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A review of adult education



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Page

- 3 Foreword
- 4 The Promise of Recurrent Education *H. Rex Cathcart*
- 9 The State Commitment to Adult Education *Paul H. Bertelsen*
- 18 The Role of Irish Universities in Adult Education *Fergus O'Ferrall*
- 25 The Role of Adult Education in Preparation for
Retirement *Eoin Murphy*
- 32 There may be Teaching without Learning and
Learning without Teaching *Gerry McGann*
- 38 **AONTAS SEMINAR ON THE UNESCO RECOMMENDATION
ON THE DEVELOPMENT OF ADULT EDUCATION**
Seminar Objectives and Programme
- 40 Statement by Seminar Chairman *Sean O'Connor*
- 42 Workshop Reports and Recommendations
- 47 Overview of the Recommendation with special
reference to training *Bernard Jennings*
- 53 Community Development as a Process of Adult
Education *Tomas Roseingrave*
- 55 Resources for Adult Education *Thomas F. McCarthy*
- 59 **BOOK REVIEWS**
- 63 **AONTAS POLICY**
- 69 Murphy Report, 1973
Radio and Television

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Intending contributors may submit articles 'on spec' or they may discuss their proposed article with the Director if they wish. Articles may be submitted on any relevant aspect of adult education and should not be more than 3,000 words approximately. Members are encouraged to contribute to the REVIEW and share their views and experiences of adult education with readers.

FOREWORD

During this decade there has been considerable development of adult education at community, regional, national and international levels. The publication of the **AONTAS REVIEW** - the first issue in a new series - is, therefore, coming at an appropriate time. In Ireland this development is expressed in a number of ways which affect both the provision and profession of adult education.

There is increased participation in adult education programmes. A broader choice of programmes is available. Experimental approaches are being used in institution-based adult education and in community education. Training courses have been introduced for adult educators and adult education research studies are more numerous. This first issue and further issues of the **AONTAS REVIEW** will provide a detailed account and analysis of Irish adult education and of relevant studies and developments.

Since its establishment in 1969 Aontas, the National Association of Adult Education, has been promoting and developing adult education in Ireland. During this time Aontas has played a major role through its advisory and consultative services, annual conferences, seminars, educational study tours, training seminars, local projects, annual lecture series, network of voluntary promoters, publications and policy documents in helping to create and inform a positive attitude toward adult education in the country.

We hope that the **AONTAS REVIEW**, in addition to the quarterly **AONTAS NEWSLETTER**, will serve the members of Aontas and other readers well and that it will assist in keeping them informed of relevant matters in adult education and related fields.

This issue of the **REVIEW** reflects areas of development, interest and concern over a range of topics. We are grateful to the contributors. Readers are invited to respond to the contributions and it is intended to print a representative selection of readers' views in future issues of the **REVIEW**.

Aontas is indebted to Carroll Industries (formerly P. J. Carroll & Co. Ltd.) for the Carroll Development Fund; an annual grant from 1973 to 1978 has enabled Aontas to establish a Head Office and library, appoint a full-time Director and secretarial staff and increase and develop the range of services to Aontas members.

The annual grant-in-aid which we receive from the Department of Education towards the Secretariat costs of the Association is gratefully acknowledged and appreciated.

Noel Daly

Mícheál W. Ó Murchú
Joint Editors

July, 1979

THE PROMISE OF RECURRENT EDUCATION

H. Rex Cathcart
Professor of Education,
Queen's University, Belfast.

In Brussels in 1971, in Berne in 1973 and in Stockholm in 1975 Irish ministers drawn from the respective governments in power have signed, along with other European ministers of education, resolutions which "endorsed the principle of recurrence in post-secondary studies and recognised the need for redistributing educational opportunities throughout life in accordance with the concept of permanent education". In furtherance of this commitment, the Stockholm resolution of June, 1975, elaborated a number of lines of development which the ministers undertook to encourage actively in their respective states. These included:

- the recasting of the rules of admission to higher education so that work experience is more widely taken into account as a basis of qualification for entry.
- the redesigning on a modular basis of extended programmes of post-compulsory education and training, so that qualifications can be obtained in different ways and at different times through recurrent periods of study.
- the further development of measures which give the individual the right to take paid educational leave.

The extent to which European governments have attempted to implement the Stockholm programme has varied. Some were already pursuing policies designed to introduce recurrent education into their countries; others have since begun. In Ireland there has been no declared intention to introduce the Stockholm programme but two developments may represent the promise of recurrent education.

INITIATIVES IN IRELAND

In September, 1975, responding to the Murphy Report on Adult Education rather than to the resolution of the recent conference of European ministers of education in Sweden, the National Council for Educational Awards set up a working party to devise "an awards system based on the accumulation of credits which would meet the needs of recurrent education". The intention of the National Council was to facilitate the return of individuals in the work force to formal education. The target population were those workers who had left school as soon as attendance ceased to be compulsory. Their subsequent years of work experience were to be a component in the assessment of their capacity to benefit from formal education. The working party devised a Foundation Certificate course which it proposed would consist of flexible modules designed to enable students to plan programmes to suit their abilities and their interests. The Certificate is to be awarded on the basis of accumulating credits over extended periods of time through combining work experience with educational achievements. Work experience is to be categorised as

having direct relevance to the course to be followed, having indirect relevance to it or just general with no relevance to it. Each of these categories will be rated in a descending order for credit purposes. Successful candidates for the Foundation Certificate will be able to proceed to higher N.C.E.A. qualifications.

The working party reported in May, 1978. At the same time the Minister for Labour announced his intention of setting up a national committee drawn from interested bodies, such as employers organizations and trade unions, to advise on the introduction of paid educational leave. This move was prompted more by the Republic's commitment to the 1974 convention on paid educational leave of the International Labour Organisation than commitment to the Stockholm resolution of 1975 on recurrent education.

The Minister for Labour's declared intention and N.C.E.A.'s action almost certainly do not represent expressions of a co-ordinated policy leading to recurrent education. The government has taken no stance on the issue in spite of the international commitment. In the meantime while disparate moves may take place which point in the direction of this framework for educational provision, it is well to note that European experience to date suggests that there are important considerations which ought not to be ignored if the recurrency principle is to be introduced into Irish postcompulsory education.

THE SWEDISH EXPERIENCE

In Sweden there has in recent years been a more radical admissions policy to higher education than that proposed by the N.C.E.A. working party in Ireland. Twenty-five year olds who have at least four years of work experience are free to enter the country's universities and colleges of higher learning. Only in certain subject areas are special secondary level academic qualifications necessary. More than half the students in Swedish universities and colleges are twenty-five years old or more. Even those who are younger and represent the more traditional intake gain extra points for work experience in addition to their secondary educational qualifications. National quotas control the total numbers admitted in all categories.

Although there is as yet little exact knowledge of the consequences of the Swedish policy of open access, a number of conclusions are already possible. The purpose of granting recognition to work experience is both to prompt young people to defer entry to higher education and to attract older people to it. The purpose has been achieved, although it is clear that the reasons why it has been are complex and not merely due to open access. The presumption initially was that work experience was interchangeable with theoretical background knowledge. This has proved doubtful, especially in subjects with a strong theoretical core; so that concept has given way to the principle that work experience is something which is inherently good and is a knowledge resource for higher education as a whole.

This difference has partly arisen from the great difficulty of relating work experience to academic knowledge; it also has grown from an increasing realisation that traditional academic tuition in the form of the one-way transfer of knowledge from teacher to the student offers little opportunity for the adult student to bring his own knowledge and experience to the teaching/learning situation. The integration of work experience and academic knowledge demands new teaching methodologies if the relation between the two is to be meaningful and worthwhile. As it is, some Swedish research suggests that the twenty-five year old entrants with work experience do experience study problems because of insufficient knowledge. Presumably the N.C.E.A. working party by recommending

the categorisation of work experience according to degrees of relevance to the course to be followed rather than suggesting an open door policy, and by recommending intensive counselling, has thought to forestall such problems. Swedish experience, however, suggests that determining the relevance of work experience in any precise way to academic knowledge is difficult. It is significant that the Swedes originally rejected the effort in principle because in effect it would have limited the recognition of work experience for admission purposes to certain special occupations which would have consequently been privileged groups.

This prompts a wider question — has the Swedish policy of open access to higher education achieved a broader recruitment in terms of social class? The intention of achieving a greater social equality is regarded as one of the main aims of recurrent education.

The available data about adult students in Swedish higher education show that a relatively well-educated group has been recruited, even if the older students more often have working class backgrounds than the young students. The majority of the students who have benefited from the 25:5¹ — reform have come from the middle classes. The principal study motive has been the improvement of job-related competence through further education . . . the 25:5s have often been content with a single vocational course. They have seldom taken a more substantial study programme.

It is not difficult to diagnose the reason for the failure to broaden the social intake into higher education and indeed, in some measure for the limited nature of the courses which are taken:

“One of the basic weaknesses in the Swedish efforts to achieve recurrent education is that no financial assistance for studies is linked to the right to educational leave . . .”

THE DUTCH EXPERIENCE

The mere right for employees to educational leave (without pay) is of relative value only, the significance being that they have the right to retain their jobs. Consequently, rules and regulations on the right to education are worth something only if they include the right to income during the period of participating in an educational programme.

so in 1976 wrote André Beck, secretary of the Committee for Education and Training of the Federation of Netherlands' Industry. Beck was examining on behalf of the Federation the implications of the 1974 I.L.O. convention on paid educational leave. Article 2 of that convention requires national governments “to formulate and apply a policy designed to promote by methods appropriate to national conditions and practice and by stages as necessary, the granting of paid educational leave for the purpose of general, social and civic education, and of trade union education”.

Beck summarises the position of the Dutch federation of employers by stating that, “it proves to be logical — according to an analysis of responsibilities for adult education and educational-leave schemes for employees — for employers' organisations in Western industrial countries to restrict themselves to providing facilities for those educational programmes that focus on the employees' functioning in a wide sense in business and industry.” Beck then indicates that the educational objectives on the trade unions' side are of necessity much wider. Not alone are vocational needs their concern but also training for worker participation, general and political education and preparation for leisure.

During 1976—1978 the Dutch employers' organisations and the trade unions, at the prompting of their government, engaged in prolonged discussions concerning paid educational leave. Finally, towards the close of 1978, they reached an agreed position. This may be stated as follows:

Paid educational leave should not be restricted to workers in employment but it should be extended to all adults in the Netherlands who have left the school system. Paid educational leave should consequently be understood as leave of absence for educational purposes from normal activities (work, house-keeping, unemployment), while facilities for taking that leave effectively should be granted.

Paid educational leave, in this view, is no longer the responsibility of employers and workers, but of the government and the national parliament and should be integrated into the national educational policy for adults. This also means that the national budget has to provide the necessary resources. Paid educational leave has to be legally grounded.

Dutch employers and trade unions came to this agreement as a result of considering a number of factors including:

- probably full employment will be an unattainable national objective in the near future;
- in the Netherlands the participation of women in working life, still being very low, will expand and create an important demand for training and educational facilities;
- restricting paid educational leave to the workers who are employed in firms is out of date.

Thus in the Netherlands the I.L.O. convention of 1974, the first draft of which dates from 1964—1966, has been reinterpreted in view of the social and economic situation in 1978. At present the Dutch ministries are discussing their reaction to the employers' organizations and the trade unions.

CO-ORDINATED ACTION REQUIRED

It is notable that it is "the Dutch ministries" which are considering the matter. The ministries involved include education, manpower, culture and social welfare. Recurrent education, if it is to be introduced successfully into a state, requires the co-ordinated action of several government agencies. The Centre for Educational Research and Innovation recommends member states of OECD that their first step should be "to appoint a Commission on recurrent education, whose own composition would initiate the process of co-ordination (or improve it where it already exists) by bringing together representatives of education, labour, and social affairs ministries, employers, unions, the educational establishment and research workers." The Stockholm resolution of 1975 supports such co-ordination. When educational policies are pursued without regard to, or lacking co-ordination with, other social policies, their impact is greatly reduced, if not nullified. The Swedish report on recurrent education made to the 4th International Conference on Higher Education emphasises that within the context of co-ordination, "educational planning must be given the same status as planning and development in other sectors of society and particularly areas like working life, social legislation and study planning." Eased or open access to higher education, if not supported by paid educational leave, will only favour those who are already relatively privileged. Thus we may deduce from European experience that if in Ireland disparate policies are promoted as at present which on the one hand offer easier access to higher education and on the other unrelated paid educational leave, there is a danger that the promise of recurrent education will be frustrated.

¹ '25:5' is shorthand for the reform which permits 25 year olds with 4—5 years' work experience free access to higher education.

SOURCES:

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THE STATE COMMITMENT TO ADULT EDUCATION

Paul H. Bertelsen,
Chief, Adult Education Section,
UNESCO.

I am delighted to be here with you in Wexford.¹ It is the first time I have come to this part of the world but, I gather I am not the first Dane to come here. I am very glad to be a guest of Aontas at the Annual Conference of the Association in Wexford, because you have, in fact, in building up this organisation, provided a model for many other countries where adult education has been characterised by petty, competitive strifes between institutions centred approach. You have been able to break out of that and create a co-operative, and mutually supporting relationship that have been good all the way round. What you have done here is in tune with the trend that is now going on in the world.

UNESCO RECOMMENDATION

I think it started off with the Tokyo Conference (3rd International Conference on Adult Education held in Tokyo in 1972) where strong Government commitment was already expressed and a great deal of unanimity as well and this led to the adoption of an international recommendation on adult education which was unanimously adopted by the 19th General Conference of UNESCO in 1976. That document has been very well received all over the world. Many countries have taken steps to implement some of the recommendations. Some have already a good record of achievement but others are now turning their mind to putting the recommendation into practice. One of the recommendations is precisely that people should develop co-operative and sound administrative and organisational structures for adult education and representative bodies like Aontas are, of course, a key element in this because it is essential that adult education has a voice in decision making in a country. This will become apparent from some of the things I shall say later on.

In fact, it is part of UNESCO's draft programme and budget that will be presented to the next General Conference meeting in October this year that the organisation should give its active support to countries that wish to set up representative bodies in adult education because we have seen that where such bodies have been in existence, it has been a major tool for the advancement of adult education.

I shall first try to say something about why I believe Government should be committed to development of adult education or to adult learning. Secondly, something about how this commitment could be expressed in practice and thirdly, just to be on the safe side, in case a commitment is not strong enough, what can be done to strengthen the commitment. When I present my arguments, I beg to apologise in advance that some of them may appear platitudinous to you because I am sure you have all been using at least some of these arguments in your own

canvassing round about the country and the continent but, I will try to do it so that at least you have a check list and maybe you can use some of them on people who are not so advanced in their thinking as you are yourself.

- ¹ This is the edited text of the keynote address of Paul Bertelsen to the Annual Conference of Aontas in May 1978. The theme of the Conference was "The State Commitment to Adult Education".

LEGAL ARGUMENT

The first argument is a legal one, the legal argument is to say that the Governments of the world including the Irish Government have voted for this recommendation. It means, therefore, that your Government like any other Government in the world has already signed the commitment. Let there be no doubt about that. You have in your hands a legal document which you can hold up and which you can read and quote.

I do hope that the text of this has been made widely available in Ireland. If not, you might at this meeting recommend to your Association that steps should be taken to make the text widely available. It is not only written for a few permanent secretaries and ministers. It is also written for the people. In many countries, it has been translated into national languages, in Greek, Portuguese and German, etc. A movement has started in the world.

JUSTICE AND EQUITY ARGUMENT

The second argument is an argument of justice and of equity, that the adult older generations have struggled hard to improve the formal education system for the young, who get a much better education today than we ourselves got thirty or more years ago. That creates a generation gap; parents make sacrifices individually and as tax payers to provide for their young and then find themselves being out-dated and ready for the scrap heap at the age of 40 and 50. Older people have as much right to education, I would maintain, as younger people. In the United States, they are now concerned about age discrimination and I would really think it is time we remove all sorts of age discrimination in education and say that whatever education is provided by the Government should be available, on more or less equal terms, to people of all age groups provided it meets their wishes and their needs.

Age barriers for admission should, perhaps, stop. Maybe all educational institutions should open to an adult clientele, not just universities or primary schools but, also secondary schools and technical colleges and others. We need articulation between formal education and adult education. This is something which is within the means of Government to do, on grounds of justice and equity. You could go further and say that adult education could be used as an indicator to measure whether, in fact, a Government is committed to social equality or whether a Government is committed to an elitist, restricted system of enforcing or entrenching privilege. A country that wants to promote social equality must, to be taken seriously, do something to make access to education possible for all the people in it.

Marshall, the economist, said if you want things done, it is not enough to appeal to man's noblest motives, you must also appeal to man's strongest motives.

EFFICIENCY AND ECONOMIC ARGUMENTS

Therefore, to the equity/justice argument, I will add the argument of efficiency, social efficiency. Change in every field of human endeavour is now proceeding at such a rapid pace, whether in science or in technology, that there is a constant need to re-learn and to un-learn and if we do not do that, we find we are losing position either individually in relation to our neighbours or internationally in relation to other countries. We just cannot keep up unless we go on learning. It is as simple as that. It becomes a plain necessity and if ever you could manage for a lifetime to live on an initial education, those days are gone.

