelong learning, with provision for recognition and accreditation.

Basic education for all means that people, whatever their age, have an opportunity, individually and collectively, to realise their potential. It is not only a right, it is also a duty and a responsibility both to others and to society as a whole. It is essential that the recognition of the right to education throughout life should be accompanied by measures to create the conditions required to exercise this right. The challenges of the 21st century cannot be met by governments, organizations or institutions alone; the energy, imagination and genius of people and their full, free and vigorous participation in every aspect of life are also needed. Youth and adult learning is one of the principal means of significantly increasing creativity and productivity, in the widest sense of those terms, and these in turn are indispensable to meeting the complex and interrelated problems of a world beset by accelerating change and growing complexity and risk.

The new concept of youth and adult education presents a challenge to existing practices because it calls for effective networking within the formal and non-formal systems, and for innovation and more creativity and flexibility. Such challenges should be met by new approaches to adult education within the concept of learning throughout life. Promoting learning, using mass media and local publicity, and offering impartial guidance are responsibilities for governments, social partners and providers. The ultimate goal should be the creation of a learning society committed to social justice and general well-being.

Adult literacy. Literacy, broadly conceived as the basic knowledge and skills needed by all in a rapidly changing world, is a fundamental human right. In every society literacy is a necessary skill in itself and one of the foundations of other life skills. There are millions, the majority of whom are women, who lack opportunities to learn or who have insufficient skills to be able to assert this right. The challenge is to enable them to do so. This will often imply the creation of preconditions for learning through awareness-raising and empowerment. Literacy is also a catalyst for participation in social, cultural, political and economic activities, and for learning throughout life. We therefore commit ourselves to ensuring opportunities for all to acquire and maintain literacy skills, and to create in all Member States a literate environment to support oral culture. The provision of learning opportunities for all, including the unreached and the excluded, is the most urgent concern. The Conference welcomes the initiative for a literacy decade in honour of Paulo Freire, to begin in 1998.

Recognition of the right to education and the right to learn throughout life is more than ever a necessity; it is the right to read and write, the right to question and analyse, the right to have access to resources, and to develop and practise individual and collective skills and competences.

Women's integration and empowerment. Women have a right to equal opportunities; society, in turn, depends on their full contribution in all fields of work and aspects of life. Youth and adult learning policies should be responsive to local cultures and give priority to expanding educational opportunities for all women, while respecting their diversity and eliminating prejudices and stereotypes that both limit their access to youth and adult education and restrict the benefits they derive from them. Any attempts to restrict women's right to literacy, education and training must be considered unacceptable. Practices and measures should be taken to counter them.

Culture of peace and education for citizenship and democracy. One of the foremost challenges of our age is to eliminate the culture of violence and to construct a culture of peace based on justice and tolerance within which dialogue, mutual recognition and negotiation will replace violence, in homes and communities, within nations and between countries.

Diversity and equality. Adult learning should reflect the richness of cultural diversity and respect traditional and indigenous peoples' knowledge and systems of learning; the right to learn in the mother tongue should be respected and implemented. Adult education faces an acute challenge in preserving and documenting the oral wisdom of minority groups, indigenous peoples and nomadic peoples. In turn, intercultural education should encourage learning between and about different cultures in support of peace, human rights and fundamental freedoms, democracy, justice, liberty, coexistence and diversity.

Health. Health is a basic human right. Investments in education are investments in health. Lifelong learning can contribute substantially to the promotion of health and the prevention of disease. Adult education offers significant opportunities to provide relevant, equitable and sustainable access to health knowledge.

Environmental sustainability. Education for environmental sustainability should be a lifelong learning process which recognises that ecological problems exist within a socio-economic, political and cultural context. A sustainable future cannot be achieved without addressing the relationship between environmental problems and current development paradigms. Adult environmental education can play an important role in sensitizing and mobilizing communities and decision-makers towards sustained environmental action.

Indigenous education and culture. Indigenous peoples and nomadic peoples have the right of access to all levels and forms of education provided by the State. However, they are not to be denied the right to enjoy their own culture, or to use their own languages. Education for indigenous peoples and nomadic peoples should be linguistically and culturally appropriate to their needs and should facilitate access to further education and training.

Transformation of the economy. Globalization, changes in production patterns, rising unemployment and the difficulty of ensuring secure livelihoods call for more active labour policies and increased investment in developing the necessary skills to enable men and women to participate in the labour market and income-generating activities.

Access to information. The development of the new information and communication technologies brings with it new risks of social and occupational exclusion for groups of individuals and even businesses which are unable to adapt to this context. One of the roles of adult education in the future should therefore be to limit these risks of exclusion so that the information society does not lose sight of the human dimension.

The ageing population. There are now more older people in the world in relation to the total population than ever before, and the proportion is still rising. These older adults have much to contribute to the development of society. Therefore, it is important that they have the opportunity to learn on equal terms and in appropriate ways. Their skills and abilities should be recognised, valued and made use of.

In line with the Salamanca Statement, integration and access for people with disabilities should be promoted. Disabled persons have the right to equitable learning opportunities which recognise and respond to their educational needs and goals, and in which appropriate learning technology matches their special learning needs.

We must act with the utmost urgency to increase and guarantee national and international investment in youth and adult learning, and the commitment of private and community resources to them. The Agenda for the Future which we have adopted here is designed to achieve this end.

We call upon UNESCO as the United Nations lead agency in the field of education to play the leading role in promoting adult education as an integral part of a system of learning and to mobilise the support of all partners, particularly those within the United Nations system, in order to give priority to implementing the Agenda for the Future and

to facilitating provision of the services needed for reinforcing international co-ordination and co-operation.

We urge UNESCO to encourage Member States to adopt policies and legislation that are favourable to and accommodate people with disabilities in educational programmes, as well as being sensitive to cultural, linguistic, gender and economic diversity.

We solemnly declare that all parties will closely follow up the implementation of this Declaration and the Agenda for the Future, clearly distinguishing their respective responsibilities and complementing and co-operating with one another. We are determined to ensure that lifelong learning will become a more significant reality in the early 21st century. To that end, we commit ourselves to promoting the culture of learning through the "one hour a day for learning" movement and the development of a United Nations Week of Adult Learning.

We, gathered together in Hamburg, convinced of the necessity of adult learning, pledge that all men and women shall be provided with the opportunity to learn throughout their lives. To that end, we will forge extended alliances to mobilise and share resources in order to make adult learning a joy, a tool, a right and a shared responsibility.

The Agenda for the Future

1. This *Agenda for the Future* sets out in detail the new commitment to the development of adult learning called for by the Hamburg Declaration on Adult Learning.

2. The Agenda focuses on common concerns facing humanity on the eve of the 21st century and on the vital role that adult learning has to play in enabling women and men of all ages to face these most urgent challenges with knowledge, courage and creativity.

3. The development of adult learning requires partnership between government departments, intergovernmental and non-governmental organizations, employers and trade unions, universities and research centres, the media, civil and community-level associations, facilitators of adult learning and the adult learners themselves.

4. Profound changes are taking place both globally and locally. They can be seen in a globalization of economic systems, in the rapid development of science and technology, in the age structure and mobility of populations, and in the emergence of an information-based and knowledge-based society. The world is also experiencing major changes in patterns of work and unemployment, a growing ecological crisis, and tensions between social groups based on culture, ethnicity, gender roles, religion and income. These trends are reflected in education, where those responsible for complex education systems are struggling to cope with new opportunities and demands, often with declining resources at their disposal.

5. In the course of the present decade, a series of conferences has focused world attention on key international problems. Beginning with the World Conference on

Education for All: Meeting Basic Learning Needs (Jomtien, Thailand, 1990), they have included the United Nations Conference on Environment and Development (Rio de Janeiro, 1992), the World Conference on Human Rights (Vienna, 1993), the International Conference on Population and Development (Cairo, 1994), the World Summit for Social Development (Copenhagen, 1995), the Fourth World Conference on Women (Beijing, 1995), the United Nations Conference on Human Settlements (Habitat II, Istanbul, 1996) and the most recent, the World Food Summit (Rome, 1996). At all these conferences world leaders looked to education to release the competence and creativity of citizens. Education was seen as a vital element in a strategy to nurture the sustainable development processes.

6. There have been parallel changes in education as well. Since its foundation, UNESCO has played a pioneering role in the conception of adult education as an essential part of any education system and of human-centred development. There are now numerous agencies active in the field, many of which have taken part in the Hamburg conference.

7. The first International Conference on Adult Education (Elsinore, Denmark, 1949) was followed by conferences in Montreal (1960), Tokyo (1972) and Paris (1985). Other important milestones include the 1972 Report of the International Commission on the Development of Education chaired by Edgar Faure, *Learning to Be: The World of Education Today and Tomorrow,* and the influential 1976 UNESCO Recommendation on the Development of Adult Education which set out the vital role of adult education 'as forming part of lifelong education and learning.'

8. During the 12 years that have elapsed since the Paris Declaration, humanity has been affected by profound changes resulting from the processes of globalization and technological advance, together with a new international order, all of which have led to far-reaching transformations in the political, cultural and economic fields.

9. A quarter of a century after *Learning to Be*, the International Commission on Education for the Twenty-first Century, chaired by Jacques Delors, said that,

> The concept of learning throughout life is the key that gives access to the 21st century. It goes beyond the traditional distinctions between initial and continuing education. It links up with another concept, that of the learning society, in which everything affords an opportunity for learning and fulfilling one's potential.

The Commission's report, *Learning: The Treasure Within*, emphasised the importance of the four pillars of education: learning to know, learning to do, learning to live together and learning to be. As indicated in the Hamburg Declaration, adult learning has grown in depth and scale, and has become an imperative at the workplace, in the home and in the community, as men and women struggle to create new realities at every stage of

life. Adult education plays an essential and distinct role in equipping women and men to respond productively to the constantly changing world and in providing learning which acknowledges the rights and responsibilities of the adult and the community.

10.   In Hamburg the broad and complex spectrum of adult learning was considered under ten thematic headings:

- *Adult learning and democracy: the challenges of the 21st century;*
- *Improving the conditions and quality of adult learning;*
- *Ensuring the universal right to literacy and basic education;*
- *Adult learning, gender equality and equity, and the empowerment of women;*
- *Adult learning and the changing world of work;*
- *Adult learning in relation to environment, health and population;*
- *Adult learning, culture, media and new information technologies;*
- *Adult learning for all: the rights and aspirations of different groups;*
- *The economics of adult learning;*
- *Enhancing international co-operation and solidarity.*

Theme 1: Adult learning and democracy: the challenges of the 21st century

11. *The challenges of the 21st century require the creativity and competence of citizens of all ages in alleviating poverty, consolidating democratic processes, strengthening and protecting human rights, promoting a culture of peace, encouraging active citizenship, strengthening the role of civil society, ensuring gender equality and equity, enhancing the empowerment of women, recognizing cultural diversity (including the use of language, and promoting justice and equality for minorities and indigenous peoples) and a new partnership between State and civil society. Indeed, to reinforce democracy, it is essential to strengthen learning environments, to reinforce the participation of citizens, and to create contexts where the productivity of people will be enhanced and where a culture of equity and peace can take root.*

We commit ourselves to:

12. **Creating greater community participation:**

a) by promoting active citizenship and improving participatory democracy in order to create learning communities;

b) by encouraging and developing leadership capabilities among the adult population and especially among women, enabling them to participate in institutions of the State, the market and civil society.

