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PARIS, March 21st, 1947.

UNITED NATIONS EDUCATIONAL,
SCIENTIFIC AND CULTURAL ORGANISATION.

FUNDAMENTAL EDUCATION

Common Ground For All Peoples.

I - A GENERAL VIEW

With respect to literacy and illiteracy throughout the world - remembering always that Fundamental Education is larger than education for literacy alone - it is possible to present a general view in statistical terms that are relatively recent and perhaps as reliable as the nature of the problem, at the present stage of our attack on it, will allow. The statements here given (Laubach, 1, pp. 2.3.4) are based partly on a table printed in Education for Victory (Vol. 3 No.22, May 21, 1945) a journal issued during the war by the United States Office of Education. The sources of the table are named in a brief foreword to the table: they go back to 1929 for some data and come down as late as 1944 for others.

It is not easy to determine the illiteracy rate of each country, for each country has a different standard. The State of New York calls a man literate if he writes his name. "A resident of New York State who casts his first vote by war ballot is relieved thereby of the responsibility of furnishing proof of literacy when he later votes as a civilian," reports the New York Times, although now civilian voters must present evidence of their ability to read and write English.

Some consider a man literate when he can read a few sentences in print; others require him to read and write letters. This makes a great difference in statistical reports. In Lithuania, for example, the statistics would be twenty-one per cent higher if we included only those who can read, than it would be if we included both those who could read and write, for they have 421,000 persons of 2,000,000 who can read but cannot write.

Even if we decide to include writing in our literacy requirements, our basis for judging is very inexact and will depend upon the temperament and handwriting of the one being examined. Some handwriting would defy the skill of any reader. Dr. Chaturvedi of India proposes that a better test would be to dictate one hundred common words from a basic word list and ask the student to write them.

(1) The statistics indicate that illiteracy approaches the vanishing point in the countries of Northern Europe - Denmark, Norway, Sweden, Finland, the Netherlands, Switzerland and Germany, which have claimed a literacy rate of over ninety-nine per cent. Recruits in the army of the United Kingdom indicated an illiteracy rate of only one per cent. A more recent estimate, however, puts the illiterate and semi-literate in the British Army at 20 per cent "of present-day recruits" - September 1946. On the other hand, the countries of Southern Europe have a high rate of illiteracy - Italy, twenty-seven per cent; Spain, forty-six per cent; Portugal, fifty-four per cent; and Bulgaria, fifty-five per cent.

(2) The United States of America and Canada have about the same literacy rating as England and Northern Europe. The most recent official statistics of the United States indicate that three per cent of this country are still illiterate; that is about four million people cannot read or write. However, the American Association for Adult Education disputes these figures. It declares that sixteen million people above the age of ten years are illiterate. This difference is due to the widely different definitions of literacy. The census of the United States of America regards anyone who can write in any language as literate. The American Association for Adult Education contends that an American ought to be literate in English, at least to the standard of a fourth grade child's literacy. Among American born whites, illiteracy is only one and one-half per cent, but among American-born Negroes, it is sixteen and three-tenths per cent. Among foreign-born Americans, illiteracy is more than nine per cent. Among the children of these foreigners, illiteracy is low; as low as it is among the children of the native, white Americans. The foreigners send their children to school. According to the American Association for Adult Education, at least fifteen million people in this country never went to school, and fifteen million others can barely read or write. The statistics of Canada indicate that three and seven-tenths per cent are illiterate. The provinces of Quebec, Nova Scotia, and New Brunswick have a much higher rate of illiteracy.

Next to Europe and English-speaking North America, the highest literacy rates are, very surprisingly, in the small islands of the South Pacific, where only one century ago the people were in the large majority cannibals. This is wholly due to the teaching of the missionaries. In Samoa, only four per cent are illiterate; in the Gilbert and Ellis Islands, six per cent; in Hawaii, fifteen per cent; on Guam, twenty-two per cent. New Zealand and Australia, both of which are overwhelmingly white at the present time, are only five per cent illiterate.

(3) Latin American countries come next, in order of literate countries. Argentina has the highest rate, with its population almost wholly composed of immigrants from Europe. Its official illiteracy rate is thirteen per cent. British Guiana and Chile are each fifty per cent illiterate; Brazil seventy per cent; Cuba, fifty-two per cent; Puerto Rico, fifty-five per cent, and Mexico, sixty-two per cent illiterate.