That is the efficiency argument but we could either say it is a part of that or part of the fourth argument, that is the economic argument. It could sound strange to ask to spend Government money on adult education in order to save Government money. This is really what I am going to say, because it is wrong to regard money on adult education as money spent on some nice frill. Adult education needs resources for its development and continuity and it needs to be regarded as a central part of a country's provision for education. But, where, then, are the savings if you spend money on adult education? You could yourselves quote examples how health education can cut down money spent on curative medicine and, if you compare the cost of treating even one case in hospital with the cost of health education programmes, you are on to a good deal. People who work in social work will tell you that one reason why people get into prisons is that they cannot manage their affairs and take an easy way out and, therefore, in many prisons, important efforts are made to educate people so that they can make a living and arrange their lives when they get out. But it would have been better if they got that sort of education before they got into prison.

Adult education is not a panacea; you cannot do everything. I would not claim that adult education would abolish unemployment, but, I am certain that it can cut down unemployment by preparing people for openings in those parts of the economy where there are openings. The Swedish Labour Market oriented adult education is an example in point and I am sure you could all multiply these examples and find how making people more competent, more autonomous, more active, will mean lightening other charges on the social budget. Finally, you can regard money spent on adult education to some extent, as an insurance money. When we take out a Fire Insurance Policy, we do not hope the house will burn, but, nevertheless, we do it. There are countries, and we are particularly thinking of new nations, where they have found that provision for adult education has helped to avoid violent social upheaval, the country splitting up into separate parts. Adult education has made a gradual change at lower costs in terms of possible human sufferings. This is not to be disregarded.

I do not know whether it is true but in Denmark it is commonly said that the difference between Ireland and Denmark in the 19th Century was, to some extent, that Ireland went on trying to export corn longer than we did and the Danes made a more rapid change-over and imported corn when it got cheap from North America and fed it to pigs, and sold the bacon to the British. This was linked to the co-operative movement and the co-operative movement was linked to the Folk Schools and, therefore, they say in Denmark that we have earned a lot of money by educating ourselves.

If we may add a utility argument for the politicians. I would say that if I was a politician, I would prefer to work amongst people of a higher educational level so that the politicians could be enabled to raise the level of the political debate. It must be terribly boring to be a politician and have to talk all the time about the cost of living and wages, and to have the electorate blaming the politicians for something that happened in the Arab States and for which the political parties of Ireland cannot be quite responsible for — the cost of petrol. It might be more helpful if this was not left for the six weeks before the election but if civic education could go on all the time.

EXPRESSION OF COMMITMENT

So much for the arguments for why there should be a Government commitment. The list could, no doubt, be made longer. I would now like, however, to say something about how this commitment can be expressed. It is not enough to feel committed; we are used to the Minister coming along to open the Adult Education Conference and say how important it is. But, then, when the money is shared out and the appointments are made, things look different. So, let's see some random examples from what other countries have done to express a commitment. In France some years ago, they adopted a system where at first there was an 8% and later 1% training levy so that all the firms of a certain size have to pay 1% of their wage bill to the Government for educational purposes or else they have to spend it on education for their own personnel. Very substantial emphasis is given to the development of adult education in France. This is a good example of a major Government commitment.

In Sweden, public money is spent on encouraging people from marginal groups, from non-participants, from under privileged people to take part in adult education, and it has proved in practice that many people who would not come and respond to an advertisement will come in response to a friendly visit from somebody belonging to their group. Thus there is a large degree of participation in adult education in Sweden. In Germany, the Government are considering a Structural Plan for Adult Education which says that there should be certain standards of minimum provision if you live within an area with so many inhabitants, there should be so many course offerings and there should not be more than such a distance to travel to a course offering. The Germans are seeing the thing in perspective, what they call the second road to education — parity.

Here I would like to warn you against making without thinking a ladder with a lot of steps missing. In practice, we tend to provide a luxury kind of adult education with accommodation in luxurious hotels for people who have been to Universities, and then you will have second class adult education for people who have been to secondary schools and you have a third class adult education for people who have been to primary schools. We provide for each of those three levels but we make it jolly difficult for people to move from one level to another. We have to articulate the adult education system and not feel compartmentalised; and these must be linked with the formal system so that people who have got out of the formal system can come back to it, and people who have gone out of the formal system can continue in the non-formal system. I think that it is not enough to provide a little adult education for everybody when there must be opportunities for those who are really keen to acquire a very substantial amount of adult education, perhaps even by residential studies or part-time studies in a University. People should be able to go on as long as they are interested.

In Italy, the Trade Union have won the 50 Hours i.e. 50 hours paid education per year, not restricted to vocational training but to anything that meets their interest. In Great Britain, the National Council, I am delighted to see, has already engaged in a dialogue with the Minister for Education. In Austria, Norway, many of the German States in the Federal Republic of Germany, legislation has been passed on adult education. In the U.S. Walter Mondale got an amendment through even before he became Vice-President, about the adoption of life-long learning. A Foundation has just spent one and a half million dollars to find ways of implementing life-long learning — it is becoming important in the United States partly out of virtue and partly necessity because demography has meant that there are not so many young people to fill the schools and the colleges as previously and that is one reason more to get on with the adults.

The Socialist countries of Eastern Europe have gone very far in making paid study leave available to people, particularly to part-time students and correspondence students who wish to have a few weeks to concentrate before important examinations. In India, the new Government have made a total parity between adult education and primary education. They have set up a National Council for Adult Education with six Cabinet Ministers as members of the Adult Council. They want to make their people literate but they do not want to leave it at that. They see literacy as an integral part of comprehensive adult education and they are setting up learning resource centres all over the country. Learning resource centres will not teach the individuals but they will provide teaching materials, courses for tutors and part-time teachers of all sorts.

In Tanzania, there was parity for adult education in 1970 with a result that they are now getting universal primary education in 1976/78. This sounds curious but, it is very logical because you never see an example of a country with a highly developed provision for the education of adults where the children are neglected. The first thing parents want to do in education is to take steps so that their children can get a good education. The Tanzanian case shows if you want universal primary education, one way of getting it is through adult education.

Moving away from individual countries, it surely cannot be by accident that while UNESCO has been adopting its recommendation on the development of adult education, the Organisation for Economic Co-operation and Development has also produced a document on comprehensive policies for the development of adult education, and the Council of Europe in Strasbourg has done something similar. Now the European Economic Community in Brussels are doing it; thus, we cannot all be wrong when we are beginning to see that some attention needs to be given to the fact that governments may need to be concerned with the education of adults just as they are with the education of children.

It should be unthinkable to have a policy statement on education, a Ministerial statement on educational policy without having a section on education of adults. When the word education is used as such, it should include the education of adults and a Professor of Education should, these days, also be knowledgeable about adult education or he should be more modest with regard to his designation. You cannot have somebody hogging the whole title and then only being active in a limited part of the vineyard.

My next point concerns a need for sound, administrative and organisational structures in adult education. This means that there has to be room both for the Government provision through the Public School system and the Higher Education System but also for voluntary organisations of all sorts. Some adult education would, in practice, be of the nature of general education. Other adult education would be intimately linked with work and, therefore, perhaps linked with firms

and other economic enterprises with trade unions and so on. Other kinds of adult education, again, may be expressed with trade unions, political parties, reform movements of all kinds, and some will be linked with leisure and cultural movements, museums or libraries. You could never cover adult education by one grand system run by one Ministry however grand.

There is a great job to be done in building relationships within adult education between Government and voluntary agencies. There is a need for a lot of common services to serve the whole field such as information, guidance, counselling services, libraries, research work, training of personnel, development of teaching materials. Not every little agency can have its own film production. There is a need for Institutes of Adult Education, for Councils of Adult Education. The fallacy in previous Government provision for adult education is that they have neglected all these kinds of expenses. They have thought it is only a matter of paying some percentage of the fee to the evening class teacher and, then, the people could somehow find their own ways of financing, recruitment, publicity, book-keeping, administration and similar services. It has been possible in many countries to get Government support for the actual teaching, but, not to get money for research, not to get money for running a council and associations. In fact, that kind of money is more needed because you can get a lot of teaching done on a part-time basis even on a voluntary basis but it is very difficult to get the full time professional on-going jobs in the back room, as it were, carried out by voluntary people. There is a need for public finance to go into the structures of adult education.

I think the following would be my main list of how the Government should show its commitment: policy statements, legislation, by allowing representation of adult educators on library boards, on school boards, on leisure and cultural boards, and so on, and by development of administrative and organisational structures including the common services and by finance. I do put finance last because I do not think it is always a matter of money, it is often a matter of getting a clear conception of the work we are aiming at.

STIMULATING THE COMMITMENT

Let me say now a little about how this commitment can be created if you feel it is not already there — I hope it is there, but in case it is not. First of all, there is a need for canvassing and lobbying, for dialogue with politicians and civil servants. I stress the work dialogue, in which adult educators can know what are the concerns of the politicians and what are the national problems, so that they may see in what way adult education can help to solve or at least ameliorate certain problems. There are many kinds of adult education, and you cannot expect politicians being enthusiastic about financing courses in bridge playing or wine tasting.

There may be other educational opportunities that would be highly relevant to the concerns of the Minister for Health or to somebody who wants to develop a certain kind of industry or somebody who wants to do something on regional planning or environmental problems. There is a need for dialogue.

There is a need for work on the public opinion through the press or mass media to get attention to adult education, to get adult education on the agenda as it were. It is imperative, I think, that people in adult education make politicians and all the non-participants in adult education, know something more about what they are doing and what comes out of all the work they are doing. Any medical journal will be full of stories about having tried a new drug on so many people and that so

many recovered and so many relapsed but, in adult education, we are not so good at simply describing what has come out of a particular programme. There may be a need for people to keep better books on the educational results. I think we need to think of mobilising the student to make students more active in commenting on their learning experience and participating in evaluating their learning experience, in organising and in recruiting other students. In fact, adult learners (students) should be active participants, not just recipients, but they should be participants in all decisions concerning their own education. I think I have said enough to show that here at least some possibilities for putting adult education on the agenda but, in all humility, I would not like to end here.

I would rather like to say that we have certain things to put right. I do not think that all our adult education is as relevant as it should be. I think sometimes adult education easily becomes escapist, seeking refuge into something harmless. Maybe we could be better in developing responses to significant problems in the life of the individual and significant for society. I am intrigued by modern studies of the life cycle and the educational needs that are not static throughout life but change according to the stage of life one is passing through. Perhaps we could be better in responding to particular individual situations including age situations in many areas of our work. Maybe we could also respond better to major social problems about the environment, health, alcoholism, unemployment, economic crisis, industrial conflict or whatever are the problems. Maybe we need to be less afraid of dealing with some of the controversial issues and go in where we feel that education could maybe not make people agree but, at least, help them to throw light on the conflict. To make adult education more relevant, we probably need to develop more diagnostic approach.

There is no medical doctor worthy of his name who will start treating people until he has made a diagnosis but, in education, there are far too many people who are ready to start teaching without having made the slightest assessment of the needs, backgrounds, problems, interests, wishes and capacities, etc. of the people they are concerned with. This, in my opinion, is wrong.

I would hate to see adult educators behaving like manufacturers who are just interested in what share of the market they can get and how they can increase enrolments. This is not my concept of adult education. I think we can also do more to improve the relationship with the whole formal education system where even a contribution could be made. Many lessons learned in adult education would perhaps help to make schooling a more happy experience for the children.

WORK, EDUCATION AND LEISURE

In concluding, I would like to say that when we just sort of go on living, it is easy to lose sight of in what period of history we are. I do not think we are going through a temporary little crisis at all. I think that what started in 1973 and was called the fuel crisis could, in fact, be something like a second economic revolution comparable to the Industrial Revolution at the end of the 18th century. I think, we are now going to see new patterns developing in the world between the developing countries and the developed countries, the industrialised countries and those who have been classed as producers of primary materials. And there is the question of productivity. Individual productivity has developed so well over the last thirty years through mechanisation, automation, etc., that we can almost see how that problem can be overcome. I am not saying it has been overcome, but I can say we have seen

how it can be overcome on the production side: but where we have not done the job is in the area of a much more social productivity or collective productivity. All the gains we make through the machines and the automation we seem to eat them up in squabbles and conflicts and vested interest, and we fail to bring about the harmonisation of different interests so that we can in fact exploit our technological gains.

I think we are going to go into a period where we are going to have new relationships between work, education and leisure. The present system of trying to keep the young people out of work and keeping the old people out of education should be passing away, and if the workers of some countries at least were long ago ready for the 48 hour week, we will perhaps be ready in some places to go for a shorter than 40 work-week year. Maybe we could begin to talk about sabbatical years for everybody. Instead of lowering the retirement age by five years, it might be more productive to let people have five years off at appropriate stages in their life, or for reactivation for learning or changing their occupation. Maybe we can go further on with study leave of various kinds or maybe we could get more flexible working hours, making room for more education which would improve our productivity, giving us more leisure. I think we are beginning to come to the point where we need a very imaginative approach to social engineering. I was once working under an Irish boss, when I was in the University of Ghana; Conor Cruise O'Brien was my Vice-Chancellor, that was very inspiring. He made a famous speech once when some of the academic values were a bit exposed in Ghana, and he said we talk about academic freedom and the search for truth as if these values needed our support. This is wrong. These values will remain whether we support them or not. They are eternal values. We need them; it's the values that support us, not that the values depend on us. I would almost dare to say here that when we talk about a state commitment to adult education, the times are such that adult education does no longer really mean the support of governments. Maybe adult education will go on, adult learning will go on, whether governments support them or not but maybe we are also coming to the point that Governments need adult education not to go on but to be effective. You can no longer, I suggest, carry out economic policy by economic means, no longer will people put up with live market mechanisms and Government saying what can we do about it here in a market economy.

Economic policy can only be pursued by a wide range of means including real education of the adults so they understand the economic problems. It is not enough to have the problems understood by a few civil servants or politicians; they need to be understood by all those who vote in order to get a policy that can be both democratic and effective. In a dictatorship, yes, we don't need public support. In a democracy, you risk ending up having public support but no efficiency. I think, let us not argue about who needs the support of one another. It is certain that there is a strong interaction between the healthy state of adult education and the healthy state of the country as a whole and I thank you again for having given me the opportunity to share these thoughts with you.

An Coláiste Ollscoile, Corcaigh University College, Cork



ADULT EDUCATION

COURSES 1979/80 – 1980/81

THE ADULT EDUCATION COMMITTEE OF THE COLLEGE WILL SHORTLY BE CONSIDERING THE CENTRES IN CORK, KERRY, LIMERICK, TIPPERARY AND WATERFORD IN WHICH COURSES WILL BE GIVEN DURING THE SESSIONS 1979/80 – 1980/81.

* * *

INTERESTED ORGANISATIONS SHOULD WRITE WITHOUT DELAY TO:

**DIRECTOR
DEPARTMENT OF ADULT EDUCATION
U.C.C.**

FROM WHOM PARTICULARS OF THE COURSES AND THE PROCEDURE TO BE FOLLOWED TO SECURE A COURSE FOR A CENTRE MAY BE OBTAINED.

* * *

APPLICATIONS FOR COURSES RECEIVED AFTER THE CENTRES HAVE BEEN SELECTED WILL NOT BE CONSIDERED UNTIL 1981.

THE ROLE OF IRISH UNIVERSITIES IN ADULT EDUCATION

Fergus O'Ferrall, Ph.D., B.A. (Mod), H.Dip.Ed. (Hons.)
Adult Education Guidance Officer,
Macra na Feirme.

"... universities should regard adult education as an academic discipline and play a leading role in the professional preparation of adult educators."¹ This resolution of the 1972 International Conference on Adult Education, held in Tokyo, provides a guideline in answering the question — what role ought Irish Universities play in adult education? This question will be asked increasingly, and more urgently, with the development of Irish adult education provision in a very formative period for Irish higher education. In the past, adult education has been a neglected and under-developed area in Irish higher education. It is hoped here to glance briefly at the present provision for adult education in Irish universities and to suggest a policy framework for future discussion and development.

It is possibly wise to start with a brief statement as to the nature of a university. Obviously the Tokyo statement relates to the nature and function of the university. If some agreed understanding can be reached on what a university is, perhaps its special responsibility for adult education can be more easily established. A university is concerned with the preservation and transmission of knowledge and with the advancement of knowledge and research. Its function is intellectual — to seek truth, to generate new knowledge, to teach a wide range of disciplines at an advanced level and to serve as a critical agent in society. To perform this function it must be both autonomous and free.² The university is obliged to perform a genuine service to the society in which it exists.

However, this service must be consistent with its purpose for existing in the first place. Ideally, then, a university should teach extra-murally only those subjects that are taught inside the university. In practice, due to the absence of other forms of provision, the university has involved itself in the provision of adult education courses which would not be acceptable as internal degree courses. It may be possible in the future for universities to concentrate on those areas in adult education for which they are specially equipped to contribute. This depends on other agencies assuming responsibility for the wider range of adult education provision.

PRESENT PROVISION

Historically, Irish university provision for adult education has been spasmodic. The oldest tradition in providing adult education resides in Queen's University, Belfast, where there were proposals for courses of adult education as early as the 1850s.³ Alone among Irish universities Queen's has been associated with the English pattern of provision. Today, it offers liberal education courses for adults under its Board of Extra-Mural Studies. It is possible to obtain a Certificate in Extra-Mural Studies after three years study and some scholarships are available for full-time university courses.