13. **Raising awareness about prejudice and discrimination in society:**

a) by ensuring the legitimate right of people to self-determination and to the free exercise of their way of life;

b) by taking measures to eliminate discrimination in education at all levels based on gender, race, language, religion, national or ethnic origin, disability, or any other form of discrimination;

c) by developing education programmes that enable men and women to understand gender relations and human sexuality in all their dimensions;

d) by recognizing and affirming the rights to education of women, of indigenous peoples and nomadic peoples, and of minorities by ensuring equitable representation in decision-making processes and provision, and by supporting the publication of local and indigenous learning materials;

e) by recognizing that all indigenous peoples and nomadic peoples have the right of access to all levels and forms of State education, and the right to enjoy their own cultures and to use their own languages. Their education should be linguistically and culturally appropriate to their needs and should facilitate access to further education and training by working together, and learning to respect and appreciate each other's differences in order to ensure a shared future for all members of society.

14. **Encouraging greater recognition, participation and accountability of non-governmental organizations and local community groups:**

a) by recognizing the role non-governmental organizations play in awareness-raising and empowerment of people, which are of vital importance for democracy, peace and development;

b) by recognizing and appropriately funding the growing role of non-governmental organizations and local community groups in providing educational opportunities for adults in all sectors, in reaching the most needy and in contributing to an active civil society.

15. **Promoting a culture of peace, intercultural dialogue and human rights:**

a) by enabling citizens to approach conflicts in an empathic, non-violent and creative manner, with peace education for all, peace journalism and peace culture as important components;

b) by strengthening the educational dimensions of human rights activities in formal and non-formal adult learning provisions at community, national, regional and global levels.

Theme 2: Improving the conditions and quality of adult learning

16. *While there is a growing demand for adult education and an explosion of information, the disparities between those who have access and those who do not*

are also growing. There is therefore a need to counter this polarity, which reinforces existing inequalities, by creating adult learning structures and lifelong learning environments that can help to correct the prevalent trend. How can the conditions of adult learning be improved? How can we overcome inadequacies in its provision? What kind of measures and reforms should be undertaken in order to achieve greater accessibility, relevance, quality, respect for diversity and recognition of prior learning?

We commit ourselves to:

17. **Creating conditions for the expression of people's demand for learning:**

    a) by adopting legislation and other appropriate means recognizing the right to learn of all adults, proposing an enlarged vision of adult learning and facilitating co-ordination between agencies;

    b) by facilitating the expression of the learning demand of people within their own culture and language;

    c) by creating public information and counselling services and developing methods for the recognition of experiential and prior learning;

    d) by developing strategies to extend the benefits of adult learning to those currently excluded and to help adults make informed choices concerning the learning routes best suited to their aspirations;

    e) by promoting a culture of learning through the 'one hour a day for learning' movement;

    f) by underlining the importance of observing International Women's Day (8 March) and International Literacy Day (8 September) and of using the International Literacy Prizes for the promotion of adult learning, and by developing a United Nations Week of Adult Learning.

18. **Ensuring accessibility and quality:**

    a) by adopting legislation, policies and co-operation mechanisms with all partners to make access easier, to facilitate the participation of adults in formal education and education at the workplace and in the community, and to support and extend programmes for rural and isolated areas;

    b) by developing a comprehensive policy, taking into account the critical role of the learning environment;

    c) by improving the quality and ensuring the relevance of adult education through the participation of learners in designing programmes;

    d) by facilitating co-operation among adult learning initiatives related to different institutions and sectors of activity.

19. **Opening schools, colleges and universities to adult learners:**

    a) by requiring institutions of formal education from primary level onwards to be prepared to open their doors to adult learners, both women and men, adapting their programmes and learning conditions to meet their needs;

b) by developing coherent mechanisms to recognise the outcomes of learning undertaken in different contexts, and to ensure that credit is transferable within and between institutions, sectors and States;

c) by establishing joint university/community research and training partnerships, and by bringing the services of universities to outside groups;

d) by carrying out interdisciplinary research in all aspects of adult education and learning with the participation of adult learners themselves;

e) by creating opportunities for adult learning in flexible, open and creative ways, taking into account the specificities of women's and men's lives;

f) by providing systematic continuing education for adult educators;

g) by calling upon the World Conference on Higher Education (Paris, 1998) to promote the transformation of post-secondary institutions into lifelong learning institutions, and to define the role of universities accordingly.

20. **Improving the conditions for the professional development of adult educators and facilitators**

a) by elaborating policies and taking measures for better recruitment, initial training and in-service training, working conditions and remuneration of the personnel engaged in youth and adult education programmes and activities in order to ensure their quality and sustainability, including the contents and methodology of training;

b) by developing in the area of continuing education innovative methods of teaching and learning, including interactive technologies and inductive methods involving close co-ordination between working experience and training;

c) by promoting information and documentation services, ensuring general access and reflecting cultural diversity.

21. **Improving the relevance of initial education within a lifelong learning perspective:**

• by eliminating barriers between non-formal and formal education, and ensuring that young adults have opportunities to pursue their education beyond their initial formal schooling.

22. **Promoting policy-driven and action-oriented research and studies on adult learning:**

a) by promoting national and cross-national studies on learners, teachers, programmes, methods and institutions of adult education, and supporting the evaluation of adult education provision and participation, especially in relation to the needs of all groups of society;

b) by regularly providing UNESCO and other multilateral agencies with adult education indicators and monitoring the whole spectrum of adult education and participation, calling upon UNESCO to support Member States in such activities;

c) by developing an enhanced capacity for research and knowledge dissemination by encouraging national and international exchanges of information, innovative models and best practices.

23. **Recognizing the new role of the State and social partners:**

a) by ensuring that all partners recognise their mutual responsibility for establishing supportive statutory frameworks, for ensuring accessibility and equity, for setting up monitoring and coordination mechanisms, and for providing professional back-up for policy-makers, researchers and learners through networking resources;

b) by creating the necessary financial, administrative and management support, by reinforcing mechanisms for intersectoral and interdepartmental linkages, and by ensuring the participation of civil society organizations to complement the response of governments, providing them with appropriate funding to support their activities;

c) by calling upon UNESCO to continue its policy of building partnerships among all actors in the field of adult education.

Theme 3: Ensuring the universal right to literacy and basic education

24. *Today, there are nearly 1,000 million people who have not acquired literacy skills and there are millions who have been unable to sustain them, even within the most prosperous countries. Everywhere in the world, literacy should be a gateway to fuller participation in social, cultural, political and economic life. Literacy must be relevant to people's socio-economic and cultural contexts. Literacy enables individuals to function effectively in their societies and to fashion and shape them. It is a process in which communities effect their own cultural and social transformations. It must address the needs of both women and men, to enable them to understand the interconnections between personal, local and global realities.*

We commit ourselves to:

25. **Linking literacy to the social, cultural and economic development aspirations of learners:**

a) by emphasizing the importance of literacy for human rights, participatory citizenship, social, political and economic equity, and cultural identity;

b) by reducing the female illiteracy rate by the year 2000 to at least half of the 1990 levels, with emphasis on rural, migrant, refugee and displaced persons, indigenous peoples, minorities, women, and women with disabilities;

c) by encouraging the creative uses of literacy;

d) by replacing the narrow vision of literacy by learning that meets social, economic and political needs and gives expression to a new form of citizenship;

e) by integrating literacy and other forms of learning and basic skills into all appropriate development projects, particularly those related to health and the

environment, and by encouraging grass-roots organizations and social movements to promote their own learning and development initiatives;

f) by launching the Paulo Freire African Decade on Literacy for All beginning in 1998 in order to create literate societies responsive to the different cultural traditions. To that end, special funds should be created by both public and private sources.

26. **Improving the quality of literacy programmes by building links with traditional and minority knowledge and cultures:**

a) by improving the learning process through learner-centred strategies; sensitivity to diversity of languages and cultures; the involvement of learners in materials development; intergenerational learning processes; and the use of local languages, indigenous knowledge and appropriate technologies;

b) by improving the quality and effectiveness of literacy programmes through stronger links with other fields, such as health, justice, urban and rural development; basic and applied research; evaluation and assessment; the use of appropriate technologies to support both teacher and learner; collection and dissemination of best practices; effective communication of research results to literacy researchers, educators and policy-makers; and the use of existing and/or new literacy resource centres;

c) by improving the training of literacy personnel through increased attention to the personal achievement, working conditions and professional status of literacy educators; ongoing support for personal development; improved awareness and communications within the literacy community; and special attention to the qualification of women who, in many settings, form the majority of adult educators;

d) by designing an international programme for the development of literacy monitoring and evaluation systems and of feedback systems that promote local input and participation by the community in the improvement of the programme at the international, regional and national levels, and by establishing a worldwide information base for promoting policies and management and for improving the quality, efficiency and sustainability of such efforts;

e) by increasing public awareness and support for literacy, paying more attention to the obstacles to literacy for all, and developing better understanding of how literacy is embedded in social practice;

f) by mobilizing sufficient financial and human resources through a strong financial commitment to the advancement of literacy by intergovernmental organizations, bilateral agencies, and national, regional and local governments, as well as partnerships involving formal and non-formal education institutions, volunteers, non-governmental organizations and the private sector;

g) by ensuring the use of traditional media and modern technologies for literacy in both industrialised and developing countries.

27. **Enriching the literacy environment:**

   a) by enhancing the use and retention of literacy through the production and dissemination of locally relevant, gender-sensitive and learner-generated print materials;

   b) by collaborating actively with producers and publishers so that they adapt existing texts and materials to make them accessible and comprehensible to new readers (e.g. the press, legal documents, fiction, etc.);

   c) by creating networks for the exchange and distribution of locally produced texts that directly reflect the knowledge and practices of communities.

Theme 4: Adult learning, gender equality and equity, and the empowerment of women

28. *Equal opportunity in all aspects of education is essential to enable women of all ages to make their full contribution to society and to the resolution of the multiple problems confronting humanity. When women are caught in a situation of social isolation and lack of access to knowledge and information, they are alienated from decision-making processes within the family, community and society in general, and have little control over their bodies and lives. For poor women, the sheer business of survival becomes an obstacle to education. Educational processes should therefore address the constraints that prevent women's access to intellectual resources and empower women to become fully active as partners in social transformation. The message of equality and equal access must not be limited to programmes intended for women. Education should ensure that women become aware of the need to organise as women in order to change the situation and to build their capacities so that they can gain access to formal power structures and decision-making processes in both private and public spheres.*

   We commit ourselves to:

29. **Promoting the empowerment of women and gender equity through adult learning:**

a) by recognizing and correcting the continued marginalization and denial of access and of equal opportunities for quality education that girls and women are still facing at all levels;

b) by ensuring that all women and men are provided with the necessary education to meet their basic needs and to exercise their human rights;

c) by raising the consciousness of girls and boys, women and men concerning gender inequalities and the need to change these unequal relations;

d) by eliminating gender disparities in access to all areas and levels of education;

e) by ensuring that policies and practices comply with the principle of equitable representation of both sexes, especially at the managerial and decision-making level of educational programmes;

f) by combating domestic and sexual violence through providing appropriate education for men and supplying information and counselling to increase women's ability to protect themselves from such violence;

g) by removing barriers to access to formal and non-formal education in the case of pregnant adolescents and young mothers;

h) by promoting a gender-sensitive participatory pedagogy which acknowledges the daily life experience of women and recognises both cognitive and affective outcomes;

i) by educating men and women to acknowledge the serious and adverse impacts of globalization and structural adjustment policies in all parts of the world, especially upon women;

j) by taking adequate legislative, financial and economic measures and by implementing social policies to ensure women's successful participation in adult education through the removal of obstacles and the provision of supportive learning environments;

k) by educating women and men in such a way as to promote the sharing of multiple workloads and responsibilities;

l) by encouraging women to organise as women to promote a collective identity and to create women's organizations to bring about change;

m) by promoting women's participation in decision-making processes and in formal structures.