Dr. Rycroft's book, "On This Foundation", perhaps gives the best literacy statistics available for each of the South American countries. When these are weighed by populations of each of the countries, we find that the average literacy rate of South America is still only twenty-nine per cent. We do not have complete available census data for the Indians of Latin America, but statistics of Peru are perhaps fairly representative of all Latin America. The illiteracy rate of Peru in 1940 was forty-two per cent. Where the Indians live, the illiteracy rate is over eighty per cent, and where the Spanish-speaking people live, it is under thirty per cent.

(4) Asia as a whole is eighty to ninety per cent illiterate. This is not true of Japan, which claims an illiteracy rate of less than one per cent. It seems that this "literacy" was not sufficient in many cases to read newspapers. A post-war investigation showed that a knowledge of 400 Japanese words was called "literacy". In 1930, India was ninety-two per cent illiterate; in 1940 eighty-eight per cent were illiterate. The figures for Siam were sixty-nine per cent illiterate, in 1935; in the 1941 census, fifty-two per cent were indicated as illiterates. The statistics of the Dutch East Indies show that their population is ninety-five per cent illiterate.

A great campaign has been going on in China. They claim to have reduced their illiteracy rate to eighty per cent. It is impossible to gather accurate statistics, especially under the present chaotic conditions in that country. The other countries of Southern Asia, with the exception of Burma have a higher rate of illiteracy than does China; Baluchistan, Afghanistan, Iran, Iraq and Arabia have an illiteracy rate of more than ninety per cent. The total illiteracy rate for the continent of Asia probably ranged between eighty and ninety per cent. But in the great population areas of China and India, it is rapidly decreasing at the present time, because of the huge campaigns being conducted in those countries.

(5) Africa has the lowest literacy rate of all the continents. Among the coloured population, it is from two to ten per cent in various countries. In many parts of that great land, literacy campaigns are getting under way, and the next fifty or seventy-five years may show the same marvellous transformation that we saw in the Pacific Islands during the nineteenth century. Nearly every one of these campaigns has been started by missionaries, who are teaching illiterates in more than a hundred different languages. Egypt has an illiteracy rate of ninety per cent; the Bantus of South Africa, eighty-eight per cent. For the rest of the continent, no census is available. In many sections the illiteracy rate might reach ninety-nine per cent.

Quoted from pages 23 to 26 of
the proof copy of the book
"Fundamental Education"

Common Ground for all Peoples
Report of Special Committee to the Preparatory Commission
of UNESCO

PARIS 1946.

UNITED NATIONS EDUCATIONAL,
SCIENTIFIC AND CULTURAL ORGANISATION

FUNDAMENTAL EDUCATION
COMMON GROUND FOR ALL PEOPLES

CHAPTER V

SUGGESTED LINES OF ACTION

The Function of Unesco in Fundamental Education

No nation of the world can say that soon it will "possess the mountain winds of truth"; nor is any nation fully able of itself to lift its common life above immediate and self-regarding interests to the level of world need, world hope and world co-operation. National tasks that are broadly human in their character and aim require concerted thought and international planning.

Among such tasks are those of education; and if Fundamental Education is in truth a common ground for all peoples its problems must be approached as universal problems, for which mutual aid and counsel are imperative. Nation must confer with nation. Individuals and groups that have garnered varied experience, with but little opportunity to share it, must be brought together for their common inspiration and enlightenment. Facts and ideas must be made public property. Records of successes and failures must be analysed and made available to all. Connections must be made among workers; unnecessary duplications of work must be avoided. The groups already valuably engaged must be encouraged and new associations brought into being. Some projects must be attempted, if only for experiment and demonstration, which have not been undertaken anywhere before. Unesco obviously has a part to play in all these ways of bringing Fundamental Education out of the sheer separation of narrowly national endeavour and raising it to its larger human stature as a world movement.

The Nature of the Proposals in this Chapter

The Editorial Committee presents in this Chapter suggestions gathered from its collaborators and advanced in its own discussions. They are not assigned to their various sources, for they have been worked over in many meetings and sifted into a form and order which is the product of the Committee's own deliberations. They are presented as materials which may be found useful in determining policies and in choosing those particular enterprises which Unesco should undertake in this field.

The Editorial Committee ventures to point out that the suggestions for action in Fundamental Education should be considered in relation to the programme of Unesco as a whole and especially in relation to other proposals for the programme in education. Thus it should be noted that a Committee is recommended (see Chapter II of the Final Programme Report) for the study of "the methods..... and content of education..... to foster international understanding in primary and secondary schools." The work of this Committee, if and when it is established, would obviously have a bearing on the work in Fundamental Education. Similarly, the recommended conference of leaders in Adult Education (Chapter II of the Report) would have a bearing on the work in Fundamental Education for illiterate adults. Whatever is done in Vocational Education; in Selection and Guidance, in Educational Statistics, in Youth Activities and in the Training of Teachers will be of interest to those who are concerned with Fundamental Education.