The Colleges of the National University of Ireland have a valuable tradition in adult education provision. The Department of Agricultural Extension, University College, Dublin, from 1967 has been making a very significant contribution to rural development and adult education through in-service training, teaching and the study and investigation of rural development problems. It has created a model for university involvement in adult education — one which combines closely research, teaching and extension/outreach — which other university departments might follow.

University College, Cork has played a notable role in adult education in Munster since the late 1940s. The emphasis in their present courses is on the social sciences and the practical application of these disciplines to modern problems.⁴ A significant feature of the Cork pattern has been the extent of the co-operation between the College, Vocational Education Committees and County Committees of Agriculture. The Cork Corporation and the Trade Unions have also supported lectures by giving grants. Since 1946/47 when adult education courses were first sponsored by University College, Cork, there have been over 212 courses in eighty two different centres throughout the province. At present, the two year Diploma Courses are designed for different groups, such as farmers, women, workers and citizens. An in-service training course for adult education officers in Munster was introduced by U.C.C. Department of Adult Education during 1977/78. University College, Dublin, under its Board of Extra-Mural Studies, offers a very wide range of liberal education courses for the general public.⁵ These courses are the major contribution to meet this need in Dublin.

University College, Galway, has considerably expanded its adult education activities since 1969. It has developed courses, both diploma and non-diploma, to meet the needs of the West as far as its limited resources allow.⁶ There are diploma courses in Industrial Relations, Social Action and Economics and Social Science. These are run in co-operation with the Vocational Education Committees and other bodies. An exciting new development is the agreement between U.C.G. and the Institute of Continuing Education, New University of Ulster, Derry, for courses, based in Letterkenny and serving Donegal.

The Institute of Continuing Education, N.U.U., Derry is the most ambitious project to date in adult education provision by an Irish university. It was established in 1972. Through its four divisions — community studies, education, liberal and contemporary studies and public service studies, a wide range of courses are available. Courses are both full-time and part-time, residential and non-residential. Research is a fundamental part of the Institute's commitment and, of course, there is a special interest in the study of the theory and practice of continuing education. A Masters Degree is offered in Continuing Education for those who work in the various fields concerned with adult learning.⁷

St. Patrick's College, Maynooth, established in 1977 a comprehensive unit of adult and community education: the functions of this unit are to train the adult and community educator, to provide extra-mural studies, to undertake research and to help local communities, groups and parishes, plan their own adult and community education programmes. A special Adult Education Committee representing the staff, local educational and agricultural authorities and voluntary community groups, is responsible for the growth and development of the extra-mural studies provision.

Trinity College, Dublin, has no courses for adults such as those provided by the other universities, but it holds special series of public lectures on a variety of topics. A limited amount of research relating to adult education has been undertaken in the School of Education, T.C.D. by both staff and post-graduate students.

A POLICY FOR THE FUTURE

In the last decade there has been a considerable expansion in the field of university adult education by the Irish universities. The stage has been reached when some overall policy framework must be evolved and agreed by the universities and more especially by the staff who are working in university adult education.

A major task in developing future policy will be to convince universities of their obligations towards adult education.

Lack of awareness was very evident in the Report of the Commission on Higher Education 1960—70. The Report took some note of adult education but hardly accorded it either the attention or position it should have in university education. The Commission expressed the essential nature and function of a university and study in depth were hallmarks of a university education. In this context the Commission found evening degree courses unsatisfactory, but remarked —

... that the needs of those who are prevented by circumstances from attending courses of higher education at the usual age should receive special consideration in their later years when these circumstances might no longer be an obstacle.⁸

The Commission favoured provision by agents other than the university to meet adult education needs. It held that adult education "to a large extent . . . lies outside our terms of reference".⁹ It felt that courses of adult education "as generally understood" lack the purposes and organisation that characterise university courses. The Commission failed to point out that the courses being provided are, perhaps, initially best designed by a university and that the university has an obligation to continue research and study into adult education. The university's responsibility for the preparation of adult educators was completely ignored. This major Commission of the 1960s continued to conceive of adult education as marginal to the main task of the university.

The Murphy Report on Adult Education (1973) has helped to fill the gap left by the Commission on Higher Education. This Report recommended the development and the effective administration in our institutes of higher education of departments of adult education and community development.¹⁰

These departments would be responsible for community programmes (through extra-mural studies), training of adult educators and other personnel, research in adult education, publications and provision of materials, and a counselling service for adults. Very prudently, the Report states the Committee's opinion "that such departments would enrich and extend the traditional and fundamental objectives of these institutes through — discovery of new knowledge; application of knowledge and skills; dissemination and storage of information."¹¹

A criticism of the Murphy Report from the point of view of establishing the particular role of the university in adult education is that it lumps together universities, the National Institute of Higher Education at Limerick, Colleges of Technology, Regional Technical Colleges, Teacher Training Colleges and other third-level institutions under the general heading 'Institutes of Higher Education'. This makes for confusion. It is hardly possible to define the special responsibility of each of these very different institutions in adult education in the same way. Each certainly has a valuable contribution to make but this needs to be established separately. Even if a comprehensive higher education system is achieved in some form in the distant future this will still be necessary. The great virtue of the Murphy Report is the way it has isolated the special responsibility of the university in adult education, however unclear the role of the other 'institutes' may remain.

A university should regard adult education as an academic discipline to be researched and studied and it should play a leading role in the education and training of adult educators. The research needs are briefly itemised in Chapter 5 of the Report. This is what the university is equipped to do. It may indeed continue to provide courses of the traditional kind but other bodies can do this just as well. Our understanding of 'university extension' as a term for adult education courses in university must undergo a change. Originally, it referred to 'extending' the scholarship of the university to people who could not avail themselves of it as undergraduates. As a rule, this was done in a 'watered-down' version. Today, it should more and more come to mean perpetuating contact with groups who are likely to have had full-time university experience or a professional equivalent — 'continuing education' in fact. A university as such is not responsible for education that can and should be provided by other agencies. Its activities must be designed to be of a kind and quality appropriate to its nature and purpose. This resolves the problem of 'standards' which is at the root of the lesser status and marginal treatment accorded to adult education by the university. The recommendation of the Murphy Report for the establishment of residential centres of adult education is very important as a possible agent to provide aspects of "university" education for adults studying courses inappropriate to the university.¹²

The argument for the concentration of a university's resources has been well made recently by John Wilcock.¹³ He points to the tacit assumption made by faculties of education in universities that education equals schooling. "A faculty of education within any university which does not have an adult education component is strangely incomplete."¹⁴ How many of our university departments of education should include adult education as an optional subject in their Higher Diploma Studies."¹⁵

Space does not permit discussion of the Open University idea except to note the recommendation of the Murphy Report that there be established "... a special committee to consider the implications of the Open University in Ireland and to define stages of development for the possible emergence of such an Irish type Open University."¹⁶ It is certain that the possibilities for adult learning opened up by technology cannot be ignored: Aontas, the National Association of Adult Education, and R.T.E. have been exploring educational broadcasting for adults over recent years at seminars and at annual conference. A fruitful partnership between R.T.E. and the adult education movement has been developed.¹⁷

CONCLUSION

At present, Irish universities are a long way from fulfilling their responsibilities towards adult education. Much effort will be required to stimulate them to regard adult education as an academic discipline and not as an uneasy sop to their obligations to the community. The one specific recommendation that I should like to make is the establishment of an Irish Universities Committee on Adult Education. This should be formed by representatives from those involved in adult education in the universities at present. It should play a leading part in establishing adult education within the universities and in setting the direction of further policy. It would be in a position to relate present provision to these future goals and criteria. A Committee would also be a pressure group to press for adequate financial support for university adult education departments. Other benefits such as co-ordination and exchange of ideas and personnel might also flow from such a committee.

Some elements of a policy, which might be discussed in relation to a long-range

policy and development programme, are briefly noted here. They are based to some extent on a special International Conference on University and Adult Education which was held in New York in 1960 after the Montreal Conference on Adult Education. Fourteen countries were represented and the Conference outlined the areas of adult education in which a university has an obligation to be involved.¹⁸

- (a) It is the proper function of a university to be involved in research with respect to continuing education in professional and vocational fields and to train those who will teach in such areas.
- (b) The role of the university in remedial education is to contribute to research on the problems and to equip teachers to be more effective in dealing with those adults who, for whatever reason, missed out on fundamental education. The Institute for Continuing Education in Derry is offering a foundation course for mature students who lack post-primary qualifications. This course could be a model for other agencies when it is developed with the experience and expertise of the Institute.
- (c) Quality is essential in liberal education courses developed by the university. The adult student no less than the undergraduate should benefit from the best academic spirit — that is, a willingness to face facts, to discuss and to discard cherished theories when fuller evidence no longer makes them tenable, to suspend judgement upon matters where certainty is unobtainable, to welcome criticisms and to hear differences of opinion with tolerance. The adult student at university should be offered a university level course except where the university is developing a course which other agencies will teach. The university should be concerned to provide the citizen with a continuing knowledge of new research developments, discoveries and ideas in the physical and social sciences and of crucial issues and problems in civil, national and world affairs. This is its obligation and responsibility in a democratic society.

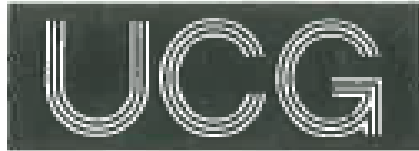
Bernard Jennings, Professor of Adult Education in Hull University, examined the 'great tradition' of liberal university adult education in his inaugural lecture; he concluded that the basic ideas of university adult education are as valid and as valuable today as they have ever been. One of the important tasks of university adult education is the study of the practical problems of learning and teaching — in this, as in other areas of concern, there ought to be an equal partnership between education and experience.¹⁹

The university should derive great benefits from developing its role in adult education. Increased understanding and goodwill would be engendered in all sections of the community towards its unique position in society. Every discipline should benefit by a new realism and direction as well as from the contribution to society when they cease to regard undergraduate education as largely terminal and hence their major teaching responsibility. It should be seen as the initial phase of a continuing education:

The universities should be a chief source of theoretical investigation into every aspect of continuing education . . . Most universities still think 'education' means schools and what they do themselves. They should be fully engaged in developmental and action research . . . Staff development and training for organisers and administrators at all levels, community workers, tutors, counsellors and instructors, ought to be a basic role for universities.²⁰

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- 4 See **Adult Education Diploma Courses** (Prospectus) Dept. of Adult Education, U.C.C.
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**Coláiste na hOllscoile Gaillimh
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THE ROLE OF ADULT EDUCATION IN PREPARATION FOR RETIREMENT

Rev. Eoin Murphy, M.A.,
Director
Dublin Institute of Adult Education

Retirement often creates more problems than it solves: problems for the individual — housing, finance and loss of personal relationships — and for society, which has to cater for the increasing number of people who are retired.

Retirement is a time to which a worker should look forward. It should be a time to indulge in all the activities, take advantage of all the opportunities, which this new period of life offers. These "bonus years" should be a time of enjoyment and fulfilment; instead they very often become a "little death".

There are certain basic questions which every man and woman must face if retirement years are really to be "bonus years". One hundred years ago, the concept of retirement was scarcely heard of. Now retirement is an accepted part of the life cycle; on average, men retiring at 65 have before them 13 years of full-time leisure. When they retire, and their income falls, how are they to maintain a proper standard of living? How are they to form new relationships when their companions for so many years have been those other workmates? How are they to find new interests and challenges in life if they have not developed these interests during their working lives?

Retirement may be an accepted fact at the end of one's working life; what is not often realised is what a traumatic change retirement brings to those who are not prepared for it, that there comes a complete change in the life style at a time when it is very difficult for people to adapt to change.

Society has institutionalised artificial divisions between working life and retirement; society must now work to eradicate this division and to stress the unity of the life cycle.

THE PROBLEM

A social problem exists and society recognises it as such. Retirement is a direct problem for the people who have to meet the challenge individually. Retirement is a problem for society because of the large numbers of retired persons and because of the demands they make on the structure and functioning of society.

Even people who look forward to retirement, and prepare for it, find the adjustment process difficult; is it any wonder then that those who do not prepare for retirement very often consider it a prelude to death.

SOCIOLOGICAL PERSPECTIVES

As a person goes through life as a member of society he finds himself involved in a set of duties, obligations and rights. There is an expected behaviour pattern to which a person must conform as a member of society. He has to fulfil many roles, some of them involuntary, such as his sex. Other roles are voluntary and may change as a person goes through life. A person may have many roles to play, corresponding to different social obligations and social positions.

These roles constitute his role complex and determine his position in society. At different stages of a person's life his role complex changes. That of his childhood will differ from the time when he is a husband and a father; the role complex of a retired person will differ from that of a worker.

Since the concept a person has of his place in society depends on his role complex, changes in roles can bring about serious problems for the individual. This is particularly so for the retiree. To cease to work for workers is a loss of status and identifies the workers with a discriminated category — the aged.

To the individual in our modern industrial societies, work is usually identified with the means of earning a living. But it is more than that. A concept such as job satisfaction contains the implication that a worker can satisfy a creative urge, can gain fulfilment from the use of skills.

Much of the commitment of the worker to his job depends on the satisfaction he derives from it; limitations to satisfaction can occur in numerous ways, through repetitive work, performing meaningless tasks, and not having sufficient independence of action. But it has come to be recognised that the informal organisation of the workplace, with its balance of achieved and ascribed roles, plays a vital part in the life of the working person. The work group is very much a microcosm of society with its own norms, conventions, myths, and support mechanisms. This group can offer many satisfactions to the worker, and a status and security which he may not get in the larger culture.

When a worker retires the loss of this security, and his role with the work group can be a traumatic change. Although promises are made to maintain contact, this is rarely done. In any event there is a change in relationships. His status in the work group, and his participation in its activities depended on his work role: this role he no longer plays.

The cluster of roles which derive from the individual's membership of a family grouping are also extremely important. During the husband's working life, most of his days are spent away from the home and the wife enjoys autonomy in her domain. His role is that of provider and protector; his status in the family is derived from the efficiency with which he fulfils the role. Even when the children grow older and are earning, the status of the father is secure while he has a secure job. However, on retirement a change in role occurs, a change in financial terms, and a change in status for the retiree. For the first time the husband intrudes on the routine of his wife. He may try to find occupations outside the home, or may try to develop new responsibilities within the home itself. This may cause husband/wife conflict, such conflict may have serious consequences for a marriage which is facing up, for the first time, to the fact that the husband and wife will not be separated for major portions of the day.

PSYCHOLOGICAL ADJUSTMENT

The self concept of the worker, his perception of his own identity, is determined, in great degree, by his role complex, and by his status in society. If his role complex changes radically, as it does when a worker retires, then his status within the nuclear family and in society is changed, his self concept will need a major re-adjustment.

In a society where an increasing emphasis is placed on the role of the young, there are fewer and fewer opportunities for aged people to play a constructive role in society. The occupational role is the major determinant of status for men in the industrial society. This role is dependent on knowledge and skill, and as these are viewed by society as inversely correlated to increasing age, the older person is gradually pressured to disengage himself from major roles in the functioning of society. If a person is forced to disengage himself from his particular role in society before he is ready to do so, then he suffers a severe blow to his self-esteem and to his individual morale. If a person has alternative roles which he can play in society, then his adjustment is likely to be smoother and more successful. He can substitute new roles for his occupational role and find in them a status and a satisfaction which will enable him to make the transition to retirement successfully.

If the retired person does not have alternative roles there is a real danger of boredom and social isolation — leading to melancholy and lack of interest in living.

There is a good deal of evidence to indicate that such people are more prone to physical illness. There is even a fairly general belief in society that illness is a part of being old. People who see themselves as being ill will play the "sick role". The loss of an established role giving a sense of dignity and identity to the retired person can be responsible for a rapid deterioration in the health of the retiree.

THE ROLE OF ADULT EDUCATION

In an article in the *Compendium Permanent Education* Simpson says: "All education of whatever kind should be liberal and human — that is, it should not be concerned merely with subject knowledge or skill but with pupils or students total development as free human beings. This involves a duty on all teachers, adult educators, etc. All of them have a duty to make the most that circumstances will allow of their particular learning situation in helping the learners to become more effective as workers, persons and members of society . . ."

Education in the fulfilling use of leisure should be an adequate element in educational provision, and it is a proper part of this provision to offer certain facilities where people may learn by actual experience to practice their leisure skills."

Permanent education and preparation for retirement have a common aim: they both seek to contribute to the development of a full life by adapting man to changes which may unsettle his existence. Both are based on a concept of unity in life and in education, a concept which denies the existence of a radical distinction between a working and retired life.

The institutionalisation of the educational system into discreet steps, arranged in a precise, seemingly unalterable order with a terminal point, corresponds to the institutionalisation of the life cycle into pre-education, education, working life, and retirement.

The aims of permanent education, incorporating large scale rethinking and restructuring of educational policy, would do much to lay the necessary foundations for successful ageing and successful retirement.

As adult education is part of a system of permanent education which is designed to allow the members of society to find the means for self-development, improvement, adaptation and progress throughout life, retirement must be envisaged as a development which is part of the totality of the life of the individual, not an artificial and abrupt ending of the retiree's working life.

THE DEVELOPMENT OF EDUCATION PROGRAMMES FOR OLDER PEOPLE

Moody (1976) has identified four major attitudes that should guide the development of programmes of education for older people. He calls these "Modal Patterns" which he describes as the ways society tends to regard old people.