Theme 5: Adult learning and the changing world of work

30. *The changing world of work is a multifaceted issue of enormous concern and relevance to adult learning. Globalization and new technologies are having a powerful and growing impact on all dimensions of the individual and collective lives of women and men. There is increasing concern about the precariousness of employment and the rise of unemployment. In developing countries, the concern is not simply one of employment but also of ensuring secure livelihoods for all. The improvement needed in terms of production and distribution in industry, agriculture and services requires increased competences, the development of new skills and the capacity to adapt productively to the continuously changing demands of employment throughout working life. The right to work, the opportunity for employment and the responsibility to contribute, at all ages of life, to the development and well-being of one's society are issues which adult learning must address.*

We commit ourselves to:

31. **Promoting the right to work and the right to work-related adult learning:**

a) by recognizing the right to work and to a sustainable livelihood for all and by fostering, through new solidarities, the diversification of models of employment and recognised productive activities;

b) by ensuring that work-related adult education provides the specific competences and skills for entry into the labour market and occupational mobility, and improves the ability of individuals to take part in diversified models of employment;

c) by promoting partnerships between employers and employees;

d) by ensuring that knowledge and skills informally acquired are fully recognised;

e) by emphasizing the powerful role of vocational adult education in the lifelong learning process;

f) by integrating in informal and non-formal adult education processes an analytical and critical perspective in relation to the economic world and its functioning.

32. **Ensuring access to work-related adult learning for different target groups:**

a) by encouraging employers to support and promote workplace literacy;

b) by ensuring that work-related adult education policies address the needs of self-employed workers and workers in the informal economy and facilitate access for women and migrant workers to training in non-traditional jobs and sectors;

c) by making sure that work-related adult education programmes consider gender equality, age and cultural differences, safety in the workplace and concerns for workers' health, protection against unfair treatment and harassment, as well as the preservation of the environment and the proper management of natural resources;

d) by enriching the learning environment at the workplace and offering flexible individual and collective learning activities and relevant services for workers.

33. **Diversifying the contents of work-related adult learning:**

a) by addressing the issues inherent in agriculture, natural resource management and food security;

b) by including elements relating to agricultural extension services, citizens' rights, organization-building, natural resource management, food security and reproductive health education;

c) by stimulating entrepreneurship through adult education;

d) by promoting gender-sensitive approaches within extension services, answering the needs of women in agriculture, industry and services, and enhancing their capacity to disseminate knowledge on all these fields and issues.

Theme 6: Adult learning in relation to environment, health and population

34. *Environment, health, population, nutrition and food security are intricately linked to one another in sustaining development. Each is a complex issue. Caring for the environment by controlling pollution, preventing soil erosion and prudently managing natural resources has a direct impact on the population's health, nutrition and wellbeing which, in turn, have implications for population growth and the availability of food. These issues are part of the wider quest for sustainable development, which cannot be attained without a strong emphasis in education on family issues, the reproductive life cycle and population issues such as ageing, migration, urbanization, and intergenerational and family relations.*

We commit ourselves to:

35. **Promoting the competence and involvement of civil society in dealing with environmental and development problems:**

a) by making use of adult education activities in order to increase the capacity of citizens from different sectors of society to take innovative initiatives and to develop programmes based on ecologically and socially sustainable development;

b) by supporting and implementing adult education programmes designed to give people the chance to learn and interact with decision-makers on environmental and development issues, in particular on the need for changes in production and consumption patterns;

c) by integrating indigenous and traditional knowledge of the interaction between human beings and nature into adult learning programmes, and by recognizing that minority and indigenous communities have special authority and competence in protecting their own environment;

d) by ensuring the accountability of decision-makers in the context of policies relating to the environment, population and development;

e) by integrating environmental and development issues into all sectors of adult learning and developing an ecological approach to lifelong learning.

36. **Promoting adult learning on population-related issues and family life:** by enabling people to exercise their human rights, including reproductive and sexual health rights, and to develop responsible and caring attitudes.

37. **Recognizing the decisive role of population education and health promotion in preserving and improving the health of communities and individuals:**

a) by developing and reinforcing participatory health education and promotion programmes aimed at empowering people to create healthier environments and to engage in advocacy for improved and accessible health services;

b) by providing access to education which enables reproductive choices that empower women to overcome barriers preventing them from full and equal participation in personal, social and economic development opportunities;

c) by developing health-related learning content, including AIDS and other disease prevention, nutrition, sanitation and mental health;

d) by using adult learning approaches to enrich education-information-communication strategies and to provide opportunities for people to apply their own experience and knowledge in making diagnoses and choosing possible lines of action.

38. **Ensuring cultural and gender-specific learning programmes:**

a) by extending health education for women and men in order to share responsibilities and to broaden concerns relating to reproductive health and child care;

b) by eliminating cultural practices which are harmful and inhumane, and which result in the violation of women's sexual and reproductive rights.

Theme 7: Adult learning, culture, media and new information technologies

39. Adult learning provides an essential opportunity for adult learners to participate in all cultural institutions, mass media and new technologies in order to establish effective interactive communication and to build understanding and co-operation between peoples and cultures. Respect for individuals, their cultures and their communities is the foundation for dialogue and confidence-building, as well as relevant and sustainable learning and training. Efforts need to be made to ensure greater access to and participation in the means of communication for all cultures and social groups so that all may share their special visions, cultural artefacts and ways of life and not merely receive the messages of other cultures.

We commit ourselves to:

40. **Developing greater synergy between the media, the new information technologies and adult learning:**

a) by contributing to reinforcing the educational function of the media;

b) by making the media more receptive to adult learning and by encouraging wider participation in the development and evaluation of the media;

c) by recognizing that the media have a key role in access to adult learning opportunities for groups excluded from such opportunities, through promotional campaigns to foster participation;

d) by reviewing the development and dissemination of new technologies from a regional, local and cultural perspective, taking into account the uneven development of infrastructures and availability of equipment;

e) by ensuring equal access to and sustainability of open and distance learning systems, the media, and the new information and communication technologies, and by using new technologies to explore alternative ways of learning;

f) by promoting media education and media content that will help users to develop critical and discerning attitudes towards the media;

g) by providing training for educators and cultural workers to encourage the development and application of appropriate resources for adult learning;

h) by promoting the distribution of learning materials at all levels, both regionally and worldwide.

41. **Promoting fair use of intellectual property:** by revising copyright and patenting regulations to promote the distribution of learning materials while preserving the rights of authors.

42. **Strengthening libraries and cultural institutions:**

a) by continuing to fund museums, libraries, theatres, ecological parks and other cultural institutions, and by recognizing these cultural institutions as adult learning centres and resources;

b) by promoting the conservation and use of the cultural heritage as a lifelong learning resource and by supporting the development of methods and techniques for strengthening heritage and cultural learning.

Theme 8: Adult learning for all – the rights and aspirations of different groups

43. The right to education is a universal right of all people. While there is agreement that adult learning must be accessible to all, the reality is that many groups are still excluded, such as the aged, migrants, gypsies and other non-territorial and/or nomadic peoples, refugees, disabled people and prison inmates. These groups should have access to education programmes that accommodate them within an individual-centred pedagogy capable of meeting their needs and facilitating their full participation in society. All members of the community should be invited and, where necessary, assisted in participating in adult learning. This implies meeting a diversity of learning needs.

We therefore commit ourselves to:

44. **Creating an educational environment supporting all forms of learning for older people:**

a) by ensuring access for older people to all the services and provisions that sustain adult learning and training and thereby facilitate their active participation in society;

b) by using the 1999 United Nations Year of Older People to plan activities which illustrate how adult education can support the role of older people in building our societies.

45. **Ensuring the right of migrants, displaced populations, refugees and people with disabilities to participate in adult education:**

a) by providing migrants and refugees with comprehensive education and training opportunities that promote their political, economic and social participation, and enhance their competence and their cultural base;

b) by developing and implementing programmes for the host population designed to promote understanding, especially among politicians, media experts, law enforcement agents, educators and social service agents, concerning the rights and conditions of migrants and refugees;

c) by ensuring that adult gypsies and other nomadic groups, taking into account their lifestyles and languages, are able to resume their studies and continue their training in existing institutions;

d) by ensuring that adults with disabilities have full access to adult education programmes and opportunities, by requesting UNESCO and other agencies of the United Nations to provide sign language interpretation and full accessibility to all at their meetings and conferences, and by requesting UNESCO, as lead agency, to convene a conference on lifelong learning for the disabled in 1999, on the eve of the new millennium.

46. **Creating continuing opportunities for persons with disabilities and promoting their integration:**

a) by making all forms of learning and training accessible to disabled people and ensuring that the learning and training provided respond to their educational needs and goals;

b) by fostering institutional policies that ensure equal access, services and vocational and employment opportunities for the disabled, under which appropriate learning technology matches their special learning needs.

47. **Creating continuing opportunities for persons with disabilities and promoting their integration:**

a) by providing prison inmates with information on and access to different levels of education and training;

b) by developing and implementing comprehensive education programmes in prisons, with the participation of inmates, to meet their needs and learning aspirations;

c) by making it easier for non-governmental organizations, teachers and other providers of educational activities to work in prisons, thereby providing prisoners with access to educational institutions and encouraging initiatives that link courses carried out inside and outside prisons.

Theme 9: The economics of adult learning

48. *A history of inadequate financing, growing recognition of the long-term benefits of investing in adult learning, the diversification of financial patterns and the number of contributors, the role of multilateral organizations, the impact of structural adjustment programmes and the commercialization of adult learning provision are some of the*

crucial aspects of the economics of adult learning. The costs of adult learning must be seen in relationship to the benefits that derive from reinforcing the competence of adults. Methods used in cost-benefit and cost-effectiveness analyses should reflect the multiple impact of adult learning on society. The education of adults contributes to their self-reliance and personal autonomy, to the exercise of basic rights and to increased productivity and labour efficiency. It is also positively translated into higher levels of education and well-being of future generations. Adult education, being a human development and productive investment, should be protected from the constraints of structural adjustment.

We commit ourselves to:

49. **Improving the financing of adult education:**

a) by contributing to the funding of adult education by bilateral and multilateral financial institutions within the framework of partnerships between the various ministries and other governmental organizations, non-governmental organizations, the private sector, the community and the learners;

b) by seeking to invest, as proposed by the International Commission on Education for the Twenty-first Century, at least 6% of Member States' gross national product (GNP) in education and by allocating an equitable share of the education budget to adult education;

c) by proposing that each development sector (e.g. agriculture, health, the environment) assign a share of its budget to adult learning, that every development programme in agriculture, health and the environment include an adult learning component and that the cost of adult education and training in every enterprise be considered as an investment in productivity;

d) by investing an equitable share of resources in women's education to ensure their full participation in all fields of learning and knowledge;

e) by promoting the ratification and application of the International Labour Organization Convention 140 (1974) concerning paid educational leave;

f) by stimulating the social partners to engage in adult education in enterprises, funded for example by allocating a proportion of their total budget to this end;

g) by supporting adult education through a variety of creative community initiatives which will draw on the strengths and capacities of all members of society;

h) by exploring the conversion, on the basis of debt swap proposals, of the current debts of the least developed and developing countries into investment in human development;

i) by studying the proposal for an 'Entitlement to Lifelong Learning' as suggested in *Learning: The Treasure Within.*

Theme 10: Enhancing international co-operation and solidarity

50. *International co-operation and solidarity must strengthen a new vision of adult learning which is both holistic, to embrace all aspects of life, and cross-sectoral, to include all areas of cultural, social and economic activity. The Universal Declaration of Human Rights must be the principal source of guidance in the promotion of international co-operation and solidarity, and the culture of peace. Dialogue, sharing, consultation and the willingness to learn from one another are the basis of this co-operation. It should include respect for diversity.*

We commit ourselves to:

51. **Making adult learning a tool for development and mobilizing resources to that end:**

a) by assessing all co-operation projects in terms of both their contributions to adult learning and human development and the priority they give to the strengthening of local expertise;

b) by increasing the resources directly available for adult education within the education sector in developing countries.