These examples are drawn directly from Unesco's suggested programme in Education; but other Sections of the Secretariat will be undertaking studies, which may be equally pertinent. If, for example, population problems are studied by the Social Science Section, the results of such studies should be considered in relation to the programme in Fundamental Education. There is obvious need, also, of co-ordination between work in Fundamental Education and studies in Mass Communication. It will prove impossible, presumably, to divorce the programme in Fundamental Education from the programme of any of the major Sections of the permanent Secretariat.

Meeting the Major Needs.

The ideal fundamental education is a part of the ideal democracy; and like democracy it should be "of the people, for the people, by the people." In this conception there is, of course, no intimation that leadership, governmental or voluntary - or both - has no function. On the contrary, the very fact that fundamental education depends finally on popular response makes leadership all the more important. Popular demand, leadership and popular response are all required and are required at the same time. In a word, the process through which Fundamental Education may be advanced with fullest vigour and success may be called Participation.

Participation calls for encouragement. If Unesco can encourage both demand and response; if it can provide means and materials for leadership which might otherwise be lacking; if it can spur enthusiasm when it begins to lag - whether because problems have multiplied, or because funds are inadequate, or because political interests bar progress, or for any other reason; if it can spread the news of successful efforts and arrange personal contacts through which the contagion of fresh purpose may be caught; if, finally, it can meet some of the harder technical issues by means of its own studies or experiments - then Unesco will have played its proper role in Fundamental Education as an act in the drama of human evolution. What would leadership can do

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by participating in a process inherently democratic, Unesco will then be doing.

The role of Unesco is not easy to determine in detail. What can best be done at any given point must be decided in the light of all the information that can be obtained at the time. Consultation is required with other agencies of the United Nations, with governments, with voluntary agencies and with individual students and workers. Those requirements lead to the chief recommendation of this chapter, a recommendation which emphasises flexibility of procedure.

A Commission in the Form of a "Panel".

A Resolution establishing the Panel, defining its terms of office, its purposes and the character of its personnel. Budgetary provision for the Panel.

The Editorial Committee suggests the establishment, in the Education Section of the permanent Secretariat, of a Panel on Fundamental Education. The term Panel is used to indicate a group of persons some of whom can be continuously in service at Unesco Headquarters in Paris, while others can be brought in for consultation at various times; and it is intended that all members of the panel - or selected members thereof, as circumstances may dictate - shall be available for conferences, consultation, demonstrations and other contacts in various countries of the world, as well as in Paris, and for the study of achievements, issues, national needs and the part that Unesco should be taking in the movement.

The suggested period for the operation of the panel, and hence for the budgetary provision to be made in the first instance, is five years. Continuance of the panel beyond the end of this period will, of course, depend on its accomplishments and on the situation as it then presents itself. We believe, however, that five years is the minimum period within which substantial results can be expected in a field so extensive and difficult as Fundamental Education.

We recommend provision for two or more permanent members of the panel to work in collaboration with and under the general leadership of the Director of the Education Division. They should be persons of some experience in Fundamental Education and of commanding reputation as students of educational processes and problems. If possible they should have come to the study of education from different backgrounds - perhaps from anthropology or sociology in one instance and from psychology in another. Of course no exact specifications can be laid down until possible personnel for this permanent "core" of the panel can be considered.

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In any case, however, the composition of the entire panel should tap resources in scholarship and practical activity which include anthropology, psychology - both social and individual - economics and linguistics. Other fields of interest may well be represented also - as, for example, mass communication by co-operation with the Mass Communication Division of the Unesco Secretariat, and political science with emphasis on demography. Again the consideration of the personnel actually available will govern final choices. A proper distribution by region and culture is, of course, desirable.

The panel as a whole may well number at least fifteen. This includes the Director of the Education Division and the members in continuous service. As will appear in the further discussion of the suggested functions of the panel, budgetary provision should be made for expenses of travel as well as for salaries during specified periods of service, whether in Paris or elsewhere.