The first of these stages which he calls "REJECTION" flows from the very patterns and assumptions on which modern life is based. Old age represents the antithesis of the prevailing values of modern life — growth, change, progress.

If one accepts the negative stand point of this stage, then there is no rationale for the education of older people, if education is viewed as a preparation for the future, in terms of economic planning.

The second stage, which Moody terms "SOCIAL SERVICES" is where public policy has to intervene remedially to deal with casualties of the industrialised society. In this situation there is a tendency for the "client" to become progressively more passive and the older person quickly becomes institutionalised in settings which are segregated from normal aspects of community life.

Old age is presented as a time of leisure, and curiosity, and passiveness, and old people are portrayed as humans who have become something less than human, because they are not engaged in the everyday projects and demands of life that are viewed by society as being worthwhile.

The third stage, which is called "PARTICIPATION" is an expanded view of the dignity of old people. Essentially, what is proposed is to enable old people to live their lives in contact with the main stream of society and to pursue the activities associated with normal life in that society.

This notion suggests that activity, and not disengagement, should be the fundamental criterion of successful ageing, and this point has many implications for the education of older people. This stage will avoid the unhealthy aspects of disengagement and would prescribe integration rather than segregation for different age groups.

The fourth stage outlined by Moody is one that poses goals of spiritual and psychological growth that are outside the prevailing values of modern society.

The implications for education here are far reaching and challenging. What this stage argues for is a deepened definition of what psychological growth in old age might consist of, and how adult education might help to develop this psychological growth. Disengagement is required but only so that the older person may use the experience of a lifetime to become involved in a more meaningful form of activity which is developmental and positive.

THE CONCEPT OF NEEDS

For older people change appears in a double and uniquely aggravating dimension, there is the reality of the multiple impact of change inherent in the stage of the life cycle which older people occupy and such a realisation demands an approach to educational policy for old people which is directly focused on ageing and the needs of aged people.

Educational programmes and courses have been expressed in terms of instrumental and expressive orientations. Havighurst (1976) says that instrumental education is education for a goal which lies outside and beyond the act of education, i.e. it is an instrument for changing the learner situation. In this way young mothers study child development or cooking in order to become better wives and mothers. Instrumental education, therefore, is regarded as an investment in the expectation of future gain because the value for the student lies beyond his immediate involvement in the activity.

Expressive education, on the other hand, is viewed as an activity which has its purpose and its satisfaction within the learning situation, that is, the student participates in the activity solely for the satisfaction it gives him at that particular moment.

In a changing society, people need to combine instrumental and expressive learning at every stage of their lives. This is the concept of permanent education.

A survey of educational programmes available for older people suggests that educational planners believe that what the elderly want most in their later years are leisure or recreational activities. However, many older people are struggling to make adjustments in the life styles that served them well in their earlier years and the evidence would indicate that too few educators have understood the seriousness of the challenges that are facing the older adult. During his lifetime the adult has had to respond to the demands of varying sets of social roles and has had to perform various tasks, particularly during his adult life. The older adult must try to develop a new role and to develop the ability to face the challenges that will be given him by these new roles. It is in failing to adapt to, and to cope with, these new roles that the older adult drops out of the mainstream of society.

McClusky (1971) has developed a margin theory of needs which is of considerable interest to the planner of programmes for older people. According to McClusky's theory, older people are constantly engaged in a struggle to maintain the margin of energy and power that they have enjoyed in earlier years. At worst, with diminishing reserves, they may be fighting a losing rearguard battle for survival. At best, by the acquisition of new resources or a fortunate reallocation of responsibilities, they may be winning in their efforts to reach new levels of development.

McClusky breaks down the categories of expressive and instrumental education further, and enumerates four categories as follows:

1) COPING NEEDS

This category is based on McClusky's theory of margin. Coping with the reduction in power becomes a basic need at the ageing stage of the life cycle, and unless minimal coping needs are met, no surplus of margin of power is left to the adult with which to meet the needs of this new stage of the life cycle. If the individual is not given the advice which enables him to make the elementary decision in relation to his new life situation, then he is placed in danger of being over dependent upon other people.

2) EXPRESSIVE NEEDS

In this area, McClusky remarks that, given a margin of health and income, there are fewer restraints to interfere with the cultivation of expressive activity. These, he says, should be the vital years for the liberation of expressive needs.

3) CONTRIBUTIVE NEEDS

The basic assumption in this category is that older people have a need to give, to contribute to their community. This community service can take many forms and it would not be necessary that all these services be given without pay. Further, there is a vast reservoir of experience and knowledge among older people which is underutilised by the community.

4) INFLUENCE NEEDS

People in the later years of life have a need to exert far greater influence on the circumstances of their living and the world about them than they are apparently able to do. In general the later years are years of declining power. But although older persons may be less powerful, they are not powerless. Education can help to train older people to bring about constructive change in society and to work effectively and responsibly in effecting social change. In summary, McClusky argues that older people have a vital need for the kind of education that will enable them to exert influence in protecting and improving their own situation, and in contributing to the well-being of the larger society.

THE RESPONSE OF ADULT EDUCATION

There are a number of vital areas in which adult education might be expected to play a very important role:—

- 1) The educational role in helping people to prepare for retirement must be part of an integrated educational approach to life which helps the individual to approach each period of life in a way which will allow him to derive the fullest satisfaction from his life.
- 2) Because of the close connection between work and leisure, adult education must develop a positive approach towards leisure in the individual, which will allow him to use creatively the opportunities available at any stage of his life not just at the time of retirement.
- 3) Since there is a large number of people who make a successful adjustment to old age, it is the task of adult education to research and delineate those elements which make for successful adjustment and to incorporate them into programmes which will provide a worthwhile preparation for ageing and retirement.
- 4) It is important that individuals be given the opportunity through adult education programmes to form an accurate preconception of ageing and of retirement and to develop a favourable pre-retirement attitude. This could be realised by enabling individuals to develop a set of values that would enable them to structure positively their leisure lives. One must have reservations about the positive effect that the educational system can have on a creative use of leisure. The use of leisure time in contemporary society needs an educational approach but it is doubtful if the educational systems, as structured at present, can accomplish this major task in a satisfactory manner.

- 5) Educational programmes which are intended for general adult audiences could contain discussions on the use of leisure time and specifically on old age and retirement. This would have the beneficial effect of developing a positive approach to retirement in individuals and so developing a right attitude at an early stage in life.
- 6) Bearing in mind the findings of Palmore and Luikart (1972), that organisational activity and a feeling of internal control bore a very strong correlation to life satisfaction, it would seem that there is a need to include the solution of ad hoc problems which are immediately pressing and to develop elements of skills which would enable older people to use the time of retirement as a further developmental stage in their lives. The first priority of the ageing must be to keep solvent and to remain healthy, to know their social welfare and legal rights, and to be able to cope with the ordinary demands of living in order to participate fully in society. But there must be an obligation on the adult educator to understand the links between life satisfaction and such elements as the concept of control of one's life situation and involvement in social activity, to be able to present to the older person a positive programme on the problems of ageing.

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THERE MAY BE TEACHING WITHOUT LEARNING AND LEARNING WITHOUT TEACHING

Gerry McGann, M.A., H.D.E.,
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Any attempt to analyse the proposition that there may be learning without teaching and teaching without learning must necessarily be preceded by some effort to define and understand these twin but not always related processes. No human activity has been the subject of such searching analysis and has engaged the minds of so many theorists, as has the teaching/learning process in modern times. Nor has this interest in the said process been confined to this century alone.

TWIN PROCESSES

Socrates pioneered a distinctive approach to teaching and this age old philosophy is still echoed by modern writers on the subject. The Socratic approach to teaching implies an attitude on the part of the teacher enabling his student to draw conclusions and provide solutions on the basis of reasoning. This Socratic approach to teaching is not unlike the heuristic method advocated by modern writers on the subject such as Dewey. Central to the notion of heuristic teaching is the principle of discovery learning, where the student learns things for himself by discovery rather than by following written instructions or reading books or listening to oral teaching. On the other extreme of the teaching spectrum one finds the approach to teaching sometimes labelled "Jesuitic". This approach implies that the student is the passive recipient of a fund of knowledge the content of which is determined by the teacher. This strongly didactic, highly directive approach involves too not only the transmission of knowledge, but also the imposition of values and attitudes by the teacher on the student. Within these two polarities — namely the heuristic and the "Jesuitic" — of the teaching spectrum one may identify many modifications of these teaching methods.

The wide range of teaching methodology and the complex nature of the teaching process renders the task of defining adequately the act of teaching as well nigh impossible. There are some who would regard the notion that one person can teach another as downright arrogance. Others in the profession regard it as "neither fashionable nor accurate to talk about teaching and teaching situations", while proponents of the "didactic" method still argue the merits of their approach to teaching. These differing viewpoints, all containing some degree of validity, highlight the difficulty of providing an adequate definition of teaching. None of them would deny though that an essential element in the teacher's task is to facilitate learning. How he does it, and how well he does it are central to the propositions that there may be teaching without learning and, learning without teaching.

The tragedy of current teaching practices is that ways to improve them have been available but not implemented and the incidence of less effective teaching patterns is unknown and probably more extensive than we would like to believe. This hypothesis of Flanders would seem to imply that many teachers are conservative in their approach to methodology, resistant to change, reluctant to experiment with new and sometimes well researched techniques. They tend to rely on procedures which conditioned their own learning experience, operating on the principle that methods which for them proved successful as learners should now be adequate for their students in turn. For those engaged in adult teaching this is a hazardous road to travel. And yet the teaching — learning process in adult education is so multifactorial in nature that one should be extremely reluctant to be doctrinaire with regard to the teaching method used.

SUITABILITY OF METHODS

The complexity of the adult learner, the heterogeneity of adult groups, the disparity in the motives which prompt adults to learn, all serve to illustrate what folly it is to reject one set of teaching methods as being suitable for adults and to accept another. Because one set of teaching principles were appropriate to an adult learning situation, this does not mean that they must be relevant or may be suitable to another. The teaching method most suitable for one adult may not be the same as that for another.

Some individuals need more direction in their work, others need less. Adults found to be high in anxiety and low in self confidence or dominance, achieve better results with rational methods. Those high in affiliation perform best in group discussions. Students with high need for achievement — in which category one would expect to find the majority of adults in continuing education — do in effect prefer courses with no examinations, few lectures, and no fixed assignments. The most able students appear to perform best in group work, the least able make greater gains in traditional formats of lecture assigned readings and teacher directed class room instruction. To complicate matters the student with a high need for affiliation seems to perform better with a teacher who emphasises warmth and friendship while students with a high need for achievement do not.

Faced with the foregoing it is difficult to be dogmatic concerning the preference or appropriateness of one teaching method as compared to another. There are far too many variables to contend with to permit a definitive statement to be made concerning methodology in teaching, particularly in relation to adults.

This undoubtedly poses problems for the adult educator. What should his *modus operandi* be in dealing with adults in a learning situation. Should he rely exclusively on methods which he himself experienced as a learner or should he adopt new techniques which he feels more appropriate to the adult learning situation? Are traditional teaching methods with their strong didactic approach no longer relevant? Should one opt for highly non-directive teaching methods such as roleplaying and group learning? This controversial issue is compounded still further by the fact that educationalists who have written on the subject are not altogether in agreement as to what the ideal approach to teaching should be. For example the lecture method was and still is the most frequently used teaching technique for students of higher education and adults. It has endured for centuries as standard procedure in the teaching of adults.

Yet McLeish has shown through research that only six percent of material presented by the lecture method is retained by the student. He states, "there is

little to be said in favour of the system once it has been asserted, that it can be an extremely effective training in passing examinations. The highly questionable side effect of this kind of training is that it encourages undesirable attitudes to the subject. Where there are compulsory lectures buttressed by examination pressures, it is more or less inevitable that students and to some extent their teachers learn to regard knowledge as a closed system. Where the object of education is to develop conformism to declared truths, especially where the totality of knowledge is believed to be embodied in an accepted text the lecture system is the preferred system." This is a fairly damning indictment of a system that has been universally used and has become almost synonymous with teaching. This view of the lecture system as outlined by McLeish should be contrasted with the findings of the Hale Committee on University teaching methods which reported in 1964. It postulated that the lecture is better prepared, it gives a framework and outline, a critical point of view, it provides aesthetic pleasure and communicates enthusiasm, it is more profound and better thought out than the impromptu answers to students questions during a discussion.

LEARNING SITUATIONS ARE UNIQUE

The separate findings of McLeish and Hale illustrate dramatically the divergent viewpoints which exist on what is probably the most widely used technique available to teachers and adults. However cold clinical research into the learning situation ignore very often the human dimension of such situations. The teaching learning process is such a protean concept that many of the elements contained therein defy analysis. It may be possible to validate the research findings of McLeish and Hale, and indeed others up to a point, yet their findings cannot be binding in every situation. Every learning situation is unique. Both the teacher and the learner bring to it a wealth of experience, talent, expectation, fear, potential, defensiveness, and commitment. In this complex setting of diverse qualities, who could quantify what learning takes place? Measurement by examination either written or oral can only be partially successful as research has shown that an individual can only verbalise a fraction of what he knows. It is therefore true to say that no learning situation is completely unproductive. It may also be true to say that some such situations are more productive than others. An analysis of the teaching-learning process in terms of task and process may help to illustrate this point.

Task refers to the educational objective which both the teacher and student seek to achieve while process is concerned with the methods and styles of teaching adapted to learning situations. Considerations of both these concepts is essential in evaluating the effectiveness of any learning situation. It is almost superfluous to make the point that the teaching method used in a car maintenance class will differ greatly from that used to illustrate the binomial theorem in a mathematics class, or that the method used in teaching philosophy will be different from that used by an art teacher. And yet much of the dis-enchantment experienced by adult students attending evening classes stems from either an unwillingness or inability on the part of the teacher to relate task to process. The voluntary nature of adult education as far as the adult learner is concerned makes it imperative that the tutor be able to relate the content of his teaching in a meaningful manner to his students. The dilemma of and challenge for the teacher is to adapt methods and procedures relevant to the learner. The complex nature of the adult learner and the heterogeneity of adult groups makes this challenge for the teacher more formidable still.

Long has outlined in a pattern of relationships between methods and objectives which do provide a guideline for different styles of teaching. Using Morris' six educational objectives namely knowledge, skill, use of knowledge and skill, social skill, interpersonal skill and self-understanding, he has developed a schema setting out a relationship between objective and method. The relationships advocated suggest "that if one is dealing with knowledge and skill which the trainer has, but the trainee does not share, then initially one will have to rely upon more directive teaching techniques. When one moves on to utilising either knowledge or skill or both then it is necessary to use techniques which have a higher degree of feedback between teacher and learner, for example variations of the discussion method. Social skills, interpersonal skills and self-understanding do not lend themselves to direct teaching, in so far as they are matters for self-learning. The teacher therefore would seek to create situations within which the learning might take place. Therefore role-playing, simulation and group learning seem to be appropriate in this type of objective."

Long's thesis does provide guidelines to the tutor in enabling him to link objective to method. Difficulty arises though when the objective does not fall easily into one category only as outlined by Morris. Many classes for adults may be categorised under these six objectives yet there are others which are not so amenable to classification under these headings. Thus there is no ready made formula to ensure that effective teaching takes place or to state it more accurately to ensure that students learn.

RESPONSIBILITY OF THE STUDENT

The dilemma of the tutor in choosing the appropriate teaching techniques is compounded still further by the fact that traditional methods of evaluating student performance are not adequate in monitoring behavioural changes in adults. "Learning is a complex process, it often occurs gradually and goes on long after formal instruction is completed. Many of these changes can be monitored in school children since they remain for long periods of time each day in the classroom and usually stay in school for several years. The adult pupil is far less stationary and accessible." There is too, the problem in this context that many adult classes such as those in the behavioural sciences, have objectives which are so personal that evaluation of performance is almost impossible even if suitable evaluative procedures were devised. The ultimate responsibility for learning rests entirely with the student. The teacher merely facilitates learning, he cannot compel it to take place — as Rogers puts it "we cannot teach another person directly we can only facilitate his learning".

This would seem to imply that people may learn independently of the teacher. To the extent that living is learning, then it may be truly said that learning may take place unaided. But learning in the sense of achieving identifiable educational objectives is a separate issue. The development of educational technology coupled with the recent findings of psychologists would seem on the surface at any rate to have created a new phenomenon of our time, namely the autodidact. Proponents of this view point to the success of the British Open University and similar type experiments in telecasting to support their argument. They point to the development in programmed learning devised by Skinner and employed in programmed texts, teaching machines or computerised learning as evidence for their claim. As in every other area of human activity, it is difficult to generalise and foolish to be dogmatic, yet it is difficult to sustain the view that technology alone

can replace the teacher, or that the autodidact no longer requires the supportive and facilitative role of the tutor. The back up service provided by the Open University in terms of tutorials etc. provide a much needed facility for the learner.

Justin Keating who produced the highly successful *Telefis Feirme* series in the Irish Republic has stated that the only function which educational television can perform is to stimulate viewers to further study — it cannot of itself change behavioural patterns. Also it has been shown that adults perform poorly or tend to drop out of telecourses which have no possibility for feedback or other kinds of two-way contact. In addition the clientele in such broadcasts is treated as a unified audience with common needs, interests and purposes whereas adults are a highly diversified group, and are more successful as learners when in interaction among themselves or with an instructor.