52. **Strengthening national, regional and global co-operation, organizations and networks in the field of adult learning:**

a) by promoting and strengthening inter-agency and intersectoral cooperation;

b) by supporting existing national, regional and global adult education networks through the sharing of information, skills and capacities, and through the promotion of dialogue at all levels;

c) by encouraging donor agencies to contribute financially to networks for local, regional and global co-operation between adult educators;

d) by monitoring and taking steps to avoid negative impacts of structural adjustment programmes and other policies (fiscal, trade, work, health, industry) on the allocation of resources to the education sector, with special reference to adult education;

e) by preparing national and regional reports and disseminating them among public and private agencies involved in adult education;

f) by involving the multilateral financial institutions in the debate on adult learning and more particularly on educational policies in relation to the negative impact of structural adjustment programmes on education.

53. **Creating an environment conducive to international co-operation:**

a) by providing greater opportunities for grass-roots workers and learners to meet one another in groups composed on a South-South and North-South basis, and by strengthening training networks across the regions to serve as mechanisms for

upgrading adult education;

b) by reinforcing international networks representing different actors and social partners with the mandate to carry out evaluation and monitoring of main education policies;

c) by supporting the creation of a mechanism through which individual and collective rights relating to adult education could be promoted and protected.

Follow-up Strategy

54. The Agenda for the Future emerging from the Fifth International Conference on Adult Education should comply with the recommendations adopted by all major conferences of the United Nations, particularly as regards the gender dimension.

55. Given the highly decentralised nature of adult learning, its growing diversity, and the large and increasing number of partners of many types involved, the strategies and mechanisms used to follow up the Fifth International Conference on Adult Education should be highly flexible. For reasons of both economy and efficiency, they should also be based, to the maximum possible extent, on existing institutions, structures and networks. The aim should be to make existing machinery for action, co-ordination and monitoring more effective, not to duplicate it.

56. It is essential that all partners participating in the Conference play an active role within their particular areas of competence, working through their normal channels to ensure that the potential of adult learning is developed and that programmes are conceived and conducted in ways that contribute to the promotion of democracy, justice, peace and mutual understanding. The Conference has taken note of the Danish initiative to establish an International Academy for Democracy and Education in co-operation with UNESCO and interested national partners.

57. At the international level UNESCO should play a leading and proactive role both within its relevant fields of action and together with other organizations, networks and agencies, including women's organizations and other relevant actors, to advance adult learning. Within UNESCO, the UNESCO Institute for Education (UIE) in Hamburg should be strengthened in order to become an international reference centre for adult and continuing education. UNESCO should also take the appropriate steps to update the 1976 *Recommendation on the Development of Adult Education*. Other international and regional intergovernmental and non-governmental organizations should provide similar leadership within their respective spheres of competence.

58. Structures and networks already exist at both the international and regional levels for the promotion of adult learning. In certain cases, particularly in the developing regions, it would, however, be important to reinforce these existing structures and networks, including UNESCO's regional programmes for basic education, and to provide additional resources to enable them to play their roles more effectively and on a larger scale.

Promoting closer consultation among partners

59. The Conference considers that while the establishment of costly new permanent structures is to be avoided, it would be useful to provide a means or mechanism for communication and regular consultation among major partners in the Fifth International Conference and other organizations actively engaged in the promotion of adult learning. The purpose of such a mechanism would be to develop closer consultation and co-ordination among key partners and a setting for periodic discussion of progress and problems in adult learning, and to serve as a means for monitoring the implementation of the policy and recommendations set forth in this *Agenda*.

60. There should be a forum and a consultation mechanism to secure the implementation of the recommendations and outcomes of this Conference. UNESCO, as the United Nations lead agency in education with its relevant units, institutes and field offices, should play the leading role in taking the initiative and responsibility for promoting adult education as an integral part of a system of learning throughout life, for mobilizing the support of all partners, not only within the United Nations and multilateral systems, but also non-governmental organizations and other organizations in civil society, for giving priority to implementing the *Agenda* and for facilitating provision of the services needed to reinforce international co-ordination and cooperation.

61. Lastly, the Conference requests UNESCO to ensure the wide distribution of the Hamburg *Declaration on Adult Learning* and the *Agenda for the Future* in as many languages as possible. UNESCO should explore the possibility of an inter-agency review of the Agenda, mid-way before the next international conference on adult education.

Annex 8.

Recommitting to Adult Education and Learning

**Synthesis Report of the CONFINTEA V
Midterm Review Meeting**

Bangkok, Thailand

September 6-11, 2003

Introduction

The Fifth International Conference on Adult Education (CONFINTEA V), held in 1997, looked ahead to the world's transition to the new millennium by identifying adult learning as a key to the 21st century. The Hamburg Declaration on Adult Learning adopted there forcefully expresses the vital significance of adult education and learning by identifying its potential "for fostering ecologically sustainable development, for promoting democracy, justice, gender equity, and scientific, social and economic development, and for building a world in which violent conflict is replaced by dialogue and a culture of peace based on justice." These are goals reflecting the fundamental role of education in instilling respect for human rights and basic freedoms, in supporting progress in the diverse spheres and dimensions of human life and in encouraging care for the natural world in which we live.

Events which have occurred around the globe in the past six years: matters of profound social, political and economic consequence, many of them exciting, others profoundly disturbing, commonly confirm, if nothing else, that adult education and learning represents one of the greatest promises of our time – a promise which must be kept.

The Midterm Review Meeting, attended by over 300 participants from more than 90 countries, composed a systematic effort to determine how recommendations made at CONFINTEA V have been implemented and its commitments met, examining activities carried out worldwide in the field of adult education and learning since 1997.

A series of thematic workshops addressed the basic contexts of and manifold approaches to adult education and learning, including: Democracy; Poverty; Literacy; Work; Gender; Health and the Environment; Higher Education Institutions; Documentation and Information Networking (ALADIN); Teacher Training and the Quality of Adult-learning Programs; Monitoring and Evaluation; Museums, Libraries and Cultural Heritage; Information and Communication Technologies; Persons with Disabilities, Indigenous Peoples, Refugees and Migrants, and Prisoners; and, finally, International Co-operation and Solidarity.

Five sessions were held on regional reviews (Africa, the Arab States, Asia-Pacific, Europe and North America, and Latin America and the Caribbean) conducted by UNESCO Regional Bureaus and other regional partners as well as networks of the UNESCO Non-governmental Organization Collective Consultation on Education for All. A synthesis of 50 country

reviews submitted by the National Commissions of Member States following a common grid was presented along with the findings of the International Council for Adult Education (ICAE) resulting from assessment studies carried out in 16 countries.

In highlighting major issues in adult education and learning, four working groups were devoted to: Rethinking of and Advocacy for Adult Learning in the Light of International Agendas; Policy: Structuring, Finance, Partnerships; Monitoring Adult Education; and Increasing Participation in Adult Learning. In a concluding round-table discussion, representatives of the United Nations Fund for Population Activity, the European Union, the German Ministry of Education and Research, the World Bank and a former Latin American Minister of Education spoke to the foremost challenges facing adult education and learning in today's rapidly changing world.

The final session focused on the discussion of the draft report of the Review and the Call for Action and Accountability. Numerous contributions made by the participants have helped sharpen many of the formulations found in this Report.

The New World of Adult Education and Learning

CONFINTEA V acknowledged that economic, political and social imperatives related to profound structural transformations occurring around the globe have been driving the new concern for lifelong learning. But the goals set and commitments made in The Hamburg Declaration and The Agenda for the Future have not been fully implemented and accounted for. Compelling changes engendered by the forces of globalization and technology coupled with already existing development problems and far-reaching demographic factors, moreover, are fast creating new conditions of inequity and violence to which adult learning must urgently respond. These conditions especially influence issues of poverty, literacy, democracy, gender, and health and the environment.

Poverty remains both a barrier to learning and a consequence of insufficient education. An estimated 1.2 billion people – one in five of the world's population, two-thirds of these being women – live in abject poverty, wanting adequate food, clean water, sanitation, health-care and education. One-third of all humanity survives on less than US$ 1 a day. The dominant market forces shaping economic development practices have led to unacceptable levels of poverty severely affecting women and children in particular.

Seventy per cent of the world's poor are female; in the least developed countries, fewer than four out of ten women can read or write, compared with six out of ten men. Although in areas stricken with poverty women produce most of the foodstuffs, they still have only a limited voice in community decision-making.

Along with the needs of the urban poor and underprivileged, those of rural communities likewise have received insufficient attention. Indigenous populations suffering from low

levels of literacy and life expectancy are especially subject to human-rights abuses as they struggle to maintain a hold on their cultural identities, land and resources.

Migration across borders, whether voluntary due to economic reasons or forced by conflict or war, is growing. The lives of many political and economic migrants and refugees are infracted by poverty, ill health, illiteracy, disability, gender inequity, xenophobia, racial profiling and social exclusion.

Ten per cent of the world's population are persons with disabilities. Yet less than 10% of children and youth with disabilities have access to some form of education, while the majority of adults with disabilities have not received any education at all. Poverty is both a cause and consequence of disability, with 50% of disability problems linked to poverty.

Unless there is greater direct action, it is likely that 28 countries will not meet any of their United Nations Millennium Development goals by 2015. Confining basic education to primary education will not suffice for helping the majority of the world's poor overcome their poverty.

From a political perspective, there is evidence of widespread erosion of democratic processes attended by declining respect for human rights – whether in the name of national development or international security. Nonetheless, a number of nations have reported growing efforts to promote a rights-based approach to learning. They refer to measures taken for encouraging democratic practices and for locally producing and employing learning materials enabling learners to carry out their own analysis of the world. Learning programs have been designed which aim at challenging dominant development models, at redefining power relationships in both the public and private sphere and at facilitating recognition and encouraging the use of existing local knowledge.

Meanwhile, the rapid spread of HIV/AIDS threatens to eradicate gains made over the last decade along with advancements in health and nutrition in decreasing mortality rates and increasing life expectancy. The educational dimensions of other causes of death and devastation such as malaria, multiple drug-resistant tuberculosis and dysentery also remain inadequately addressed.

Paralleling the worldwide deterioration in health conditions is the continued depletion and destruction of natural resources – from pollution and global warming to desertification and water insecurity.

The situation is urgent in all regions of the globe. Nearly 70% of the world's illiterate, of which almost two-thirds are women, are found in Asia. Millions of children drop out of primary school each year for poverty-related reasons, while many of those who remain and complete primary school can barely read and write. Yet the recent United Nations Development Program Human Development Report (2002) shows that Asia has taken steps towards universalizing literacy and providing access to basic education, both for youth and adults. This can be partially attributed to the abundance of regional, national and local educational mechanisms and structures, whether provided by government agencies or

non-governmental organizations, business groups, academic and professional organizations or religious societies. Since the late 1980s, there has been increased civil-society involvement in adult learning, especially at the local level.

In most African countries, young people represent up to 45% of the national population, but the learning needs of the majority of them are scarcely being met. The majority of those affected are girls and women, although the gender gap has been reduced in most Eastern and Southern African countries. African governments are often so preoccupied with the immediate weight of debt and present political problems that they fail to realise potential solutions to both lying already at hand in the drastic reduction of the numbers of the unschooled and unskilled. On the other hand, the formation of the Association for the Development of Education in Africa (ADEA) has stimulated a multitude of activities in the areas of formal and non-formal education and female participation in education as well as in the original composition of books and learning materials. The need to create literate environments in multilingual and multicultural settings has been addressed by a series of initiatives on language policies and the use of the mother tongue in literacy training, further by the creation of the African Academy of Languages. Finally, the launching of the New Partnership for Africa's Development (NEPAD) as the key development framework for the region augurs well for the fundamental role of education in the region's future.