Suggested Activities for the Panel

(a) The present volume is at best a rough outline of what Fundamental Education is, how it has become a world-wide movement, what its problems and difficulties are and what can be done by all concerned to advance it. The panel should first address itself, we suggest, to the fuller development and correction of information in this field. This is not, of course, a task to be finished before other tasks of equal or greater importance are undertaken. The end in view is nevertheless essential to the full success of Unesco's work: what the Editorial Committee envisages is complete documentation, and it is suggested that the titles in the catalogue should be arranged not only by author and name but by topic, including regional treatments of Fundamental Education. With this thorough documentation as a background, certain more immediate services of information may be undertaken - or rather such services should be undertaken as they are needed, carried on as well as possible without the benefit of full documentation and completed when the documentation itself becomes complete. Those more immediate informational services will be discussed later in the Chapter.

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for
documentary
and
bibliographic
services.

Documentation implies here not merely materials in print but also full records of films, radio programmes, diagrams, charts, maps and other sense aids for teaching in schools and for the instruction of adults. As the panel plans this work, it will obviously be important to establish close co-operation with the Division on Mass Communication. In a rapidly moving enterprise like Fundamental Education, documentation can obviously never be final; which means that it is of special importance to keep open all possible channels of current information.

How much of the actual material, whether in print or in other forms, should be collected, stored and exhibited in Unesco House is a problem for the panel to take under early consideration. It will be necessary to work this problem out in consultation with the Section on Libraries, Archives and Museums and with the Unesco Administration. Unesco should presumably have a comprehensive catalogue, but it will probably have to be content with collections which are less than complete. One of the problems to be studied would accordingly be the problem of selection.

Among the bases of selection it would be natural to include those practical undertakings to which the panel may turn while its documentary work is in progress. These will be discussed in the succeeding sections of this Chapter. We may conclude the present section by noting the great usefulness of a central and comprehensive bibliography. Statesmen, volunteers, scholars and writers should find in Unesco House a source of guidance and inspiration, practical help and enlargement of vision, which will be one of the most continuous elements in that encouragement of participation that is Unesco's main function. Therefore, the first suggested activity of the Panel on Fundamental Education is documentation.

(b) Not everybody who needs help in Fundamental Education can come to Paris. Correspondence will become extensive; special booklists will be requested; sources of supply for reading materials, films and other instruments of instruction will be in demand; statistics will be of interest; and posters, diagrams and maps will have to be supplied or referred to. If Unesco is to make the information at its disposal fully useful, it will have to do more than gather it, more than display it in its own quarters, more even than meet visitors helpfully when they come in person to Unesco House. There will be a continuous activity for the Panel on Fundamental Education in the dissemination of lists, brochures, addresses, governmental enactments and general news. This means typing, duplicating, printing, mailing, expressing. Co-ordination of such work with that of other Sections of the Secretariat and with that of many external agencies is clearly desirable. Help will be required, as well as given, by the Unesco staff.

A fairly full bibliography of selected, classified and annotated titles may prove immediately useful and might be widely distributed. Statistical material should be prepared for the proposed International Education Yearbook. General information on Fundamental Education should be included in the International Education News Letter or Review, if it is decided that such a journal is to be issued by Unesco. Graphic materials - charts, diagrams, maps - should be prepared to show the progress of Fundamental Education throughout the world. These materials might well become a means of stimulating

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wholesome emulation among governments and voluntary agencies. Films and radio programmes on Fundamental Education could, if they were well constructed and well handled, carry the message of this movement not to the leaders only but also to the people themselves. No one who has seen the American film on the work of the Tennessee Valley Authority can forget its message - and it embodied one aspect of the very message of Fundamental Education.

Unesco should be prepared to give help to workers in many lands and to workers in many phases of fundamental education. The second suggested activity of the panel is, accordingly, the planning of staff services of information.

(c) No matter how much information is gathered nor how widely it is distributed - no matter, indeed, what form it takes, even the liveliest and most impressive - information is still no substitute for personal contact and for consultation, discussion and study on the very spot where the work is going on. Hence the Fundamental Education Panel should be regarded as a team or set of teams which may be sent on invitation to various parts of the world. Their mission should be to learn as well as to teach and assist. They can report back to Unesco and request others to do so. By preparing in advance, whether through plenary sessions in Paris or regional meetings of smaller panel groups, they can bring to Unesco well-ordered information on points which require concerted study and analysis. They can make contact for Unesco with workers in Fundamental Education and link one worker with another, group with group.

Authorisation for travel, conferences and consultation.

It is possible that the panel should not be built up to its full strength until some contacts of this kind have been made by a smaller group of earlier members.