Surveys of media use in developing countries and in Eastern Europe indicate that a motivated student learns less by himself from media broadcasting than in a well operated study group at the point of reception. The use of technological aids only to achieve learning is essentially a mono-dimensional approach to the learning activity. Yet learning is a multi-dimensional activity requiring the use of all the sensory channels. To rely on one to the exclusion of others must inevitably dilute the effect of the learning experience.

The complex web of relationships which go to make up a good teaching—learning situation is as difficult to analyse as it is to achieve. To the extent that the teaching process conflicts with rather than compliments the learning process, then to that extent is there teaching without learning and learning without teaching.

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AONTAS SEMINAR ON THE UNESCO RECOMMENDATION

SEMINAR OBJECTIVES & PROGRAMME

OBJECTIVES

- (i) To make known the core elements of this international document;
- (ii) To identify their significance in the areas of policy and action with regard to:
 - (a) training of adult educators
 - (b) specific processes of adult education
 - (c) resources for adult education
 - (d) specific target groups

DATE; 2nd December 1978
Venue: Burlington Hotel, Dublin.

Programme: The Seminar was opened by Mr. Donal Kelleher, Aontas President.

Seminar Chairman:
Mr. Seán O'Connor, Chairman,
The Higher Education Authority.

Maldin 9.45 a.m. — 12.30 p.m.
Three direct inputs to be followed by a period of clarification of points presented.

9.45a.m. Overview of the Recommendation with specific reference to training of the Professional and Voluntary Worker in Adult Education.

Professor Bernard Jennings
Director,
Department of Adult Education
Hull University.

10.30a.m. Community Development as a process of Adult Education

Mr. Tomás Roseingrave
National Director
Muintir na Tíre

11.45a.m. Resources for Adult Education

Mr. Thomas F. McCarthy
Head of Education and Training
Irish Transport and General Workers' Union

Iarnoin 2.00p.m.—5.00p.m.

2.00p.m.—3.30p.m. **Workshops**
Workshops were taken by the three speakers in their specific subject areas.

No. 4 Workshop was taken by
Ms. Claire Smith,
Social Work Adviser to the Department of Health.

3.30p.m.—5.00p.m. **Plenary Session**
Reports and Discussion with the Panel.

The Seminar was concluded by Mícheál W. Ó Murchú,
Aontas Director.

SEMINAR PARTICIPANTS

Sixty-eight persons who included representatives from the Government Department of Education, statutory and voluntary bodies participated in the Seminar.

ACKNOWLEDGEMENTS

Financial assistance from UNESCO towards the cost of the Seminar and the co-operation of the Irish National Commission for UNESCO are gratefully acknowledged.

STATEMENT BY SEMINAR CHAIRMAN

Seán O'Connor
Chairman
The Higher Education Authority

I would like to make some short comments on the UNESCO Recommendation. First let me say that the importance of individual development through adult education is not sufficiently stressed. I say this because I believe that soon there will be greater awareness and acceptance by Governments of the need for cultivation of individual interests.

This seminar is timely for **two** reasons: (i) the significance as well as the effects of technical progress is being borne in on us more and more, and (ii) the realisation that job creation alone will not catch up on unemployment. These are two sides of the same coin which I hope to show.

About my first reason "that the significance as well as the effects of technical progress is being borne in on us more and more" might I remind you of the point made earlier by Professor Jennings that in the midst of acute unemployment there is a shortage of skilled people.

The 1971 Census offers an educational profile of the population aged 25—65 years

- about 60% ceased full-time schooling at primary level,
- 28% ceased full-time schooling at second level, and
- 6% had university education.

From the age-data given (age ceasing formal education) it is evident that more than half did not go beyond the Intermediate Certificate or the Group Certificate Examinations.

In an age of technical revolution and in a country endeavouring to build up a strong industrial base an educational profile such as the 1971 census draws for us screams out for second chance education.

My second point "the realisation that job creation alone will not catch up on unemployment". Under present conditions of employment technical advance will, as a general thesis, put the machine in place of the man. So to relieve unemployment Governments must look for a combination of solutions rather than the single solution of job creation. These solutions will include longer initial education and perhaps job sharing — or to put it another way a 3 day week.

This is perhaps cloud-cuckoo land so far as Ireland is concerned but the advanced European countries will no longer tolerate a high level of unemployment and the squeeze is on them already. When they reform we will follow suit.

Bread and games are fine for a weekend but become a bloody bore if offered four days a week. Maybe I am just a restless character but I believe that technological advance will in time serve to focus Government interest in second chance education because of the demands of leisure. Self-interest to avoid revolution — an idle mind tempts the devil.

Because this development is relentless I am a bit disappointed that the importance of the individual is not sufficiently high-lighted, in my opinion.

I have two more short points.

The speakers this morning stressed that adult educators cannot sit down and wait for the clients to come. This is enormously important in the area of the disadvantaged. The Recommendation put a proper stress on this area of activity and I commend it for that stress. We have in our society people who cannot write perhaps cannot read. Not referring to "functionally illiterate" who also require help. These people must be approached with understanding but they must be approached.

Estimates of Expenditure in the Public Service: Votes for Primary, Secondary, Vocational and Higher Education — no votes for Adult Education. The money provided for adult education is minimal — small sums hidden in the various estimates. A separate vote with substantial funds is necessary.

Somebody said Adult Education as envisaged would be enormously expensive. So are the other sectors of education.

WORKSHOP REPORTS AND RECOMMENDATIONS

1 TRAINING OF THE PROFESSIONAL AND VOLUNTARY WORKER IN ADULT EDUCATION

The Workshop recommended as follows:

- (i) stronger financial support is required for all facets of adult education training from third level institutions and the government;
- (ii) it is essential to distinguish between pedagogy, the learning/teaching of children and andragogy, the learning/teaching of adults;
- (iii) priorities within training were seen as follows: (i) in-service training of the present full-time and part-time adult educators to include the professional and voluntary educators; (ii) pre-service training to be incorporated into the Education Course in Colleges of Education and University Departments of Education;
- (iv) statutory and voluntary adult education agencies to be enabled with the necessary financial support to undertake training programmes;
- (v) the role of information, and counselling services to be given due recognition in training courses;
- (vi) Aontas in co-operation with its corporate members to organise a series of regional training courses.

CHAIRPERSON: Prof. Bernard Jennings

REPORTER: Mary McCarthy

2 COMMUNITY DEVELOPMENT AS A PROCESS OF ADULT EDUCATION

- (i) The organisers of Community Education are painfully aware that participation from the communities they work in is only a fraction of what it should be. We provide a service for 20% of the community, the other 80%, the difficult harvest, are untouched by our efforts. The first major decision to be taken is whether we continue to serve our captive audience or concentrate our efforts and resources on those who are not involved.
- (ii) In our communities, Community Education could well be the unifying link, not yet apparent, to bring the disjointed efforts of many organisations to fruition. It will be necessary to adopt a two-pronged approach in order to achieve this. Firstly by consultation with statutory bodies and secondly with support from our elected representatives. Community Education needs to become much more politically orientated. It is perhaps because this aspect of education does not command any votes that our politicians are not interested. We must make our politicians aware of what is happening and what it is possible to achieve through Community Education. Armed with statistically backed up facts, they must be continuously pressed to table motions in the Dail and Senate.

- (iii) All Community Education activities must be seen as a process in the development of the Community. The Structure of the Community Councils where they are established could be utilised as a unit for creating an overall awareness of what can be achieved by participation. We have to build up a high level of awareness in our communities by our leadership. Is this the role of the Director of Community Education? In the approach and development of Community Education there is no acceptance of this outlook by the Department of Education. Because of this we are left with a situation where part-time 'volunteers' are entirely overworked trying to do what is more than a fulltime job.
- (iv) Certain structures are necessary for the development of Community Education but these structures need to be very flexible. Indeed it would seem that decentralisation of present structures is necessary to effect within the community a realisation of what can be achieved by interest and co-operation. The Director of Community Education should set-up such small groups from a base of self-interest using all available local experience and talent. This approach will involve all sectors of the community and the Director should act as a liaison between the groups.
- (v) The role of the Director of Community Education needs to be reappraised as it would seem desirable that he should take on a much wider role in relation to the development of the community. For this reason we need guidelines for such leadership and development.
- (vi) The most desirable social objective in our communities at present is to create the widest possible democratic opportunities and structures which will enable them to mandate their elected representatives to persuade Government to provide realistic resources and personnel for the development of community through Community Education.

RECOMMENDATIONS

- (i) We must decide where our priorities lie with regard to serving our captive audience or concentrate our efforts and resources on those who are not involved.
- (ii) Aontas should have consultation with all statutory bodies involved in the development of community and Community Education.
- (iii) Aontas should make available all the necessary statistics to politicians to enable them to persuade Government to provide adequate resources and personnel for Community Education.
- (iv) There should be an immediate reappraisal of the role of the Director of Community Education.
- (v) Decide what is the most effective method of decentralising existing Community Education structures.
- (vi) Provide common guidelines which would help Directors of Community Education how best to use this aspect of education to bring about the most effective Community Development.

CHAIRPERSON: Tomas Roseingrave
 REPORTER: Des Rogers

3 RESOURCES FOR ADULT EDUCATION

Those present decided that the main resources in Adult Education could perhaps be classified under (1) People, (2) Places and Materials, (3) Finance.

The Workshop initially set out to discuss these areas but it was found that the discussion on (1) People seemed to cover the other areas.

The rate of 'drop out' from classes was discussed and brought up the following points:

- (i) It can be fatal to completely impose a curriculum on a group. In very specialised areas this is necessary but in general the fullest consultation should be held in order to ascertain the needs of the group.
- (ii) The perceived needs may change as the course progresses and the organisation of the course must be flexible enough to deal with this.
- (iii) The motivation of the group may be different from that assumed by the organiser. For instance many groups may attend due to an original need for a more constructive social occasion than, for example, visiting the local public house.
- (iv) If 'first chance' education was more realistic then the attitudes of adults towards the school and all that it stands for in their view, would be different. This might eliminate many of the behaviours that are seen as problems by Adult Education organisers.
- (v) People with an adverse attitude towards 'school' should be met on their own ground. At the same time the problem of isolation and alienation which can arise from 'separate' education must be minimised.
- (vi) In creating contact with people and in ascertaining what their real needs are the Voluntary Bodies play a vital role. Adult Education organisers must have the machinery to make real contact with prospective candidates if any programme is to be successful.
- (vii) Regarding evening time as leisure time is not realistic since very many people do shift work.

FINANCE

The following views were expressed:

- (i) It is deplorable that there is no formal vote for adult education. Without finance the best will in the world can be very severely restricted. Aontas and all the bodies associated with Aontas must bring the strongest pressure possible to bear on the Authorities in order that finance be made available.
- (ii) If the groups within Aontas confine their pressure for finance to representations made only through Aontas there is a danger that it might appear that just one body was concerned. Each group must bring pressure to bear through their separate organisations as well as through Aontas.
- (iii) The fact that what little finance is available seems to be available under a system that makes the night school organise on the same basis as the day school was mentioned as an inhibiting factor.
- (iv) Should finance become available the danger involved in giving control of this finance to one or two organisations was mentioned.

TEACHING STAFF

The following points were made:

- (i) There seems to be teachers' union pressure against employing 'non-teachers' in the Adult Education programme. This would inhibit the full utilisation of the resources of the Community.
- (ii) The rate paid to those who teach at night is too low.
- (iii) There is a lack of in-service training for Adult Educators.

The area of whether or not the system of setting up classes and inviting people to attend is what is most effective was discussed. Different views were expressed. It was mentioned that those who want a short term course to help them with a specific problem (e.g. filling tax forms) are perhaps being neglected.

CHAIRPERSON: Thomas McCarthy
REPORTER: Liam Staunton

4 SPECIFIC TARGET GROUPS

When starting our discussion group we intended to list target groups and order them by priorities related to their educational needs. However, we found our list covered nearly every group in society so we turned to discussing the purpose of Adult Education and ways of identifying needs.

The following is a summary of our discussion.

Purpose of Adult Education: To create change in people so as to increase their capacity to control their own lives.

To help people relate to themselves, others and their environment more effectively.

The existing marketing system of advertising Adult Education courses is effective in reaching more target groups, but not all.

The current Adult Education system basically reaches those who were successful in, or had positive feelings about, their previous experience within the educational system. To reach those who were unsuccessful in their previous school experience, Adult Education should move out of the formal school system. Adult Education should be approached in a flexible way. The concept of Adult Education should be that of people coming together to discuss life rather than the traditional image of teacher/pupil relationship.

Identifying needs

Ways of identifying needs were discussed. It was decided that needs could best be determined by people who were in close association with people in the target groups. Those such as nurses, social workers, doctors and priests could, through their work, perhaps, see the needs and pinpoint ways of reaching target groups. Community Associations and Residents Groups could also help identify needs. It was further suggested that some of the onus should be on the people themselves to make their needs known.

During our discussion it was stressed that co-operation between various disciplines is essential. There was criticism expressed of the Universities for not accepting into third level education people who have advanced through Adult Education. A feeling was expressed that there is a need for consultation with Trade Unions so young people may be admitted to trade courses.

CHAIRPERSON: Claire Smith
REPORTER: Priscilla Conway

OVERVIEW OF THE UNESCO RECOMMENDATIONS WITH SPECIAL REFERENCE TO TRAINING

Professor Bernard Jennings
Director,
Department of Adult Education
Hull University.

PART 1

The arrangement of the Recommendation is logical and comprehensive but, taken together with the length of the document and the rather flat literary style, it has the effect of deadening the impact of the most important proposals. A seminar on the Recommendation might consider reworking it in two ways — first, by re-arranging the proposals under dynamic rather than neutral headings, e.g. “adult education is an essential part of an essential whole, lifelong education”, “priority for the underprivileged”; and secondly, by attempting a dialectical exploration which would involve marshalling arguments both for and against proposals. The Recommendation contains ample resources for the first exercise, but little in the way of materials for the second.

ADULT EDUCATION IS ESSENTIAL

Adult Education in paragraphs 2 and 3 is seen to be not only desirable but essential for the full development of the individual and the creation of a healthy society. It can nourish the spirit of democracy, promote social justice and cultural discernment, encourage respect for the environment and contribute to international understanding. It follows, therefore, that governments should cease to regard adult education as a marginal activity, or as one to be developed primarily for remedial purposes, but should promote it to a position of equality with child and youth education, within the framework of a system of lifelong education (paragraphs 4a and 4b, 5b, 7).

The essentially voluntary character of adult learning, and the importance of equal and co-operative relations between tutor and student, and amongst students are recognised (28, 29, 32). However, participation should not only be facilitated, e.g. by the provision of paid educational leave and adjustment of working hours (49b and 49c), but positively encouraged. The ‘possible and often hesitant participants’ should be pursued through ‘active canvassing by adult education institutions and voluntary organisations’ (38e). Priority should be given to the underprivileged — illiterates, the unemployed, migrant workers, refugees, etc., (4d, 9, 15—17, 19—23, 38e), who should generally be allowed to participate free of charge (60).

Several other groups, although not specifically labelled as underprivileged, are identified as needing special attention. They include women, who should enjoy “equality of access and full participation” (4c) as a means to the achievement of social equality and personal autonomy (14); the aged, because adult education can help to promote a purposeful life in retirement (23); and “labouring, agricultural and craft communities”, who need education to give them an effective voice in decision making (53).

Co-operation is one of the recurrent themes of the Recommendation — co-operation between public authorities and voluntary bodies, which should be guaranteed independence and freedom of expression (56); co-operation between adult education organisations and those responsible for radio and television (55); and co-operation between member states in the exchange of information, agreements on international standards to allow credit transfer across national boundaries, and assistance with training and development (61—65).

Whether the Recommendation is left in its original form or re-structured under a few positive headings as suggested above, there is no escaping the fact that its implementation is going to be extremely expensive. For a country to be within reach of the standards of provision advocated, it would need to be wealthy; to have an open and democratic society; to have a strong adult education tradition; and to be used to the idea of partnership in adult education between vigorous voluntary organisations and a government prepared for a high level of public expenditure. Denmark, fifth in the world ranking of countries by national income per head, and with 600,000 participants in adult education out of an adult population of about 3,500,000, would qualify. Britain, on the other hand, would not. Despite its long tradition of adult education, and its considerable achievement in certain areas, Britain as a state still regards adult education as a marginal activity, to be allocated a modest share of resources after the needs of child, adolescent and vocational education have been met.

DILEMMA

The drafters of a document such as the UNESCO Recommendation face a dilemma. If they include everything necessary for a fully developed and thriving adult education system they erect an edifice which looks utopian and certainly is expensive, and which is in danger of being dismissed for either or both of these reasons. If, on the other hand, they start to eliminate desirable features, they would soon reach the point of advocating in certain fields, standards lower than those already obtaining in some countries. It is, however, a weakness of the document that although the word "priority" is used in relation to disadvantaged groups, there is no attempt to discuss the order of priorities. It would, of course, be quite out of keeping with UNESCO's style to lay down a precise order of priorities for its member states, but there might have been some exploration of the issues involved. For example, paragraph 55d advocates the establishment of a two-way exchange of views between broadcasting organisations and those who follow education, or educative, programmes on radio and television. This would be an expensive and complex operation. What are the criteria for determining the order of priority between this proposal and other claims on resources, e.g. paid education leave?