In the Arab States, insecurity, poverty, deteriorating economic conditions, economic sanctions, the destruction of educational infrastructures and difficulties in post-conflict recovery in countries such as Iraq, Lebanon and Palestine are reversing progress made in literacy and adult education. Of a total population of 280 million, about 70 million citizens of these States are illiterate adults, while 10 million school-age children are not enrolled in schools. Despite these difficulties, there has been enlarged interest in all aspects of adult education, reinforcement of the relation between formal and non-formal education and strengthening of the commitment to the universal 'right to education.' A major new development consists in the establishment of the Arab Network for Literacy and Adult Education, directed towards promoting new associations at the grassroots level and interconnecting education activities at all levels.

In Latin America and the Caribbean, literacy has recently been reinvigorated in many countries. New national coalitions and institutions have been formed specifically to administer to youth and adult education. Cooperation in vocational education has begun in some countries. Progress made in constructing adult-education theories in the region has led to a redefinition of the basic learning needs of youth and adults, including conflict resolution, education for peace, citizenship and cultural identity; also involved are the appreciation of cultural patrimony as well as health issues, human rights and interculturalism – not only for indigenous peoples, but for the entire population. Nonetheless, there are still 39 million illiterates, 11% of the population 15 years and older. To this figure must be added 110 million young persons and adults who, not having completed their primary education, could qualify as functional illiterates. In this region,

20% of children do not finish primary education. Although relatively advanced, since almost universal access is available, the educational system in Latin America faces a significant problem of quality.

In many parts of Europe and North America, where basic education does not pose a problem for large numbers of the population, there is a pronounced need to examine and address the unmet needs of special groups (e.g., Romas/Gypsies, migrants, asylum seekers). While there have been accomplishments in policy development for capacity-building of structures, support mechanisms, partnerships and financing for increasing the quantity and quality of adult learning within a lifelong, life-wide and life-connected framework, there is a distinct unevenness in achievements. There has been greater coherence at the conceptual level, following the shift in emphasis from adult education to adult learning within the overall scheme of lifelong learning – this under the influence of supranational agencies such as UNESCO, the OECD and especially the EU. At the practical level, however, there remains abundant diversity in interpretation.

Finally, trends in education funding around the world indicate that as a percentage of gross national product, public investment in education has stagnated or declined across all developing regions. Market control over education, its vocationalization and continued disparity in access to quality education are the hallmarks of the current situation. The growing privatization of public goods and services has brought with it a previously unknown marketization of education, especially higher education. A dichotomy persists in the provision of education: high quality education is, indeed, available, but at a price which the vast majority of people (especially the rural poor, minority communities, indigenous peoples and other socially and economically disenfranchised groups) cannot afford, so that they have to rely upon options of poor quality and doubtful relevance.

All of these conditions shaping the complex and difficult contemporary world of adult education and learning underscore why action and accountability are now obligatory.

Adult Education and Learning since 1997

Understanding Adult Learning

Despite the conceptual shift from adult education to adult learning disseminated at CONFINTEA V, the latter is unevenly understood and cultivated among different regions and stakeholders. In many countries, adult learning is considered equivalent to acquiring literacy skills. In others, it is confined to vocational education. Learning as the key principle underlying development processes, whether in the areas of active citizenship, health or environment, still needs to be recognised and incorporated in theory and practice.

Yet despite this shift to adult learning, adult education, inasmuch as it pertains to policies, structures and resources, remains an important point of theoretical and practical reference. There is growing interest in relating adult education and/or education in general

to the concept of lifelong learning as a policy issue and an operational frame of reference. At the same time, because of the unevenness in the understanding of adult learning, ambiguity persists about its relation to lifelong learning. Although adult learning is part and parcel of lifelong learning, in some instances lifelong learning is wrongly reduced to adult learning.

While UNESCO has played a key role in promoting an understanding of the process of learning as the essential element of development, major international agreements adopted at the start of the 21st century like the Dakar Framework for Action and the United Nations Millennium Development Goals nevertheless remain weak in their advocacy of adult learning.

Making Policies for Adult Learning

The lack of a shared understanding of adult learning coupled with diverse social, political and economic contexts has led to a policy-discourse divide running particularly along the lines between industrialised and developing countries. The former are largely preoccupied with the operationalization of lifelong learning in perfecting the so-called 'knowledge society.' Among the highest priorities are the use of information and communication technologies and the training of the labour force. Developing countries, meanwhile, tend to focus on basic education for all, especially literacy. Very few of these countries ground their educational priorities in the lifelong learning paradigm. The broad scope of adult learning is, then, reflected in the policies of only a very few countries.

Although adult learning occupies a wide range of sectors from agriculture and labour to health and the environment, there continues to be little recognition of the way learning substantially contributes to attaining their objectives. Once again, the principal role of adult learning in development remains to be acknowledged in national policies and international agendas.

Structuring Adult Learning

The organization of adult learning in many countries is a task for the government as well as non-governmental organizations and private agencies. While the government is primarily responsible for providing adult education, many non-governmental organizations and employers support continuing learning.

A number of countries situate their offices of adult education in the Ministry of Education, while others do not entrust any agency at all with such responsibility. Among the former, relating adult learning to other sectors and integrating its concerns with theirs remain challenges. Among the latter, the diffusion of responsibility for adult learning needs to be counteracted by conscious efforts to bring together all sectors involved in adult education.

In some countries, there is a perceptible movement away from mere basic literacy towards a more integrated view, one connecting adult, non-formal and informal education and lifelong-learning opportunities with the Education for All goals. Many are becoming more conscious of gaps in literacy and are beginning to focus more closely on unreached segments of their population.

Meanwhile, a large part of adult education work takes place outside the purview of those government agencies directly responsible for education. Community health programs, early childhood care training, environmental education courses and skill training, for instance, are often run by a variety of government agencies (e.g., ministries for women and children, ministries of agriculture, ministries of health). Yet there are no procedures for tracking these programs in unified fashion, nor are there any means for their being readily informed by other adult education practices.

Decentralization is another trend reflecting the desire of various national authorities to contextualise adult education, and that for two reasons: to increase the relevance of learning in view of local needs and to lessen central administrative burdens. Common among developing countries, however, is that policies of decentralization are hampered by enduring centralised decision-making. In addition, regional, provincial or local structures suffer due to inadequate resources (financial and human) provided by central authorities. An encouraging phenomenon appears, on the other hand, in the participation of non-governmental and civil-society organizations in activities at various levels in a number of countries in which distinct mechanisms for partnerships between the government and such agencies are already in place.

A crucial issue concerns the growing demand on the part of adult learners for the formal recognition of their prior learning, particularly where economic opportunities are at stake. The drive for the accreditation of prior learning in both industrialised and developing countries aims at overcoming the dichotomy between competencies acquired through the formal system and those acquired outside it. National qualification frameworks developed in a few countries aim to address this demand.

Adult Learning – for What?

Governments and non-governmental organizations have different priorities for adult learning. Five areas which have been identified are: a) democracy and active citizenship, b) literacy and adult basic education, c) decent work environment, d) media and information and communication technologies, finally, e) the needs of special groups. Among learning groups, women have taken centre stage, the emphasis being on their learning for gaining control of their lives. Side-by-side with this focus is a burgeoning interest in promoting gender perspectives.

Reasons for advancing adult learning in the first area range from responding to growing anti-democratic movements throughout the world and dealing with mounting hostility against foreigners to issues of consumer rights and environmental matters. Other reasons

include building the capacity of the judicial sector to deliver legal services, strengthening civil society, aiding decentralization in transitional countries and promoting active participation in new democratic regimes. Democracy and active citizenship require new skills and competencies along with capacities for institution-building. Participatory programs empowering rural communities have been invaluable in cementing human rights, raising gender awareness and enhancing the income-generating skills needed to fight poverty. The same holds for conflict resolution and efforts aimed at constructing a culture of peace. In several post-war countries, where the social fabric has been rent by war, participatory approaches to adult learning are being used successfully to encourage peace as well as raise the consciousness of learners through civic education of their rights and responsibilities.

Basic literacy for all remains a high priority as a foundation of learning. In a few countries with over 85% illiteracy, governments are making significant attempts to come to terms with the problem. In some developing countries, adult basic education is viewed as a major component of the effort to enable every citizen to gain access to lifelong learning. Often literacy projects are integrated into strategies for poverty reduction aiming at improving living conditions. Significant innovations have to do with interlinking literacy with care for the environment, health matters, human rights, income-generation, empowering women and enhancing the overall quality of education.

The use of information and communication technologies has expanded in the context of education, documentation and information services employed by grassroots movements and village associations, even as market forces are exploiting them to transform education into a commodity. These same technologies have been put to work as tools for self-expression providing new opportunities for creative expression. They have also facilitated the free exchange of information, ideas and products through innovations such as open-source software, peer-to-peer sharing and even e-mail, contributing to an affirmative culture of knowledge-sharing and interactive learning.

The learning needs of special groups have been addressed in several ways. In Europe, adult learning initiatives for these groups have been primarily directed at the unemployed. Support has been given to immigrants, ethnic minorities and other marginal groups, refugees forming an important reference group in adult education in industrialised countries. Several countries report special programs for indigenous populations. Adult learning for prisoners and handicapped persons has been given scrupulous attention, however, in only a few countries.

While many governments and non-governmental organizations report activities in these five areas, there has been no systematic effort to determine their efficacy or the extent to which they have met their stated objectives. What learners have actually achieved in these areas still needs to be established.

Participating in Adult Learning

Due to the inherent breadth of adult learning, ascertaining the number of women and men who actively participate in it is difficult. Very few countries can provide reliable statistical data on participants in adult education programs since 1997. The dearth of such data means that observations about adult education frequently involve estimates based mainly on the supply of educational services.

Such estimates reveal that participation rates vary among diverse population groups and even in different parts of the same country. In the Nordic and Caribbean countries, it seems that more women take advantage of learning opportunities. In other areas, men outnumber women. A positive trend, reported by many governments, lies in the unprecedented expansion of learning opportunities for girls and women and the increasing numbers of those who have taken advantage of such opportunities.

Rates in the level of participation in adult education have been reported by nearly all countries in terms of quantity, with almost no reference to quality. Yet there were, in the vast majority of the reports, no statistical data provided to justify even claims made for quantitative increase. This represents a serious methodological gap, one making it difficult for the observer to assess the value of what has been offered to participants or the extent to which participants have benefited from programs.

Three developments which have contributed to an increase in participation in adult learning are the educational activities of social movements and non-governmental organizations, the International Adult Learners Week and the establishment of community learning centres.

Enhancing the Quality of Adult Learning

Documentation and research are vital for ensuring the quality of adult learning. But the evidence reveals a chronic lack of systematic documentation (both quantitative and qualitative) of adult learning experiences and very little indication of how research findings influence policy and practice. While many countries have research institutes for adult education (whether situated in the government itself, universities or the private sector), it is clear that such research remains under-funded in comparison to other education branches. Furthermore, there is limited use of research findings for improving adult education. Consequently, it is no surprise that only a few countries mention the impact of research findings on policies and practices of adult education.

The lack of systematic monitoring and evaluation of adult learning reflects a clear need for a more coherent approach. Most countries make no reference at all to the evaluation of adult education apart from cases where donors have demanded it. The development of indicators and identification of benchmarks remain desiderata. Yet there is a burgeoning desire to monitor and evaluate education programs in order to learn lessons which can be applied to future plans and policies. UNESCO, through its Education for All Observatory, is

currently working on the creation of indicators for monitoring progress towards the six Education for All goals. There already exists a set of 18 indicators allowing for reports on the achievement of universal primary education, elimination of gender disparities and progress towards 50% improvement in adult literacy as well as quality in primary education. Together with UNESCO, other supra-national agencies such as the OECD, the EU and the World Bank are propelling the creation of benchmarks and indicators within an overall framework of monitoring and evaluation for enhancing efficiency and effectiveness in education.