Travel and personal contact should result - we may hope before the end of five years - in a general survey of Fundamental Education, which could be published as a Unesco volume, or made a major part of one of the Yearbooks, or printed serially in several issues of the International Education Review.

The occasion of some of the proposed trips by panel groups should be Regional Conferences. These could be Conferences arranged by Unesco or Conferences called by other agencies. The Governments of a given region might request a Conference or arrange one, or one Government might do so. Contacts with National Commissions will be in order; and there is obvious opportunity in these missions for consultation with Governments, with United Nations agencies and with voluntary organisations. Fundamental Education touches even the institutions of higher education through the training of teachers and educational administrators; and it requires liaison with health organisations, trade union educational departments,

agricultural education departments and religious and social welfare agencies.

Regional Conferences may have a very general scope and a world outlook. It may not be long before a World Conference on Fundamental Education will be of value; but it is suggested that a World Conference should be in the nature of a climax to a period of survey, consultation and personal contact rather than a starting-point for such activities. A World Conference should, of course, enlist the official co-operation of the Governments of Unesco's member states. In any case, the third suggested activity of the panel is personal contact, through attendance at Conferences and otherwise, with workers in the field.

(d) Fundamental Education is not to be carried through to a successful conclusion solely by goodwill nor entirely by devoted and persistent effort. It is not quite so simple an undertaking. The issues and problems discussed in the preceding chapters of this document include a considerable number that require careful study, some that cannot be solved save by experiment, and some that must be attacked in different ways under differing local conditions. Unesco has a very important duty to perform in the encouragement and facilitation of the investigation and experimentation required in these cases; and it may prove possible for the panel to plan and even itself to conduct some, perhaps eventually all, of the necessary constructive enquiries.

Whenever Unesco receives an appeal for technical assistance and advice - which should be often, if Unesco is to look with any satisfaction on its work in this area - the situation should first be analysed to see what problems are involved. There are probably very few cases indeed in which nothing at all can be done until some general solution can be found for a perplexing problem such, for example, as that of a language not yet reduced to written form. In some instances it will doubtless prove that the best course is to delay action with respect to the language situation - and thus with respect to illiteracy - while that problem is under consideration by experts, but meanwhile to attack the task of Fundamental Education by measures other than instruction in reading and writing. Mistakes in such a matter may be costly. As one of our contributors remarks, "Education is easier than re-education." In any case, the panel should, we believe, initiate and conduct studies of its own on a selected list of problems which call for expert handling.

There are some studies, to be sure, which may be undertaken in a general form - that is, without reference to any particular situation in which the problem has arisen and with respect to which Unesco has been asked to render assistance. Of this character might be the problem of financing Fundamental Education, or the problem of recruiting and training personnel, or the problem of using mass media for adult instruction. Of course, in all general studies the concrete circumstances

Authorisation for the conduct of studies by the Panel and associated experts.

of various situations will be held in mind as premises.

More often, perhaps, studies will be undertaken in the first instance with respect to a particular appeal or with direct reference to the circumstances in a given region. On the basis one results in one case, the study of similar cases may be undertaken with greater expectation of prompt and satisfactory results.

We select for illustration six types or classes of problems which demand careful attention, all of them at the level of expert knowledge. If the panel is not itself so constituted that it can provide the personnel required, it should recommend the expansion of its membership to include, perhaps for the sole purpose of the study in question, men or women who have the necessary qualifications.

1. The problem of language. This is a single problem only in name; in fact it is a hundred problems - or a thousand. The present volume contains so full an introduction to some of its typical appearances that we need hardly press the point that studies of language difficulties in Fundamental Education should be a major concern of the panel.

There are, of course, general aspects of the problem, as well as specific - that is, strictly linguistic - difficulties, which must be dealt with language by language. Whether or not the mother tongue shall be used as the medium of instruction for literacy in primary schools is a problem of policy. Much depends on the number of people who speak the tongue in question, and there are other factors which affect a decision in any particular instance: but all these can to some extent be generalised. It is even possible that studies already made by Dr. Laubach, by the French educational authorities and by others will afford sufficient ground for an early summary on these more general features of the language problem. If so, the problems left for the panel will concern particular languages.

There is a problem of teaching which is semantic rather than strictly linguistic - how to teach so as to avoid enslavement to misleading general ideas: this problem should also receive attention from the panel.