In the light of the high cost of implementing many of its proposals, the Recommendation is rather short on what one might call free advice. There is one excellent example of this, in paragraph 62:

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.

This echoes the advice given by Albert Mansbridge to the World Conference of Adult Education in 1929.

There are other passages in the document to which a similar cautionary word might have been attached. "Schools (and) vocational education establishments"

are amongst the bodies which are urged to involve themselves in adult education "in particular by making available their own teaching staff, conducting research and training the necessary personnel" (40). One would have thought it appropriate at this point to draw attention to the differences between the skills, attitudes and training needed for teaching mature adults and those required by the teachers of children and young people. Although the next paragraph (41) refers to the special skills, etc., needed for adult education, the contrasts between pedagogy and andragogy are not brought out. One's fears in this connection are increased by the reference in 46f to bringing together, when desirable, adults and adolescents in the same training programme". The qualification inserted here is too weak and unspecific.

To conclude this brief general survey of the Recommendation, there is little in it with which adult educationalists would wish to contend, and much that they would heartily applaud. One's main doubts relate to the impact of the document on governments and other decision makers. It would be an interesting exercise to invite people engaged in adult education to add a section to the Recommendation designed to substantiate, and not merely to assert, the claims of adult education, and to defend the concept of lifelong, recurrent education against critics who argue that education (except for necessary remedial work) should be defined as the preparation for adulthood.

The brief section in the Recommendation on training (41, 42, 44) does not say very much of substance beyond the basic assertion that both initial and in-service training are needed to develop the "special skills, knowledge, understanding and attitudes" appropriate to work in adult education. It contains, however, one piece of wisdom, "training should itself be a demonstration of sound adult education practice." A group of trainees is a group of adults engaged co-operatively in learning. Training is adult education for adult educators. The principles long upheld as the hallmark of liberal adult education — the equality involved in the dialogue between the specialist knowledge of the tutor and the experience of the students, the involvement of the students in decisions about the content and the conduct of the course, the encouragement of co-operation and mutual support as a framework for the exchange of searching criticisms — must be applied, a fortiori, to the teaching of trainees who are expected to uphold the same principles, as teachers or as the organisers of teaching programmes.

EVALUATION AND RESEARCH

The document also refers (35, 36) to the need for both systematic evaluation and research. The organisations which might engage in the latter are described as "universities, adult education bodies and research bodies". One might insert here the proposition, consistent with the reference to "sound adult education practice", that research about **teaching** in adult education is best carried on in close association with the teaching of adults. In the United States the normal although not universal, practice is for university departments engaged in theoretical studies about adult education to be divorced from the actual teaching of adults, apart from those who are training as adult educators. In Britain most of the university departments engaged in research in this field are also involved in the teaching of adults. In this setting the formulation of theory is disciplined by concurrent practice, and the practice is enriched by the processes of observation, experiment and evaluation which feed the theoretical work.

Research into the education of adults is still in a relatively early stage of development. The great mass of literature on "education" — psychological, sociological, historical, etc. — is in fact about the education of **children**. Some of what remains deals with instrumental aspects of vocational training. It is all the

more important, therefore, for a significant part of the research to be directed at the problems **experienced and perceived** by adult educators, as teachers, organisers and managers, and for them to be involved as far as possible in the search for the expertise and the understanding which they need.

PART 2

"Training adult educators for what?" A training programme for organisers or teachers of adults must be related as closely as possible to the range of objectives of the organisation providing the adult education, the organisers or teachers themselves, and the students. Some discordance is possible, and indeed a carefully planned training scheme can help to reduce it. It is also evident that some practical aspects of training, e.g. in the use of visual aids, can be effective irrespective of the ideological framework. But it is here suggested that for training strategies to work, there must be a relatively high degree of harmony between them and the objectives of the operation for which the training is being done.

To put it another way there is a macro-context and a micro-context to teaching. The first relates to the aims of the organisation and/or its sponsors and supporters and to the social-cultural-political milieu in which it operates. The second relates to the learning group — tutor and student — as a social unit.

Before pursuing this line of thought further, I would like to refer back to a point made in Part 1, about the need to identify the differences between andragogy and pedagogy. Adult students are volunteers, who decide not only whether to join a course but whether to continue in it. Children, however willingly they go to school, do not have the same freedom. Adults are autonomous, or at least have the capacity for autonomy. The experience of adult students can be a rich source of knowledge and insights. In comparison the experience of young people is of limited value. Adults studying a subject relevant to their social role can apply what they have learned, or are learning, immediately or within a short space of time. This is rarely appropriate or possible for young people. To quote Sir Richard Livingstone:

What lovers of paradox we British are! Youth studies but cannot act; the adult must act, and had no opportunity of study; and we accept the divorce complacently. But action and thought, living and learning naturally belong together and should go hand in hand. (*Education for a World Adrift*, Cambridge, 1944, 'pp 142-3.)

There is therefore a basis, in adult education, for a co-operation on equal terms between tutor and students, in which the students share in the planning of courses, the formulation of objectives, and the evaluation of progress. In practice there may be two obstacles in the way of achieving this ideal. The first is a tendency on the part of organisers and tutors to act in an authoritarian, or at least a paternalistic, manner to decide in advance, in considerable detail, what is good for the students. The second, which of course reinforces the first, is for the students to invest the adult tutor with the kind of general authority (as distinct from the authority derived specifically from his specialist area of knowledge) which they have learned to associate with school teachers. As a result the student wants to be told what he should learn, and regards the tutor as the main, if not the only, source of knowledge.

In relating andragogy to pedagogy, it is both misleading and unfair to compare the best adult education practice with the worst school-teaching practice. In the hands of enlightened teachers, learning in school can be more democratic than the kind of adult education which results from collusion between paternalistic tutors and subservient students. Nevertheless the adult student has the potential for, as well as the right to, autonomy and equality. On the other hand, teachers who move from school to adult work may need to make important, and often painful,

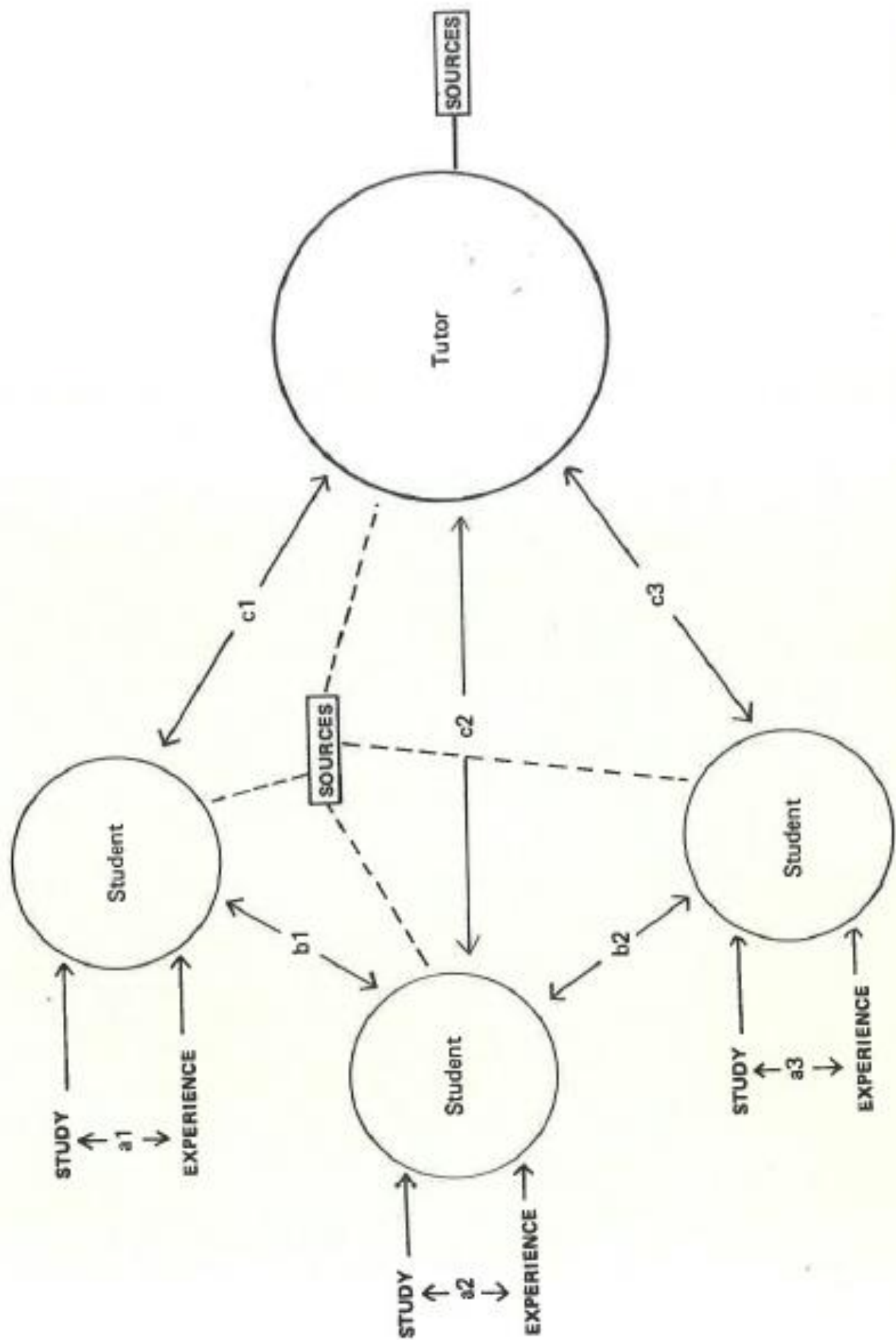
adjustments. Their skills should include several which are equally valuable in adult education — e.g. how to break up a learning problem into manageable and progressive stages; the technique of proceeding from the known to the unknown — but these skills are often embedded in a concept of relationships inappropriate to adult education.

If we agree to accept, at least as a basis for discussion, the above sketch of the distinctive characteristics of adult education, and the argument about training-as-adult-education what are the implications for the design of training programmes? The following suggestions might be considered:

- 1 There is a place for, and a value in, pre-service training, especially if it involves some observation of teaching, but the greatest benefits are derived from post-experience, preferably in-service training.
- 2 A comprehensive training programme should make use of
 - (a) appropriate disciplines, e.g. psychology
 - (b) suitable rationalistic models, e.g. for evaluation
 - (c) specific technical instruction, e.g. in the use of visual aids, but none of these provides the most suitable opening for a training scheme.
- 3 The first stages in the development of a training programme should be:
 - (a) interviews, or small group discussions, with tutors;
 - (b) observation of teaching by the trainers and if possible by trainees (i.e. tutors who want to join the training course observing the teaching of other tutors);

which should be used to identify the main teaching problems experienced by the trainees. (we must remember that "trainees" may be very experienced, but may have worked entirely in isolation not seen anyone else teach, and had no opportunity to discuss teaching problems.)

- 4 The next stage should be to equip the trainees with the array of terms, concepts and models which they need in order to be able to interpret their own experience and exchange ideas with others. In other words, one of the purposes of training is to give people a **language** for talking about their teaching. Part of this work involves the re-definition of well-known terms. For example, the word "discussion" is used in practice to cover any or all of the following:
 - Question and answer
 - an exchange of views after, or about, a lecture
 - a separate learning activity which is controlled structured or unstructured prepared (by the students) or spontaneous etc.
- 5 An exercise on these lines would be the collection (from interviews observations and discussions, as in 3 above) and analysis of the terms a1, a2, etc., b1, b2, etc., c1, c2, etc.; and also the significance of the two positions of "sources", which is here used to refer to accessible sources of knowledge, e.g. literary texts, economic data, historical documents, as distinct from the general knowledge of the tutor. (See diagram on next page))
- 6 A trainee will be able to assimilate and make use of only those ideas and practices which he can reconcile with his own style and personality. Training is neither instruction nor mechanical drill. It should, on the other hand, provide trainees with the opportunity — which implies both challenge and support — to reflect on their own style, to explore the possibility of making adjustment, and developing the necessary degree of self-discipline, without damaging that most precious quality in the teacher, enthusiasm. For example, a brilliant lecturer, who is both a master of and in love with his subject, may keep his students as an enthralled but passive audience. How does he begin to analyse this problem?



COMMUNITY DEVELOPMENT AS A PROCESS OF ADULT EDUCATION

Tomas Roseingrave
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Muintir na Tíre
(Irish Community Development Movement)

The UNESCO document, *Recommendation on the Development of Adult Education* clearly places the basic principles and objectives of Community Development within the broad framework of Adult Education which it outlines. The purpose of this paper, which I am honoured to be asked to present to this Seminar, is to focus more sharply on some of the core elements of the UNESCO document and to identify their particular significance to the evolution of Community Development as a process of Adult Education: The paper firstly relies on the experience of *Muintir na Tíre*, gained mainly in communities of a large segment of rural Ireland in helping to establish local structures to facilitate the process of Community Development. It will endeavour to compare the objectives and functions of these local structures with the underlying assumptions of the UNESCO document.

Secondly, it will outline the construction and application of a training model developed by Muintir na Tíre as a Pilot Project under a contract with the Commission of Social Affairs of the European Communities. The Project described as "a training of trainers" scheme in Community Development was funded in part by the Social Fund of the European Community. The training model will be discussed in this paper in the context of the sections dealing with the contents, methods, structures, and training in the UNESCO document. So that's the broad outline of the framework within which I propose to discuss Community Development as a process of adult education. I hope it serves a helpful contribution to the aims of this Seminar.

Education, says the UNESCO document, is "inseparable from democracy" and is closely related within society with the promotion as a whole of "the ideas of autonomy, responsibility and dialogue." Adult education, it sees, as an "integral part of life-long education," which can contribute decisively to economic, social and cultural progress, and which finds its essential justification in the need for "the full development of the human personality." Access by adults to education in the context of life-long education is a basic human right and says the UNESCO Recommendation it "facilitates the exercise of the right to participate in political, cultural, artistic and scientific life." The key elements identified in this approach to adult education — promotion of personal responsibility and development, access to participation in the decision-making process directed towards economic, social and cultural progress through the democratic methods of dialogue and discussion — these are also the basic components of the Community Development process.

Community Development finds its expression through the maximum participation of people in democratically elected representative structures (such as County Councils), through the encouragement of communal initiative and

participation in decision-making directed towards the economic and social development of local communities through selected projects, which are the outcome of needs which have been identified and resources which have been organised, both from within and outside the local communities. Community Development is a process of adult education — a life-long process, crossing the borders of generations and age-groups, non-sectional in character and directed towards improvement in the living standards and the quality of life of people ranging across the whole spectrum of life of local communities. Community Development as part of a life-long process of education and learning has the same ultimate aim as adult education activities as set out in the UNESCO document, namely to “meet the particular situations created by the specific need of development, or participation in community life and of individual self-fulfilment.”

Because Community Development is an adult education process it is based on the same principles which the UNESCO document judges to be essential to adult education *per se* namely to enable people to:

- (a) “make use of their different experiences . . . ”
- (b) “seek the participation of individual adults, groups and communities in decision-making at all levels of the learning process, including the determination of needs . . . ”
- (c) “contribute to the economic and social development of the entire community.”

Community Development through its local community structures is a form of “collective organisation established by adults with a view to solving their day-to-day problems.”

I would add that Community Development also basically seeks to solve medium and long-term community problems and aims to go far beyond merely binding up the human ills of a defective society, for example, through the provision of social services. Community Development, while recognising the immediate need for the alleviation of deprivation and distress through social welfare services and by helping to channel such services to those in need and for whom they are intended, seeks essentially in a positive and constructive way to ally local resources with those available at statutory levels to overcome the causes rather than to merely treat the effects of social dislocation, deprivation and underdevelopment. Its purpose and methodology is holistic or total — it would hold that the problems of unemployment, for example, are not solved by unemployment assistance, but rather by the provision of employment opportunities; it would see the problem of alcoholism or mental illness as not just personal or medical problems which are to be solved by medicines, drugs or hospitalisation, but rather as demanding a social or community approach and concern to secure both the alleviation of the suffering and the eventual rehabilitation of those who suffer.

RESOURCES FOR ADULT EDUCATION

Thomas F. McCarthy
Head of Education and Training
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This paper is not an effort at costing adult education. I would not be competent on my own to do this. To cost a scheme one has to have a scheme in mind in some detail. I do not have a detailed scheme mapped out to cost. The paper will offer a view on certain directions which Adult Education should take and on some of the more immediate investments which must be made if any progress is to be made in some of these directions.

In preparing this paper I have studied the UNESCO Recommendation on the development of Adult Education. The recently published Discussion Document on an NCEA Award Structure for Recurrent Education has also influenced my thinking. This latter document deals with just one facet of Recurrent Education but I consider the proposals in it in extending a rope ladder to the early school leaver who wishes to come back in to the system to be extremely helpful and it is my hope that all the relevant institutions will react to it. There is a further source of influence on the thoughts I put before you. It is my experience over the last seven years in trade union education and training and the attitudes of workers, general workers in particular, to education generally and specifically to education for them as adults.