Achieving high quality in adult learning programs depends in large measure on the availability of knowledgeable, skilful, sensitive and socially committed adult educators. Yet priority has not been given to their training. In addition, there is the issue of the character of many programs offered, conceived, as they all too often are, narrowly, in instrumental terms and for a limited clientele. There is a lack of comprehensive information on adult educators themselves in most countries: on their types, identity and profiles, numbers, working and living conditions, training needs and kinds of training available to them, and other basic data.

The global potential of information and communication technologies for improving the quality of adult learning continues to be hindered by the lack of requisite infrastructures. The hope expressed by many countries is that such technologies will play an important role in adult education by expanding access, reducing costs, improving quality and putting learners in control of their own learning. The trend is uneven, however, between industrialised and developing countries. The former have to a large extent succeeded in integrating such technologies into their education systems, including adult education. In the latter case, some countries are more advanced than others in applying information and communication technologies. Yet inasmuch as no relevant policy decision appears to have been made by any developing country concerning these technologies, no substantial resources seem to have been allocated for their application in adult education. The obvious reasons cited by many countries have to do with the lack of financial resources and the shortage of trained personnel.

Many countries are creating opportunities for continuing education and enriching the literate environment of adults through the use of mass media, libraries and community learning centres.

Cultivating Partnerships in Adult Learning

A critical element in promoting adult learning is partnership between governments, non-governmental and civil-society organizations and the private sector. While governments have a major role to play in providing adult education, there are signs of increasing responsibility taken by social partners. This illustrates a shift in the role of governments, which for practical reasons may not be able to respond to all demands for learning, especially in countries where knowledge is expanding at a rapid rate and the

labour market is dictating the pace of change in workers' qualifications. There is also a difference between partnerships in the developing countries, in which social partners – particularly non-governmental organizations – are rarely involved in policy-making, and those in most industrialised countries, in which social partners have more political influence.

Reports submitted by countries on international cooperation confirm the continued existence of the familiar one-way pattern of cooperation in the form of financial contributions or technical assistance given by countries, international or regional organizations, or non-governmental organizations of the North to countries of the South. Quite a number of these contributions and forms of assistance, especially those given by bilateral donors, are short-term ventures which have had little lasting effect on adult education. Just as very few countries report long-term co-operative programs, South-South co-operation is also rarely mentioned.

Investing in Adult Learning

Adult education has historically suffered almost everywhere from inadequate financing. The situation today is not much different, with the exception of a very few countries. This is compounded by the fact that only a small number are able to report accurately on investments made in adult learning. Both the sources and patterns of financing adult education are so diverse that it is almost impossible to paint an accurate picture of them.

Another difficulty is that adult learners in some countries participate in diverse activities supported by different institutions which fail to keep separate records for adult learners. It is important to bear in mind that the financial aspect of adult education involves a variety of items shared by other educational services. Some of these expenditures include, in addition to teacher salaries, books and study materials, equipment, furniture, buildings, maintenance etc. A substantial part of costs in all countries is absorbed by volunteers contributing their time and effort.

Two patterns of financing emerge from the analysis of all reports. The first, cutting across all countries, relates to the involvement of State authorities (whether central or local) in collaboration with the private sector. The second concerns national and international co-operation. At the national level, non-governmental and civil society organizations play an important role in mobilizing funding for adult education and in sponsoring adult education programs.

Challenges to Adult Education and Learning

CONFINTEA V codified a paradigm shift from adult education to adult learning. This shift has, on one hand, positive implications in terms of encouraging a wider, more holistic appreciation of education – one transcending the merely formal sector, unfolding as a lifelong process, responsive to the different needs and varying contexts of learners themselves. On the other hand, it threatens to transfer, especially in a globalised, market-

oriented context, the onus of educational responsibility to learners, who increasingly must pay for services of poor quality, along with civil-society organizations and the market itself. It thus allows for States to abdicate their responsibility for providing citizens with good and relevant educational opportunities. Especially in situations of widespread poverty, however, the withdrawal of State support seems premature. Furthermore, the emphasis on adult learning itself is in danger of losing sight of the needs of the almost one billion adults with little or no literacy skills and competencies.

The EFA Global Monitoring Report 2002 has already made it clear that the adult literacy goal will not be reached in as many as 79 countries. Currently, an estimated 862 million adults are deemed to be illiterate. This number exceeds the total number of children in primary schools throughout the entire world. In this regard, the renewed vision of literacy outlined in the United Nations Literacy Decade (UNLD) and its International Plan of Action is clearly of central importance. Both adults and young people have to acquire new forms of literacy and be given opportunities to develop their ability to select, evaluate and utilise information in relevant fashion. Yet the United Nations Literacy Decade bears both risks and opportunities. Serious hazards lie in the damaging repercussions for our world should we fail to make a real difference for those people who still live without the tangible benefits of literacy or whose lives remain burdened by low levels of literacy. Meanwhile, encouraging prospects in meeting adult literacy objectives reside in the provision of fresh resources and capacities, reflected in individual existences endowed with hitherto unavailable possibilities, for economic, political and social growth.

The United Nations Millennium Development Goals have become effective measures for adult learning and related development issues. They could usher in the real manifestation of the collective will of nations and other social and economic forces for actively addressing extreme poverty. These goals can be achieved, however, only through strategically incorporating adult learning. Moreover, since CONFINTEA V, the significance of adult education for addressing the HIV/AIDS pandemic has been recognised. It is clear that AIDS is not a health issue alone, but is instead implicated in matters of poverty, development and gender.

The increasing commoditization of knowledge and limitation of ownership are disturbing, as is the mounting loss of independence in research. Inasmuch as facilitating people's critical analysis of their situation can promote their working to enrich their own livelihood, empowerment through education and learning represents a key to sustainable and equitable development. It is essential to assert the need for universal access to knowledge along with the autonomy of research. The importance of respecting and preserving indigenous forms of knowledge is likewise a pressing concern.

As its contribution to the CONFINTEA V Midterm Review, the International Council for Adult Education (ICAE) conducted studies in 16 countries, employing a set of 11 indicators reflecting a civil-society perspective. The study concludes that although a new vision of adult learning is, indeed, emerging, the respective discourse and action are incongruent.

Significant progress has been made in work-related learning, as innovations are observable in all regions, but literacy and Education for All tend to remain separate. Too little attention has been awarded to the significance of adult learning for citizenship, health and environmental concerns. Explorations of experiences gained in empowering the most vulnerable members of society continue to be exceptions. There are almost everywhere genuine indications of a benevolent political will, but what is needed now is concrete action and accountability.

A Call for Action and Accountability[*]

We, the participants in the Midterm Review of the Fifth International Conference on Adult Education (CONFINTEA V), have come to the conclusion that despite the commitments made in 1997 in The Hamburg Declaration and The Agenda for the Future, adult education and learning has not received the attention which it deserves in major education reforms and in recent international drives to eliminate poverty, achieve gender justice, provide education for all and foster sustainable development. Our Midterm Review of the worldwide situation of adult education and learning – conducted thematically, globally, regionally, nationally and locally by governments, non-governmental and civil society organizations, engaged networks, social movements and other partners – has, in fact, revealed a disturbing regression in the field.

For we have seen a decline in public funding for adult education and learning, even as the minimal adult literacy goal set in the Dakar Framework for Action is achievable – requiring just US$ 2.8 billion per year. Furthermore, support by various international agencies and national governments alike has concentrated on formal basic education for children to the detriment and neglect of adult education and learning.

The ability of adult education and learning to contribute to a world in which people live together in peace and democracy and its potential to contribute to building learning societies in support of the struggle against poverty and overcoming global strife, violence, HIV/AIDS, environmental destruction, demographic tensions and a myriad of other ills have not been adequately realised. We are particularly concerned that its potential to enable people to live in a world with HIV/AIDS is not being exploited, as millions of vulnerable young persons and adults are exposed to the consequences of the pandemic.

We are alarmed that the confident perspective documented by CONFINTEA V has given way to a situation which, due to global tensions, conflict and war as well as the weakening of the United Nations, is dominated by fear and insecurity.

Nonetheless, there is yet a chance for creative action. Despite the daunting realities now confronting us, we are witnessing the birth of a new global consciousness which itself, insisting on equality and diversity and calling for universal respect of ethics, rights and laws, spawns the hope that another world and another kind of education and learning are still possible.

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[*] UNESCO. *Recommitting to Adult Education and Learning*. Paris, 2003. p. 18-20.

For our Review has also highlighted numerous innovative policy and legislative changes, an increased tide of participation in adult education and learning, significant advances in the empowerment of women and the expression of new learning demands by groups with special needs attended by pioneering inclusive educational responses serving these groups. The joy of learning is celebrated in Learning Festivals and Adult Learners Week in more than 50 countries worldwide.

In view of these developments, we, the participants in the CONFINTEA V Midterm Review, reaffirm our commitment to The Hamburg Declaration and The Agenda for the Future. We wish to remind the world that adult education and learning is a fundamental human right and therefore must remain a collective responsibility shared by all learners, adult educators, governments, non-governmental and civil society organizations, the private sector, international bodies and the entire family of the United Nations. All of these actors and partners must work with UNESCO and UN agencies to propel, monitor collectively and account for the endorsement and implementation of lifelong learning made at CONFINTEA V.

We believe that the political will to achieve the goals of The Hamburg Declaration and The Agenda for the Future must now be backed with resource allocation, outfitted with a concrete course of action and equipped with new partnerships.

Today, more than ever, adult education and learning composes an indispensable key for unlocking the creative forces of people, social movements and nations. Peace, justice, self-reliance, economic development, social cohesion and solidarity remain indispensable goals and obligations to be further pursued and reinforced in and through adult education and learning.

We therefore call upon Member States, bi- and multilateral agencies, non-governmental and civil society organizations, social movements and the private sector:

- to include adult education and learning in all development initiatives and social programs as an essential contribution to economic prosperity, sustainable development, social cohesion and solidarity;

- to promote community-driven development approaches as an important starting point for adult education and learning as well as poverty reduction;

- to adopt inclusive policies and take concrete measures and provide adequate resources in support of education programs mainstreaming and catering to the learning demands of persons with disabilities as well as marginalised groups such as indigenous people, migrants and refugees, minorities (including sexual minorities, where licit), prisoners etc.;

- to recognise adult learning as an investment and not solely an item of social consumption, let alone merely a marketable product;

- to increase funding for adult learning, as a consequence, to an equitable share of the 6% of the Member States' gross national product to be invested in education set as a benchmark by The Agenda for the Future;

- to accept that commitment to lifelong learning for economic prosperity and social cohesion is a necessary response to globalization as well as an essential component of local community development and individual self-fulfilment;

- to integrate adult education and learning more systematically into the education plans and agendas of governments at the local, national, regional and global levels as well as into the programs, conferences and summits of UN agencies – especially those related to the United Nations Literacy Decade (2003-2012), the Dakar Framework for Action (EFA), the United Nations Millennium Development Goals (MDG), the World Summit for Sustainable Development (WSSD) and the EFA Fast Track Initiative (FTI) coordinated by the World Bank – and so take advantage of its synergetic potential;

- to articulate organically CONFINTEA V recommendations for adult literacy and adult basic education with the United Nations Literacy Decade International Plan of Action and the Dakar Framework for Action and implement them in the perspective of lifelong learning.

We call in particular upon the industrialised nations to align their aid agencies and education ministries with the bi- and multilateral agencies they support in order to harmonise domestic and international policies for lifelong learning.

We call upon UNESCO:

- to integrate the CONFINTEA V follow-up with the monitoring of EFA goals and invite accordingly all partners to provide and produce collective input for the EFA Global Monitoring Report and its underlying processes, especially the 2005 Report to be devoted to literacy;

- to support the national capacity of Member States as well as non-governmental and civil society organizations and partner agencies in training adult educators, in establishing indicators for continuous monitoring of the United Nations Literacy Decade by 2004 and in systematically assessing literacy levels in different countries and contexts;

- to reinforce the UNESCO Institute for Education (UIE) in monitoring the implementation of CONFINTEA V commitments with all partners along the lines expressed in this Call for Action and Accountability.

Finally, we call upon Member States, UN agencies and non-governmental and civil society organizations as well as social and private partners to organise the Sixth International Conference on Adult Education (CONFINTEA VI) in 2009 as a case of accountability in adult education and learning, one based on collective monitoring and evaluation.

Annex 9.
Sixth International Conference on Adult Education (2009)

Belem, Brazil, 01-04 December, 2009

Final Report

A. Background to the Conference

The Sixth International Conference on Adult Education (CONFINTEA VI) was convened by the Director-General of UNESCO, following 33 C/Resolution 5 and 175 EX/Decision 9, adopted by the 33rd Session of the General Conference of UNESCO. At the invitation of the Government of Brazil, the Conference, with the theme Living and learning for a viable future: the power of adult learning, was held at the Hangar Convention Center, Belem do Para, from 1 to 4 December 2009. It was organised on behalf of UNESCO by the UNESCO Institute for Lifelong Learning in partnership with the Ministry of Education of Brazil. Although originally scheduled to take place earlier in the year (from 19 to 22 May), it was postponed due to uncertainties relating to the outbreak of the H1N1 swine flu virus.

A total of 1,125 participants from 144 countries attended, including 55 Ministers and Deputy Ministers and 16 Ambassadors and Permanent UNESCO Delegates. There were also representatives of UN agencies, inter-governmental organisations, non-governmental organisations and foundations, as well as learners' associations.

Previous conferences in the CONFINTEA series date back to Elsinore in 1949 (followed by Montreal in 1960, Tokyo in 1972, Paris in 1985 and Hamburg in 1997). They all underlined the fundamental role of adult education in development.

In preparation for CONFINTEA VI, five regional conferences (Mexico City, Seoul, Nairobi, Budapest and Tunis) were organised in 2008 and 2009 to stimulate discussion and debate. Prior to that, Member States had been asked to submit reports on the state of adult education in their countries. These were synthesised into regional reports which were presented at the respective regional conferences, and used as a basis to prepare a *Global Report on Adult Learning and Education*. The recommendations and outcome documents from these preparatory conferences informed the process of producing the draft *Belem Framework for Action.*

CONFINTEA VI sought to strengthen the recognition of adult learning and education, as laid out in CONFINTEA V within a perspective of life-wide and lifelong learning. The overarching goal of CONFINTEA VI was to harmonise adult learning and education with other international education and development agendas and its integration within national sector-wide strategies. It would present an opportunity to assess how commitments made in 1997 had been implemented and produce the means to ensure that previous and current commitments on adult learning and non-formal education are enacted. The objectives of the Conference were:

- to push forward the recognition of adult learning and education as an important element of and factor conducive to lifelong learning, of which literacy is the foundation;

- to highlight the crucial role of adult learning and education for the realisation of current international education and development agendas (EFA, MDGs, UNLD, LIFE and DESD); and

- to renew political momentum and commitment and to develop the tools for implementation in order to move from rhetoric to action.

Main issues

Speakers noted that the challenge of illiteracy remains immense with almost 800 million people unable to read and write, two thirds of them being women.

Adult learning and education should be embedded in the broader vision and wider perspectives of sustainable development which will encompass cultural, political, economic and social issues. There should also be a dynamic and binding relationship between sustainable economic development and sustainable human development.

The gender gap emerges as a great barrier in achieving the EFA goals.

The hosting of CONFINTEA VI in the Amazon region is very significant; apart from being the first in the southern hemisphere, it represents how natural and human resources are very closely linked; also the need of all developing nations to achieve a good level of sustainable human and environmental development; and also the hope that it would be a focus of attention since the 1994 Rio conference.

The Global Campaign for Education had some very clear key messages for the CONFINTEA VI. The Big Read projects now exist in 120 countries. However, the challenge of securing 10 billion US dollars by 2015 was thought to be daunting but realisable if certain conditions are met by all stakeholders. These include: the urgent need to abolish the literacy-illiteracy dichotomy; increased national research/survey for creating reliable databases; setting up and using international benchmarks on adult literacy; commitment of at least 6% of their GDP to education of youth and adults and challenging both the IMF micro-economic conditions that undermine investment in education and Fast-Track Initiative which are too tied to "credible strategies and the investments" being reflected in education sector plans.

The state of the African continent was also the subject of a passionate plea for the global community to see Africa's current travails as a consequence of several external economic and funding frameworks which have distorted the continent's true image and capacity for self-help.

The current economic crisis should serve as a salutary lesson to erstwhile donor nations or financial institutions which have directly or indirectly contributed to worsening poverty,

high illiteracy rates, brain-drain or brain-poaching. There should be a paradigm shift in the system of development aid. Nonetheless, the solution to Africa's problems and challenges also could be found within and come from the political will of African governments and stakeholders.

Thematic issues

Five main issues framed the discussion, together with another, on environmental sustainability:

1. Policy and governance

i) Mainstreaming adult learning and education policies within lifelong learning, education for sustainable development frameworks and EFA

Regions and countries differ considerably in the approaches, content and scope of adult education and learning policies. Despite these relevant differences, there is a growing consensus about positioning the adult learning and education policies within the comprehensive frameworks of lifelong learning and Education for Sustainable Development (ESD). This would entail adopting adult learning and education as a core strategy of EFA within renewed national and international engagements and agendas to further accelerate its fulfilment under a holistic perspective. More specifically, donors need to clearly recognise and fund initiatives related to EFA Goals 3 and 4.

Within an enhanced EFA framework which places equity and quality at the core of national plans, the purpose and scope of adult education should include basic education, vocational training, human resource development and continuing professional development. Professional and vocational training programmes need to be integrated with basic education and basic skills programmes.

ii) Comprehensive long-term public policies to sustain quality in adult learning and education

Although there is an increasing political recognition that adult learning and education is vital to building a sustainable and socially cohesive future it remains chronically under-valued, underdeveloped and underfunded.

iii) Multi-sectoral approaches to foster social and educational inclusion

These would serve to position strongly adult learning and education as a key strategy to attain social inclusion and inclusive education systems. The coordination among social policies (i.e. family, health and education) and their links to the economic policies, would lay the foundations for the empowerment and development of the capacities of the communities to participate actively in society and exercise their right to education and lifelong learning opportunities.

iv) Mainstreaming adult learning and education in educational policies and good governance

Policies require good governance at all levels, and a permanent search for finding out appropriate synergies between the national and local levels, grassroots levels participation of adults and the engagement of different stakeholders.

v) Partnerships sustaining adult learning and education policies

Equally critical, partnerships should be designed so that adult education programmes take into consideration learners' needs in a given context and include, in addition to basic education and specific professional skills, social and entrepreneurship skills, a gender perspective, values, orientations, knowledge, behaviours and skills for sustainable development.

2. Participation and inclusion

The focus of the very first Round Table of the conference and the presentation of the *Global Report on Adult Learning and Education (GRALE)* had revealed that, even with the limitations of data, participation in adult learning remains unacceptably low. The figures for illiteracy demonstrate the scale of the problem of a high proportion of adults who have not completed primary education. The GRALE presentation also highlighted that participation is not just about how many people participate but who participates and for what purpose.

The Round Table on inclusion focused on measures for addressing the main barriers to participation with examples of how these are being successfully addressed by some countries. It was also an opportunity for the conference to follow the theme of the keynote address since the session also contained the stories of two learners, Mr. John Gates from the UK and Mme. Magdalene Motsi both of whom were active in learner networks. These networks put into practice the idea of learner-centredness since they advocate with providers and policy-makers for provision that involves those who learn in the planning and organising of their opportunities.

Apart from the specific Round Table on this issue, the parallel workshops focused on a wide range of urgent related matters, specifically on challenges and ways to overcome them, including gender. The majority of those with least education are women. The exclusion of prisoners and indigenous peoples was also considered. The growing issue of migration was discussed, especially the vast numbers involved – a billion people on the move each year and how adult learning can both enhance the lives of migrants and mitigate the hostile reactions of those in host countries.

Inclusion was also emphasised within the Round Table on financing adult education which discussed how partners who were able to reach the marginalised communities were an essential tool in combating exclusion and how funds are needed for the disadvantaged.

Finally one of the lessons from this discussion is that adult learners themselves can be the best allies in combating exclusion. They are experts in their communities and understand their needs, they offer motivation in the form of powerful and attainable role models and they are entirely rooted in reality. Supporting them and their networks helps in developing cost-efficient and -effective strategies for reaching the unreached.

3. Financing adult education

i) Making a case for valuing adult learning and education

In the past, stakeholders were busy counting the cost of adult education, and it has been regarded as being in competition with other sectoral budgets – even within the education sector. Many governments believe that funding adult education necessarily takes money and resources away from other important sectors, such as early childhood development and universal primary education. That is not the case. They are complementary rather than competitive arms of the same cause – namely to build inclusive, healthier, wealthier, more peaceful, tolerant and democratic societies.

Furthermore, a case was made for a shift from a discourse solely of cost to one of investment and benefits. Governments, of course, need to be assured that their investments in adult education will be rewarded. It is, however, difficult to measure and report the wider benefits of learning to all stakeholders, including government officials and individuals. Many of the benefits are difficult to measure, and even unmeasurable in many cases. It is clear that what is needed are better, more reliable and comparable sources of data on which we can make political decisions.

Adult education supports economic development, by building a more creative, productive and skilled workforce. In all of this, however, extra money alone may not be the way out. Countries from the south do not want to continue being passive recipients of charity or hand-outs. They have (and want) to find new and different ways to achieve objectives effectively, taking responsibility to use existing funds judiciously.

ii) Finding other ways of financing adult education

Businesses are starting to recognise that investing in their employees is a means of increasing profitability, of maintaining market share in their products and services, and of reducing recruitment costs. They do need, however, incentives to invest more in adult learning and education (for example, tax breaks). Individuals, too, need incentives and motivation in the form of educational savings schemes, learning accounts, tax deductibility, grants or loans. Demand driven funding is crucial to increase relevance

iii) What is required for greater mobilisation of resources to finance adult education?

- Conducting research to demonstrate the cost effectiveness of adult education and literacy programmes.
- Accountability and transparency.
- Governments should acknowledge that adult education is an integral part of Education for All.
- Multiple strategies to mobilise financial resources.
- Establishing indicators to measure adult education.

- Developing multi-sectoral approaches which embed adult education in all public policy portfolios.
- Developing effective monitoring and evaluation systems for adult education.

4. Quality in adult learning and education

CONFINTEA VI has underscored the enormous diversity of adult education provision. As such, providers and practitioners often develop their own specific definitions and ways of assuring quality. There is an increased interest in, and demand for, greater specification of the quality of the adult learning experience and learning outcomes. Adults are certainly more likely to participate in learning programmes if they believe that they will gain some personal, economic or social rewards from their learning in return for their investment of money, time, energy and commitment.

i) The primacy of relevance and flexibility

Relevance to learners is vital for quality in adult learning and education. Many CONFINTEA VI participants emphasised that the content of adult education must respond, first and foremost, to the needs of adult learners, while keeping in mind the concerns of other stakeholders. For example, in a workshop on 'Education for sustainable societies and global responsibility' participants discussed the importance of contextualising the pedagogy to the specific environmental challenges faced by the adults, especially those living in rural and agricultural areas. Programmes are most relevant when they draw upon local and traditional sources of knowledge, especially those of migrant and tribal peoples. Flexibility in provision helps to ensure relevance.