MAJOR RESOURCES

The major resources required for adult education are:

- (i) Financial Resources
- (ii) Physical Resources
- (iii) Personnel Resources

The Resources required are a function of how we view the provision of adult education. To help us towards a view of adult education we must face the question as to whether we see adult education as part of the total scheme of formal education which we provide? To pose that question may even cause some of you to wonder. In the UNESCO Recommendation, for example, one of the bases upon which the document is formulated is that

"Convinced that adult education as an integral part of life long education can contribute decisively etc."

and further in the section on definitions

"Adult education, however, must not be considered as an entity in itself, it is a sub-division and an integral part of, a global scheme for life-long education and learning."

It is my belief that the nature of the relationship between adult education and the formal education system requires to be looked at very hard and that some of the beliefs which are taken as axiomatic require to be more deeply investigated and pursued.

In the provision of adult education the most frequently used practice is to announce a set of courses and people make choices and come forward and enrol. This works well enough for certain groups but does not work at all for the great majority of workers and their families. It is in adult education that the question of the relevance of what is being provided comes most sharply into focus. What work that has been done on patterns of adult learning suggests to us that adults learn best when they have had opportunity to define their own needs.

But we are sadly lacking in our understanding of how we can best help them to define their needs. In adult education there is a need to help devise structures and methods whereby individuals and communities can state their needs.

The second axiom which we should look at is that people want education. I think we know that many pupils are held as prisoners by the system. Equally I feel that people in education tend to underestimate the alienation of most workers from the kind of education they have experienced at school. It is a deep felt alienation which persists for most through adult life. There is evidence to show that it is no different in other countries. This raises a question about physical and personnel resources.

On the question of personnel skills required to be developed in the area of promoting and organising learning experiences for a much broader spectrum of people, the person required is an animateur — to kindle and to enable a person to manifest an interest. He/she is a bush-beater of sorts. He/she knows the potential customer and he/she knows the providers and he/she can help bridge the gaps. This is a great need.

There is also need for the counsellor — the person who can sit and discuss a person's need face to face and help towards some accepted action. Both of these functions will be very expensive especially if it means, as it should, taking the potential learner on his/her ground and and on his/her conditions.

My major point here is that providing adult education for many communities is going to mean a great investment in functions which we do not have at present and which precede the learning experience.

The second major issue to be put to help our thinking on resources is this:

How do we see the learning/teaching functions?

What it is people want in Adult Education experience?

Is it an intellectually passive experience in which they are talked at?

Is it a very active learning experience?

Is it in-between?

To provide the one where the other is required can result in people leaving the scene permanently. This is an area requiring a lot of work.

LEARNING FACILITATOR

In part the answer lies in the skill of the teacher, in the appreciation of how to harness adult experience in a learning situation without threat. The assumptions which have been made in the movement of teachers out of first and second level education into adult evening classes show scant regard for differences in manner in which adults learn. It is a source of great pleasure to many educators to view the Study Circles of Scandinavian countries and to witness the success experienced in relation to the involvement of all strata of society.

The resource I wish to draw to your attention here is that I call the learning facilitator — a teacher sometimes has his/her major role in facilitating learning. What are the skills required? How do we provide them? On the personnel side I have referred to Animateurs, Counsellors, Facilitators and I shall refer later to Co-ordinators.

ROLE OF INSTITUTIONS

In determining resources we have got to look at the role of the various institutions in helping to provide education for adults. All the institutions of the formal system will have a role but I believe a more limited role than is often talked about. The UNESCO Recommendation in paragraph 26 and 27 on page 9 speaks about adult education activities as follows:

26. Particular emphasis should be placed on adult education activities intended for an entire social or geographical entity, mobilising 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 specialising in adult education. I see adult education if it is to reach out to the great number of people as being community and parish based, as being in the organisations of the people with voluntary and private bodies being massively involved and perhaps only requiring space and some teaching service from the formal system. It will require an openness and a flexibility which we have not experienced to date in educational administration at local or national level.

CO-ORDINATION AND FINANCIAL RESOURCES

This will require co-ordination at local, regional and national level. In Ireland we have very little experience in this area. We have required of adult education that it fit into the same administrative system as other forms of education. Frankly this has stifled initiative in my view.

Immediately I see a need for financial resources to enable institutions to provide the type of personnel which I have spoken about. In some instances it is a matter of grafting on skills e.g. counselling, study circle leadership, in some teaching instances also. In some instances new beings must be produced e.g. the animateur, the adult education administrator.

I see a need for institutions like radio and television to appraise again their role as enricher of learning experiences and to become the main agent in certain areas. I think this is particularly apt in areas like music appreciation, dramatic art appreciation, visual art appreciation, certain aspects of political and economic education. To achieve this, a massive improvement in investment in educational broadcasting is required and so also is a co-ordinated programme of study circles at local level with its demand for support literature and teaching service. Local radio also could assume a major role in this area.

In the longer term, hopefully, by the mid '80s there would be a definite percentage of budget at national and local level assigned to adult education with a definite presence in the education scene of personnel whose function only related to adult education.

BOOK REVIEWS

EXPERIMENTS IN DUTCH ADULT EDUCATION published by the Netherlands Centre for Adult Education — NCVO, Amersfoort, 1977.

—Case-study on the relations between non-traditional forms of higher education and regional development in Co. Clare, Ireland, by *S. P. O'Buachalla*, European Cultural Foundation, Paris, 1978.

The Dutch experience should be of considerable interest to Irish adult educators. It is more comparable with ours than that of the Danes whose country might seem closer to Ireland in geographical and population size. The Danes however have a long standing national commitment to adult education by contrast with the Dutch who have only very recently advanced from a position similar to that prevailing in the Republic. The Dutch Aontas — the Netherlands Centre for Adult Education: NCVO — was established in 1965. It was NCVO which prepared the national report *THE FUNCTION AND FUTURE OF ADULT EDUCATION IN DUTCH SOCIETY*, which was published in 1969. This has proved a blueprint for subsequent national development. It contrasts with the Murphy Report, not alone in the fact that it was not prepared at the behest of government but also in its much more profound commitment to permanent education and to the concept of adult education as an agent of social change.

"Adult education has the task of making people aware of the directions in which social structures are forcing them . . . They cannot escape by flight from these structures but by gaining control and changing them . . . The possibilities for changing society too often go unrecognised."

It is not surprising in the light of this commitment that the general tenor of the nine experiments reported by NCVO in its 1977 publication is more radical than we are accustomed to in Ireland. The thrust of Dutch endeavours is to arouse non-participating classes and minorities to seek education and self-fulfilment through it. There is a determination to provoke target populations to social and political awareness. None of the experiments strictly speaking is original, at least when looked at from an international perspective, but all are promoted by animateurs who wish to make the Dutch working class of town and countryside aware of their own problems and of patterns of activity which may improve their lot. The experiments range from the development of advice centres for legal, tax and educational purposes to the pressurization of a public library service to recognise and to make provision for the needs of those sections of the population who do not normally use its facilities. There is an account of a scheme to promote housewives to meet to discuss their general problems and of the ways in which these groups snowballed into a variety of specific learning exercises. One initiative deriving from the formal education system occurred when junior secondary schools moved from sessions for parents who wished to discover what their children were learning to parallel classes for parents, particularly mothers, who follow the same curricula to the same ends as their offspring. Thousands of adults are now involved in this manner.

Not all the experiments proved successful. Participation rates varied and there is little evidence that the hard core of resistance to involvement has been affected:

"After the presentation of an information series, 'Would you like more participation in the local council?' the reaction was, 'Enough! Nothing but trouble, if I watch television I see the misery of the whole world, and you want to bring it all up again! Let's have a cheerful Bingo-evening.' "

One experiment in raising political consciousness positively failed and its implications are interesting. The Dutch, as others elsewhere, have experienced varieties of aggressively active citizen protest movements in the past decade. One experiment described in the NCVO report sought to channel anticipated protest by attempting to win popular participation in regional planning. The effect was to involve only the educated and to defuse resistance; political consciousness was not increased as intended.

These experiments in adult education are all local. They spring from local initiatives. Recent Dutch law provides for the subsidization of such activities. It is notable that adult education in the Netherlands is the responsibility of the ministry of culture and not that of education. The ministry of culture is pursuing a policy of developing local networks of providers. Experiments are being carried on to discover local wants and needs; counselling services are being developed and generally speaking there is an acceptance of the necessity for second-chance provision and for communal development through the educational process.

In Ireland adult educators are less likely to accept a role as change agents. They are more committed to reproducing the political and social system than to changing it. This explains, in some measure, the difficulties which S. P. ÓBuachalla experienced in trying to assess the contribution of non-traditional, i.e., non-formal, adult education to regional development in Co. Clare. His pioneering study was one of the case studies submitted to the UNESCO conference on the relationships between non-traditional forms of higher education and regional development, which was held in Bucharest in May, 1978. The most valuable facet of ÓBuachalla's research is his disclosure of the pattern of adult education providers in one Irish county. These providers must inevitably create co-operatively the type of local network through which the government will subsidize local initiatives when it follows, as EEC policy presupposes, the example of the Dutch government.

- (1) quoted in J. A. Simpson's *TODAY AND TOMORROW IN EUROPEAN ADULT EDUCATION*, Council of Europe, 1972. A summary of *THE FUNCTION AND FUTURE OF ADULT EDUCATION IN DUTCH SOCIETY*, along with an account of the background to its formulation and its subsequent partial implementation, is to be found in *DEVELOPMENTS IN ADULT EDUCATION STRUCTURES*, Council of Europe, (CCC/EES (76) 28-E), Strasbourg, 1976.

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DISCUSSION DOCUMENT ON AN NCEA AWARD STRUCTURE FOR RECURRENT EDUCATION. National Council for Educational Awards, Dublin, 1978.

A realistic awareness of the world in which we are living and a new understanding of what the actual problems of learning are, causes our conception of education to change radically. We live in a world of rapid change where we tend to examine critically our relatively unchanged educational system. The need for constant updating of skills adds another dimension of learning to that of the handing on of established wisdom. The tutor learns what was new yesterday and passes it on to the student today.

The DISCUSSION DOCUMENT ON AN NCEA AWARD STRUCTURE FOR RECURRENT EDUCATION is indeed welcome in this context. It is one task to identify educational obsolescence; it is quite another to establish new structures of learning which can contribute to the educational needs of our time. This document is the result of the deliberations of a working party set up in September 1975, by the Council of the National Council for Educational Awards to consider the references to awards and accreditation in the 1973 report, ADULT EDUCATION IN IRELAND (The Murphy Report).

The document and its recommendations make interesting reading. The principal recommendation of the working-group is that a new award level be established to be called the Foundation Certificate. This would seek to meet the needs of people who have no formal educational qualifications to make possible their entry into the existing awards system. The objectives of the Foundation Certificate would be two-fold:

- (i) "to attract people back into education on a 'second chance' basis;
- (ii) to provide an opportunity for adults who have thus been attracted back to progress through the existing higher education awards system".

The two other noteworthy recommendations are that entry to the Foundation Certificate course should be open and that a flexible system of assessment be used.

The first thing that strikes one about this document is its title. Why "Recurrent Education", one wonders, and not "Adult Education" or "Permanent Education"? The Director's Preface speaks of "Recurrent Education" as the "practical strategies and policies" through which the process of "Permanent Education" could be implemented. The introduction refers to "Recurrent Education" as being distinct from Permanent Education. Since the original recommendation of the Murphy report referred to Adult Education programmes, why change to "Recurrent Education" now? L'education permanente has the French connotation of "on-going", "to be entered at any time".

"Recurrent education", a term used widely in the Scandinavian countries, is closely associated with the post-school phase of life: it envisages the introduction, as early as possible, of alternating periods of work and study. The use of the term education permanente in France has tended to equate it with the constant availability of facilities for vocational education and carries with it the idea of a large-scale rethinking and re-making of educational structures.

However, to all who work as adult educators, the most disturbing aspect of this document is the cavalier way in which adult education is dismissed on page 6 and the restrictive definition on page 25 which is so out of line with current theory and practice in adult education. Surely the experiments which have taken place, and the programmes which have been developed, in Europe and in Ireland, would give the lie to this definition.

Several institutions and resource centres are mentioned as being suitable for conducting courses. However, no direct role is seen for the voluntary agencies, apart from the subsidiary one of providing courses in collaboration with "the approved educational providers", and without having responsibility for the implementation of these programmes.

This is hardly an ovation for the work of the voluntary agencies, who have often been working longer in the field of adult education and are closer to their students than many of the "providing agencies" mentioned in the document.

The constant difficulty of all adult educators should affect the first objective of the Foundation Certificate also. No thought seems to have been given to *attracting* these participants as distinct from *providing* for them. There are many who will never come within hailing distance of the 'providing agencies' mentioned. Perhaps a less formal institution might fill this role better — a voluntary one perhaps?

When one considers structures, one must remember that obsolescence is not confined solely to the technical, skill-learning, training functions; it is just as likely to be rooted in social, psychological, and ideological structures, in attitudes and belief systems. Traditional structures are at present found incapable of responding to the social, political and economic forces of the modern society. The probability of dysfunctionality among these structures triggers the possibility of alternative and adaptive ones to meet societal needs. There is an opportunity for and a responsibility on the adult educator to help formulate structures responsive both to adult needs and societal goals. If this document helps us to take another tentative step forward it will have fulfilled its purpose well.

EOIN MURPHY

Director

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AONTAS POLICY

SUBMISSION TO DEPARTMENT OF EDUCATION ON ADULT EDUCATION IN IRELAND 1973/MURPHY REPORT 1975

INTRODUCTION

- 1.1 Aontas formally welcomes the publication of the **Murphy Report**, and considers it a significant step forward in relation to Adult Education in Ireland at a time of rapid social and technological development. The research, theory and practice in formal and non-formal education throughout the world as exemplified by the deliberations of the UNESCO World Conference in Adult Education in Tokyo, 1972, harmonize with the philosophy, ideas and concepts outlined in the report.
- 1.2 Aontas, consequently, supports the recommendations on training, research and use of resources together with the enabling structures which could facilitate community-based adult education programmes and activities to take root and expand.
- 1.3 Because of the broad canvas which the Advisory Committee on Adult Education, 1969/1973 had to survey, it was perfectly understandable that sufficient detail could not have been gleaned or reported on all categories of adult education endeavour in Ireland; the following categories would require further investigation — the use of radio and television in adult education, accreditation, and evaluation of projects. To effect a co-ordinated implementation of the **Murphy Report**, greater precision in detail is required in these areas.

GROWTH POINTS SINCE THE PUBLICATION OF THE MURPHY REPORT

NATIONAL DEVELOPMENT

- 2.1 In September 1974, Aontas appointed its first full-time Director with the support of full-time secretarial assistance. Proposed development of Aontas publications entails the **Newsletter** and the **Review**, together with a series of Occasional Publications.
Work is also proposed on (i) **Aontas Directory** of agencies, services, personnel in adult education in Ireland which was recommended by the **Murphy Report**, and (ii) **Aontas Register of Research Findings in Adult Education**, which were designated priority areas in the **Murphy Report**.
- 2.2 By means of its membership network Aontas is representative of a wide spectrum of interests and aspirations in adult education. For example formal links with the New University of Ulster, Institute of Continuing Education in Derry, have been established. Aontas has affiliated with the International Federation of Workers' Educational Associations, and is represented at the Executive Committee level of the international Council for Adult Education, and the European Bureau of Adult Education.

- 2.3 Macra na Feirme appointed seven Adult Education Guidance Officers whose duties include identifying community resources and servicing the needs of Macra na Feirme members and others in the community. Muintir na Tíre, in conjunction with the European Community's Social Fund, appointed six Community Development Officers; through courses organised at regional level this team provides skills in community leadership, and studies the implications of community development in rural and urban Ireland.

STATUTORY COMMITMENT

- 2.4 The appointment of an Adult Education Officer by County Meath Vocational Education Committee in January 1975, marked the commencement of a pilot project at county level. Sanctioned by the Department of Education, this Officer works with an elected Adult Education Advisory Sub-Committee under Section 21 of **Vocational Education Act, 1930**. The Town of Bray Vocational Education Committee established an Adult Education Advisory Sub-Committee. Several Vocational Education Committees have appointed teachers to posts of responsibility having special concern for adult education.
- 2.5 Twenty seven permanent Deputy Chief Agricultural Officers were appointed by the Committees of Agriculture, with responsibility for the effective expansion and development of adult agricultural education and training programmes in their respective counties. Included in such development there is the planned establishment of Agricultural Education Centres throughout the country.
- 2.6 Two full-time officers with responsibility for the training and education of prisoners were appointed by the Minister for Justice in March 1975.

VOLUNTARY COMMITMENT

- 2.7 Two residential Adult Education Centres were established: namely the Adult Education Centre, Kilkenny — Seville Lodge, and Bellinter Adult Education Centre, Co. Meath.
- 2.8 The Dublin Literacy Scheme which is being operated from the Dublin Institute of Adult Education for the past five years, undertook an experimental pilot scheme, with the support of the City of Dublin Vocational Education Committee, and the Department of Education. The pilot scheme is part of the Institute's overall literacy programme and is now administered by a full-time director, with secretarial assistance. Several literacy schemes are being initiated/operated in Ireland today.