In the round table on Inclusion and participation colleagues from Sweden highlighted the importance of validating adult learning, providing guidance and counselling and flexible schedules to suit adult learners as a critical component for assuring high quality adult education. ISESCO pointed out that when adult education is sensitive to the surrounding social and cultural context, including religious institutions and sensibilities, then quality and relevance in adult learning are enhanced.

ii) The role of teacher-educators

Quality in adult learning and education is deeply linked to the role of teachers/educators. In the round table on Quality, teachers were also recognised as one of the most important elements in quality of adult education. Many countries still rely on non-professional adult educators. Others work with volunteers that are trained as adult educators. Overall there is a clear preoccupation with finding ways to improve the professional training of adult teacher-educators.

iii) Monitoring, assessment and evaluation

There is a growing awareness of the need of data, data analysis and, particularly, of its use to improve quality of provision, results and policy. Countries use different

strategies to collect and analyse data on adult learning and education. For example, many employ surveys to provide information on the needs of learners and the scope of provision. In some countries monitoring systems are established to track inputs, expenditures, teacher training and student satisfaction. Ideally these efforts are frequent enough and reliable enough to provide feedback for programme adjustment.

Several countries were asked about the most promising ways to formulate quality criteria and standards in adult education. Country experiences are quite diverse in this regard. In some cases, input, process, output and impact standards and indicators have been defined and are being proposed. In other countries there are only a few indicators for adult education. Most countries are working on improving their set of indicators in order to be accountable to society for progress made in this area.

5. Literacy

i) Concepts of literacy and the scope of the challenge

There were discussions about the scope of the challenges and also of the concept of literacy. There is also a need for laws and effective policies. The participants strongly emphasised the need to establish the importance of education as a right and recognise the importance of literacy for economic and social progress by focusing on vulnerable groups and putting in place responsible public policies. Balancing literacy with the need for social cohesion is important as it leaves citizens better prepared to respect cultural diversity.

Furthermore, effective language policies which recognise linguistic diversity and its importance for education and development should be promoted and actualised. Equally, learners' first languages should be used to promote literacy acquisition not only in these languages but also in other languages used for literacy and adult education.

It is important to adopt a multi-sectoral approach to literacy and adult education in order to mainstream literacy into education and other development sectors.

Accountability and transparency mechanisms should be jointly developed by the government and civil society organisations in order to ensure appropriate distribution and use of funds for adult literacy.

ii) Partnership between governments, civil society organisations and the international community were recognised as fundamental

Governments should adapt international literacy and adult education frameworks to the needs of people at the country and regional levels.

iii) Development of a reading culture and literate environments

In order to create a dynamic reading culture and literate environment stakeholders need to consider the different motivations for reading (reading to learn, reading to

feel included, reading to develop skills which enable individuals to function adequately in society, reading to communicate, reading for pleasure). Strategies to improve reading culture might include the production of reading materials, use of ICTs and websites which are directed to new readers. It also comprises the use of tools such as awareness campaigns, the production of quick-read books targeted at youth and people with disabilities, relevant and appealing written materials in different languages. There is a need also for monitoring and evaluation.

6. Environmental sustainability

The special issue is that of environmental sustainability. Considering that CONFINTEA is based on three organising principles – a culture of sustainability, democratic participation and the inseparability of culture and education – a number of actions were designed, aimed at making concrete the principle of sustainability. These included symbolic actions such as the planting of native Amazon species of trees at the opening of the conference. At the end of the Conference, representatives of all the delegations present will plant native trees, making up a small Wood of the Nations. There is to be an inventory of the significant emissions of greenhouse gases generated by CONFINTEA VI, which will be converted into an estimated number of native regional trees to be planted in order to minimise the impact of global warming. This will be accompanied by the planting of trees in each country with a number proportional to the impact generated.

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

Preamble

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

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

3. We endorse the definition of adult education, first laid down in the Nairobi *Recommendation on the Development of Adult Education* of 1976 and further developed

in the *Hamburg Declaration* of 1997, namely, adult education denotes "the entire body of ongoing learning processes, formal or otherwise, whereby people regarded as adults by the society to which they belong develop their abilities, enrich their knowledge, and improve their technical or professional qualifications or turn them in a new direction to meet their own needs and those of their society."

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

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

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

Towards Lifelong Learning

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

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

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

9. We are convinced and inspired by the critical role of lifelong learning in addressing global and educational issues and challenges. It is furthermore our conviction that

adult learning and education equip people with the necessary knowledge, capabilities, skills, competences and values to exercise and advance their rights and take control of their destinies. Adult learning and education are also an imperative for the achievement of equity and inclusion, for alleviating poverty and for building equitable, tolerant, sustainable and knowledge-based societies.

Recommendations

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

Adult Literacy

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

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

To these ends, we commit ourselves to:

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

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

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

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

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

f) establishing international indicators and targets for literacy;

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

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

Policy

12. Policies and legislative measures for adult education need to be comprehensive, inclusive and integrated within a lifelong and life-wide learning perspective, based on sector-wide and inter-sectoral approaches, covering and linking all components of learning and education.

To these ends, we commit ourselves to:

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

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

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

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

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

Governance

13. Good governance facilitates the implementation of adult learning and education policy in ways which are effective, transparent, accountable and equitable. Representation by and participation of all stakeholders are indispensable in order to guarantee responsiveness to the needs of all learners, in particular the most disadvantaged.

To these ends, we commit ourselves to:

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

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

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

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

Financing

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

To these ends, we commit ourselves to:

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

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

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

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

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

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

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

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

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

Participation, inclusion and equity

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

To these ends, we commit ourselves to:

a) promoting and facilitating more equitable access to, and participation in, adult learning and education by enhancing a culture of learning and by eliminating barriers to participation;

b) promoting and supporting more equitable access to, and participation in, adult learning and education through well-designed and targeted guidance and information, as well as activities and programmes such as Adult Learners' Weeks and learning festivals;

c) anticipating and responding to identifiable groups entering trajectories of multiple disadvantage, in particular in early adulthood;

d) creating multi-purpose community learning spaces and centres and improving access to, and participation in, the full range of adult learning and education programmes for women, taking account of the particular demands of the gender-specific life-course;

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

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

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

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

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

Quality

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

To these ends, we commit ourselves to:

a) developing quality criteria for curricula, learning materials and teaching methodologies in adult education programmes, taking account of outcomes and impact measures;

b) recognising the diversity and plurality of providers;

c) improving training, capacity-building, employment conditions and the professionalisation of adult educators, e.g. through the establishment of partnerships with higher education institutions, teacher associations and civil society organisations;

d) elaborating criteria to assess the learning outcomes of adults at various levels;

e) putting in place precise quality indicators;

f) lending greater support to systematic interdisciplinary research in adult learning and education, complemented by knowledge management systems for the collection, analysis and dissemination of data and good practice.

Monitoring the implementation of the Belem Framework for Action

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

To these ends, we commit ourselves to:

a) investing in a process to develop a set of comparable data indicators for literacy as a continuum and for adult education;

b) regularly collecting and analysing data and information on participation and progression in adult education programmes, disaggregated by gender and other factors, to evaluate change over time and to share good practice;

c) establishing a regular monitoring mechanism to assess the implementation of the commitments to CONFINTEA VI;

d) recommending the preparation of a triennial progress report to be submitted to UNESCO;

e) initiating regional monitoring mechanisms with clear benchmarks and indicators;

f) producing a national progress report for a CONFINTEA VI Midterm Review, coinciding with the EFA and MDG timeline of 2015;

g) supporting South-South cooperation for the follow-up of MDG and EFA in the areas of adult literacy, adult education and lifelong learning;

h) monitoring collaboration in adult education across disciplines and across sectors such as agriculture, health and employment.

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

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

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

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

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

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

9.1 Statement of Evidence

Addressing global and educational issues and challenges

1.

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

2.

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

3.

In many countries, adult literacy remains a major challenge: 774 million adults (two-thirds of whom are women) lack basic literacy skills, and there is insufficient provision of effective literacy and life-skills programmes. In Europe, almost a third of the workforce has only the equivalent of lower secondary education, whereas two-thirds of new jobs require qualifications at upper secondary level or above. In many countries of the South, the majority of the population does not even attain primary school level. In 2006, some 75 million children (the majority of whom were girls) had either left school early or had never

attended school. Nearly half of these children were from sub-Saharan Africa and more than 80% were rural children. The lack of social relevance of educational curricula, the inadequate numbers and, in some cases, the insufficient training of educators, the paucity of innovative materials and methods, and barriers of all kinds undermine the ability of existing educational systems to provide quality learning that can address the disparities in our societies.

4.

There have been concerted international efforts to address these challenges. Progress has been made towards achieving the six Education for All (EFA) goals (2000) through government-led cooperation with United Nations agencies, civil society organisations, private providers and donors. Increasing resources for Universal Primary Education were made available through the EFA Fast Track Initiative. The United Nations Literacy Decade (UNLD) (2003-2012) provides support to achieve EFA's literacy goal through worldwide advocacy and awareness-raising. The Literacy Initiative for Empowerment (LIFE) furnishes a global framework within UNLD to support countries with the greatest literacy needs. Two of the Millennium Development Goals (2000) explicitly address education: achieving universal primary education and gender parity. However, in none of these efforts has there been a designated role for adult learning and education beyond basic literacy and life skills. Encouragingly, the Decade of Education for Sustainable Development (2005-2014) sets out a broad mandate in which adult learning and education can play a highly visible role.

5.

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

6.

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

Progress in adult learning and education since CONFINTEA V

7.

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

8.

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

9.

There have been some convincing signs and increased recognition among Member States of the benefits of gender-sensitive provision in adult learning and education, particularly with respect to women. Information and communications technologies and open and distance learning are being embraced and are slowly responding to the specific needs of learners who, until very recently, have been excluded. Mother-tongue learning is

increasingly being addressed in national policies in multilingual and multicultural contexts, although only a few have implemented comprehensive policies.

10.

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

11.

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

Challenges for adult learning and education

12.

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

13.

The role and place of adult learning and education in lifelong learning continue to be underplayed. At the same time, policy domains outside of education have failed to recognise and integrate the distinctive contributions that adult learning and education can offer for broader economic, social and human development. The field of adult learning and education remains fragmented. Advocacy efforts are dissipated across a number of fronts, and political credibility is diluted precisely because the very disparate nature of adult learning and education prevents their close identification with any one social policy arena. The frequent absence of adult education from the agendas of government agencies is

matched by scant inter-ministerial cooperation, weak organisational structures and poor links between education (formal and non-formal) and other sectors. With regard to the recognition and accreditation of learning, both in-country mechanisms and international efforts place undue emphasis on formally accredited skills and competences, seldom including non-formal, informal and experiential learning. The gap between policy and implementation widens when policy development is undertaken in isolation, without external participation or input (from the field and institutes of higher education) and other organisations of youth and adult educators..

14.

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

15.

Although we are witnessing an increasing variety of adult learning and education programmes, the primary focus of such provision is now on vocational and professional education and training. More integrated approaches to adult learning and education to address development in all its aspects (economic, sustainable, community and personal) are missing. Gender mainstreaming initiatives have not always led to more relevant programmes for greater participation by women. Similarly, adult learning and education programmes are rarely responsive to indigenous people, rural populations and migrants. The diversity of learners, in terms of age, gender, cultural background, economic status, unique needs – including disabilities – and language, is not reflected in programme content and practices. Few countries have consistent multilingual policies promoting mother tongues, yet this is often crucial for creating a literate environment, especially for indigenous and/or minority languages.

16.

At best referred to only in the broadest terms, adult learning and education feature sparingly in many international education agendas and recommendations, and are often viewed as a synonym for basic literacy acquisition. Yet literacy is indisputably of immense consequence, and the persistently vast scale of the literacy challenge presents an indictment of the inadequate adoption of the measures and initiatives launched in recent

years. Consistently high illiteracy rates question whether enough has been done politically and financially by governments and international agencies.

17.

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

18.

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