CHURCH COMMITMENT

- 2.9 **Focus for Action** was published in 1973 by the Conference of Major Religious Superiors (Male), who have committed themselves through their institutions to training and administering adult education programmes. The establishment by the Church of Ireland of a Council on Adult Education, administered by a part-time officer and servicing the 32 counties is a most welcome development. Recently, the Catholic Hierarchy sent a document to each priest in the country, a section of which urges him to set up an Adult Religious Education Section at parochial level. This report also recommended each bishop to appoint a full-time person having responsibility for the development of Adult Religious Education in each diocese.

UNIVERSITY GROWTH

- 2.10 Within the next few months St. Patrick's College, Maynooth, will establish a Department of Community and Adult Education. Part of the service will be to provide Extra-Mural Studies to the communities of the region. It is also intended that this Department will, within a year, provide facilities for the training of Professional Adult Educators.

IMPLICATIONS OF GROWTH POINTS

- 3.1 Tangible evidence of the growing awareness of the importance of adult education in Ireland, especially in new and developing fields is offered by these growth points. In many instances such growth points validate several conclusions and recommendations of the **Murphy Report**; and in addition they emphasise the expectations of a growing proportion of the Irish population in relation to adult education.

AONTAS RECOMMENDATIONS

- 4.1 In the light of its assessment of the **Murphy Report**, with assistance from individual and corporate members, Aontas recommends to the Department of Education the following priority areas for consideration, implementation and/or experimentation.

RECOGNITION OF AONTAS

- 4.2 The role of Aontas has been commended at home and abroad. To further develop its advisory function, services, programmes and publications, Aontas looks to the government for funding through the Department of Education. Currently, it is solely funded by members' annual subscriptions and by a generous grant given by a major commercial enterprise in 1973. Such funding of National Non-Government Associations of Adult Education is unique in Europe, and Aontas, therefore, strongly supports the recommendations of the **Murphy Report** in relation to further developments of Aontas:

- Aontas has the capability to function as the national counselling and advisory body to the Minister for Education and recommends that it be recognised as such.
- Furthermore the Committee recommends that Aontas be given an annual grant by the Department of Education to supplement its income (p.112).

- 4.3 Aontas, of course, does enjoy a measure of recognition from the Department of Education through the liaison officer of the Department who is in attendance at Aontas Council meetings. Recognition of Aontas as recommended and envisaged by the **Murphy Report** would bring Aontas into line with its counterpart National Non-Governmental Associations of Adult Education in Europe and beyond.

ADULT EDUCATION SECTION WITHIN THE DEPARTMENT OF EDUCATION

- 4.4 While Aontas recognises and commends the work already undertaken by the Department of Education to solicit submissions from adult education agencies on the **Murphy Report**, it regrets that to date an Adult Education Section, as recommended in the **Murphy Report**, has not been established within the Department of Education. This regret is intensified because the personnel seconded by the Department of Education to

render secretarial assistance to the Advisory Committee on Adult Education, 1969/1973, which produced the **Murphy Report**, could have formed the nucleus of the proposed Section. In the opinion of Aontas, the inauguration of an Adult Education Section within the Department of Education is inescapable, and Aontas recommends that the Section would be engaged in policy formulation and execution; it would initiate, monitor and evaluate innovative practices in the field, make budgetary allocations, and establish an Adult Education Resource Centre. The channels of communication now open to the various adult education agencies and the Department of Education would be further facilitated by the Adult Education Section.

LOCAL STRUCTURE AND CONSULTATION

- 4.5 Implications of the **Murphy Report** regarding the establishment and financing of local statutory structure and local advisory committees on adult education should be considered by the Department of Education as a matter of urgency (pp.113/123). While Aontas supports such a structure, it would strongly recommend that prior to its formation full and effective consultation should be initiated between all organisations and institutions concerned with education so that a climate of real co-operation and responsibility will be created in the best tradition of Irish democracy.

TRAINING

- 4.6 An urgent need is seen in the provision of a cadre of trained adult educators, animateurs and tutors to service adult education in Ireland. Such training should be conducted in third-level institutions which should receive financial support and recognition for such training courses. Aontas welcomes the recommendation of the **Murphy Report** which states that: "all teachers in their training should receive an appreciation course in adult education, and University Departments of Education should include adult education as an optional subject in their Higher Diploma studies." Problems related to career structure, security of tenure and professional role of adult educators should also be investigated. Pilot training projects could be undertaken by the Department of Education in this area. Aontas, for its part, has planned two experimental pilot training sessions. Aontas, too, would welcome the opportunity to co-operate with the Department of Education in organising training courses for adult educators.

FINANCING OF ADULT EDUCATION

- 4.7 To meet the present adult education demands of existing services in the face of current inflationary trends, a re-assessment of the expenditure proposed in the **Murphy Report**, pp. 135/138 is required. The revised expenditure proposals should provide the basis of developing the existing adult education provision.
- 4.8 Adequate financial provision should be specifically allocated by the Department of Education for research into adult education in third-level institutions.

INTERNATIONAL AFFILIATIONS

- 4.9 Aontas believes that affiliation with international associations and agencies in the field of adult education is essential for the growth and

development of adult education in Ireland at both practical and theoretical levels. Seeing that the Irish National Commission for UNESCO has within its competencies adult education provision, and because of its international links, Aontas looks to the Minister for Education to afford the Commission to play a more dynamic role in adult education. Because of Ireland's strong links, including those of a social, economic and cultural dimension, with the Council of Europe, the European Economic Community, the Organisation for Economic Co-Operation and Development, and UNESCO itself, Aontas requests the Minister for Education to create the opportunities whereby the services and resources available to Ireland, would become readily accessible to the Irish people. Constitutionally, Aontas incorporates a clearing house function on adult education information, development, publications, etc. and it would gladly expand its present facilities to provide a conduit of communications to its members and others wishing to avail themselves of it.

RESEARCH

4.10 Aontas is in agreement with the importance of research in adult education as outlined in the **Murphy Report**. The following priority spheres demand immediate and sustained attention:

- education of the disadvantaged and deprived adult, e.g., the illiterate, the early school leaver
- the motivation, guidance and counselling of adults to participate in adult education programmes
- poverty groups and social problems relating to adult education
- the methodology of adult education with special emphasis on radio and television
- study in comparative techniques in adult and community education (**Murphy Report**, p.128).

4.11 In addition to the priority categories suggested in the **Murphy Report** and listed previously, Aontas considers the following as priority research areas also, precipitated by recent social changes:

- family life education
- lifelong education in the context of the adult's lifecycle
- comprehensive adult education programmes, incorporating the related elements of community, youth, adult, and out-of-school education
- the personal, social and economic implications of ratification by Ireland of the International Labour Office Convention on paid educational leave
- implications of the proposed democratisation of educational structures in relation to parents, teachers and other adults
- non-formal education, activities and processes
- complementary and comprehensive training methodologies for adult educators.

COMPREHENSIVE FORWARD THRUST

5.1 The way forward for the development of adult education in Ireland especially in reference to the listed priority areas, Aontas believes, is not in a piecemeal or unsystematic manner, but rather in the overall perspective of an explicit national development programme. Within such a programme to which adult education and society will become increasingly

harnessed, due cognisance should be taken of the total comprehensive development of the human person and the forces working for good within our society.

April 1975.

SUBMISSION TO RADIO TELEFIS EIREANN (RTE):
THE FUNCTION OF RADIO AND TELEVISION IN ADULT EDUCATION
1975

INTRODUCTION

- 1.1 More than 80 members of Aontas took part in a one-day Media Seminar held at RTE on Saturday, November 16, 1974. Following that seminar reports on the five group discussions were submitted to the Aontas Secretariat, and those reports constituted the Discussion Document which was considered by the sixteen members of Aontas Working Party at RTE on Saturday, February 22, 1975. An integral part of the Working Party's experience was the Familiarisation Course on the production and technical aspects of broadcasting conducted under the direction of Mr. Aidan Folan, Manager, Training and Staff Development, RTE.
- 1.2 Having benefitted from the Familiarisation Course, Aontas now has pleasure in submitting broad outlines which could usefully form the basis of a relevant adult education policy for our National Broadcasting Network.

GENERAL PRINCIPLES

- 2.1 RTE's commitment to adult education should be strengthened both financially and structurally. The provision of an Adult Education Section within RTE, supported by an Advisory Committee on Adult Education and representative of adult education agencies and institutions, would seem a complementary and realistic mode of assuring such structural aid.
- 2.2 The role of RTE should combine the inter-related functions of disseminator, stimulator, and reinforcer: these entail the supply of a constant stream of information on on-going and innovative developments in adult education, coupled with the explicit objective of animating leaders to innovative practices in local communities; for example, discovery methods, establishment of viewing/discussion groups, use of local resources and creative drama.
- 2.3 Aontas, by virtue of its national network of members and its international contacts with all aspects of adult education, will gladly continue the excellent co-operation now firmly established with RTE in every possible manner.

NON-FORMAL ADULT EDUCATION

- 3.1 Aontas supports the present policy of RTE in relation to non-formal education: television programmes such as *7 Days*, *Amuigh Faoin Spéir*, etc., and, for example, the following radio programmes — *Here and Now*, *Country Call*, *Three-O-One*, etc., testify to the implementation of a policy committed to non-formal adult education. Aontas appreciates the care which is manifest in the planning and evaluation of such programmes. Furthermore, Aontas would hope that the advent of the Second Television Channel, RTE, would facilitate the expansion and development of non-formal adult education programmes: in this context RTE could very well make a major and abiding contribution.

- 3.2 Aontas recommends that some of the non-formal programmes should be so designed to encourage viewers and listeners to participate in formal adult education and community development exercises, and also re-inforce the formal learning activities of the individual. By thus developing non-formal adult education programmes on radio and television, provision should be made for people who could be described as being disadvantaged, a provision which would be informative and motivational.
- 3.3 Aontas shares the view expressed by Mr. T. P. Hardiman, Director-General, RTE, in his opening address to the Aontas Media Seminar in November, 1974.

"In a real sense, all broadcasting is educational. By enabling people to hear and see what otherwise they would not hear and see, it broadens their horizons. By enabling them to enjoy — however vicariously — experiences which they would not otherwise enjoy, it gives them more to think about and to talk about. The evidence is all around us that broadcasting thus brings the broad masses into the national debate — and the international debate as well. 'The broad masses', of course, is a phrase, a cliché meaning many people, many individual persons. Each of these persons is individually made more aware, more widely aware of events and trends and life-styles."

(Text of Address by Mr. T. P. Hardiman, Director-General RTE at the Aontas Media Seminar, on November 16, 1974, p.1.)

- 3.4 Aontas recommends that non-formal adult educational programmes be made available for further use and reference to adult education agencies, so that such agencies may incorporate the programmes into their curricula.

FORMAL ADULT EDUCATION

- 4.1 A series of programmes, radio and television, for adult tutors/educators is recommended as a priority. There is a dire necessity to alert adult educators to modes and techniques of adult education, to differing forms and functions across the European Community and beyond. Aontas, consequently, stresses the urgency of such training programmes, aided by supportive literature and programme evaluation.
- 4.2 As a consequence of the fact that BBC will launch its adult literacy programme in the autumn of 1975, Aontas will welcome the opportunity of co-operating with RTE to monitor and evaluate programmes received by Irish people along the East Coast of Ireland and in other areas.
- 4.3 Individual programmes or series of programmes should be planned in consultation with the relevant body/bodies; e.g. Aontas, Irish Congress of Trade Unions, AnCO — the Industrial Training Authority, Irish Management Institute, Retirement Planning Council of Ireland and Women's Organisations. Bodies such as these could assist in forming networks of local listening/viewing groups. Consultation as it is employed here signifies the specification of objectives, programme content and contributors, times of broadcasts, evaluative techniques and analysis of feedback. It is understood that RTE would reserve the sole right to the final decision regarding programme content.
- 4.4 In the category of Trade Union Education and Training, three types of programmes are recommended: (i) Irish Social and Labour History, (ii) Trade Union Education and Training, and (iii) Information Service when national issues are under consideration, e.g. National Wage Agreement. Cognate Trade Union material available from other countries should be

noted by RTE and rigorously assessed prior to being re-broadcast through RTE network.

4.5 "Social consciousness" programmes such as community development and leadership, health education, and media education should be increased in number.

4.6 Aontas believes that RTE has a specific social and national role in relation to disadvantaged adults. The problem of the disadvantaged must be ameliorated through radio and television — the illiterate, the housewife, the socially dysfunctional, (peoples' rights), people unable to cope with the rapidity of social change in an increasingly technological society, people preparing for retirement — the full utilization of such people's talents, skills, experiences and perceptions. Identifying the clients, informing and instructing the teachers, and raising the level of public concern and care would constitute the main objective of programmes specifically designed to assist disadvantaged persons.

4.7 Notwithstanding the growing commitment of RTE to adult education, formal and non-formal, Aontas urges RTE to develop a broad-based Family Life Education Programme. Adult Education Agencies and Community Development Associations must define and elaborate the functions of Family Life today: a changing society is making increased demands on the family structure. Parent roles, parent-child relationships, parent-teacher relationships, changing status of women in Irish society, the working mother, problems of loneliness, desertion, etc. — each topic requires treatment within a broad-based Family Life Education Programme, and RTE should play a dynamic role in this significant primary social group.

(See Adult Education in Ireland 1973/Murphy Report 1973 pp.89/90.)

DEVELOPING AREAS

5.1 While acknowledging the frontier developments occurring at regional level, 'Radio na Gaeltachta', and local level 'Corkabout', Aontas recommends experimentation and assessment by RTE in local broadcasting. Local communities such as Ballymun and Ballyfermot, and Athlone Co. Westmeath, should be encouraged and facilitated by RTE in their experimental projects.

Furthermore, Aontas recommends an extension of the present policy of RTE in relation to local radio units. The possibilities of local community television should be further explored.

5.2 The local community achieving a deeper and more integrated understanding of itself and the forces working within it — history, industry, education, creative arts, etc. — increased self-awareness and self-confidence in taking effective community decisions — these elements should be among the objectives, and help form the unifying educative thrust of local broadcasting.

5.3 Aontas supports the creative use of a second television channel, which would have many functions including entertainment and formal and non-formal adult education programmes.

PUBLICITY AND LEARNING RESOURCE CENTRE

6.1 A more systematic approach to publicising and promoting RTE's Adult Education programmes needs to be adopted.

6.2 Making RTE programmes available, radio and television, for further broad-

casting at regional and local level was approved by Mr. T. P. Hardiman, Director-General RTE, in the course of the Aontas Media Seminar in November 1974. Aontas urges RTE, as a matter of urgency, to resolve the copyright problems at present obstructing the distribution of programmes and simultaneously to proceed to establish the mechanics of programme distribution. Aontas believes that by thus distributing its programmes for use at regional and local level, RTE, through its archive material, would be in a position to facilitate various adult education agencies etc., and could further develop its services by inaugurating a Learning Resource Centre as recommended in the **Murphy Report 1973** (p.51).

FURTHER CO-OPERATION

- 7.1 Aontas is glad of the excellent co-operation that exists between itself and one of its corporate members, RTE. The award-winning series of radio programmes **Give Your Child a Chance**, proved that such co-operation is, indeed, beneficial to both RTE and Aontas. Aontas believes that the Working Party in February 1975, enhanced the working relationship between Aontas and RTE.
- 7.2 Exercises to continue the RTE/Aontas partnership should be sought, and to this end Aontas suggests a bi-annual meeting between representatives of RTE and Aontas to consider ways and means of experimentation, evaluation expansion and facilitation of RTE's most beneficial role in adult education provision in Ireland in the light of social, cultural and technological change. Irish men and women can increase in information, knowledge and stature; in peace, justice and love.

RTE has a role in the total development of Irish people, resources and society, and Aontas hopes that the preceding indicators help signpost the route.

April 1975.



The Health Education Bureau and Adult Education.

In addition to its informal public education programmes the Health Education Bureau co-operates with Statutory and Voluntary Organisations in providing Adult Health Education courses.

During the past year the Health Education Bureau has assisted the Cork

Council of Adult Education, St. Patricks College, Maynooth, Community College, Dunshaughlin, Tallaght Community School, Mid-Western Health Board, North Eastern Health Board, Nth. Tipperary Vocational Education Committee, Moyle Park College, Tarbert

Comprehensive School, The Peoples College and others, in the promotion of positive health attitudes in their communities

As a statutory member of Aontas, the Health Education Bureau is happy to be associated with the National Development of Adult Education

Health Education Bureau

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Page

- 3 Foreword
- 4 The Promise of Recurrent Education *H. Rex Cathcart*
- 9 The State Commitment to Adult Education *Paul H. Bertelsen*
- 18 The Role of Irish Universities in Adult Education *Fergus O'Ferrall*
- 25 The Role of Adult Education in Preparation for
Retirement *Eoin Murphy*
- 32 There may be Teaching without Learning and
Learning without Teaching *Gerry McGann*
- 38 AONTAS SEMINAR ON THE UNESCO RECOMMENDATION
ON THE DEVELOPMENT OF ADULT EDUCATION
- Seminar Objectives and Programme
- 40 Statement by Seminar Chairman *Seán O'Connor*
- 42 Workshop Reports and Recommendations
- 47 Overview of the Recommendation with special
reference to training *Bernard Jennings*
- 53 Community Development as a Process of Adult
Education *Tomás Roseingrave*
- 55 Resources for Adult Education *Thomas F. McCarthy*
- 59 BOOK REVIEWS
- 63 AONTAS POLICY
- 69 Murphy Report, 1973
Radio and Television