Special linguistic problems must be assigned to linguists; but it is pertinent to remark that the object in view is not in every case linguistic perfection. Sometimes, on balance, the best solution will do no more than rough justice to the claims of the language itself, so that larger social aims may be achieved. A language may have to be abandoned, or its form modified, in the interest of prompt action. The preservation of a language must be weighed against the introduction of important knowledge which the language itself may be unfitted to convey.

ii. Reading materials for new literates. If educational wastage is to be avoided, materials must be provided for reading, and occasions for writing, once the required skills have been achieved. Here there are two major needs.

One is the discovery and recruitment of writers who have a genius for expressing in the simplest terms topics which are worthy of the attention of adults and of the more mature and intelligent children in schools. Pupils in the earlier grades present no very difficult problem, although primary-grade materials for city children in advanced countries are not suitable for children of the same age in rural or primitive communities. But to produce for newly literate adolescents and adults materials of interest and value requires writers of special talent. The panel should consider how this may best be done. A "pilot" experiment might be undertaken at Unesco House, or in a selected region.

The second need concerns content rather than style or choice of words. Enough has been said in earlier chapters to make it quite clear that the immediate interests of the people themselves must be the starting point in fundamental education in all its aspects. Reading material must, therefore, first be local, domestic, occupational; it must, in short, be such that its meanings come home to the individual. Its value for him must not be obscure or remote. Yet it must also lead out - and without any considerable delay - into much wider topics. One can imagine newspapers or small magazines that carry articles of general interest - including news of the United Nations and its associated agencies - but leave space for items of particular interest to localities. Here is a problem for study by the Fundamental Education Panel; and quite possibly for the development of a few examples of a mode of procedure which would assure both local interest and the introduction of new ideas.

iii. Sense aids in the teaching of reading and writing, both to children and adults. The use of films, film strips, records, the radio, diagrams, cards, maps, "mock-ups" and other visual, auditory and kinesthetic aids in literacy work itself is a special problem. It is not a problem of Mass Communication in general, but of the adaptation of new media to a specified instructional purpose. The panel should seek the aid of the Mass Communication staff in this matter, but it's likely to prove that such experts as Dr. I. A. Richards will have most to contribute.

In general, the instructional use of sense aids requires the adjustment of the aids themselves, or any of them, to the exact object of the unit of instruction in hand. A notable experimental study of the use of films in a particular unit in science was financed some years ago by the Carnegie Foundation for the Advancement of Teaching and conducted by Professor P. J. Rulon of Harvard. This study was

published in book form by the Harvard University Press. It presented final proof of the value of films when they are fully adapted to the special requirements of a chosen subject in a particular school grade and in a particular environment. How to make adaptations similarly exact under very different circumstances is quite a different question; and costs must naturally be taken into account. What is needed is not a repetition of experiments to decide whether or not sense aids (or specifically, films) can be useful for instruction, but the conduct of studies to determine when such aids shall be used, which aids are required and how they shall be used. These are basically problems of method in teaching. They must be particularised, although one study may carry over in many respects from a first situation to others.

Experimental procedure in such matters is neither simple nor cheap. The panel may well consider how to proceed so that in any given situation the financial burden on Unesco or on a co-operating agency shall not be too great and so that the results obtained shall be as widely applicable as possible.

iv. Sense aids and other incentives to progressive activity with adults and community groups. This is definitely an area of interest for the Section on Mass Communication. The Fundamental Education Panel has, however, a primary concern in any measures taken to stimulate interest in health, home-building, foods, crafts, local government, citizenship in community and nation and social membership in the wider sense of international goodwill and human brotherhood. United Nations agencies outside of Unesco are necessarily involved; and this whole area is obviously one in which co-ordination of measures must be carefully worked out. It was when literacy as an immediate object was achieved or in the process of achievement, and when reading materials were available or about to become so, that instruction in schools and classes was finally recognised as inadequate.

Meanwhile the new media had been developed. It cannot be forgotten that they have lent themselves to evil purposes as well as to good ones - to the uses of demagogues as well as of educators; nor is the effect of mass communication on the tastes, interests, ideas and attitudes of a people, especially an illiterate people, to be ignored. The radio and the cinema are forms of entertainment, and as such affect profoundly, if unconsciously, an individual's and a community's sense of values. The panel will be deeply interested in the studies undertaken by Unesco in mass communication.

Personal contact, demonstrations, films, radio programmes, group meetings, festivals (religious or secular), drama, music, clubs, recreation centres, nursing, home projects - all these are also to be considered as means towards Fundamental Education when the work is viewed in its larger perspective. Nor is instruction in simpler technological processes - agricultural or industrial - outside the pale

of the panel's interest when such instruction is needed to free any group from primitive methods of work and life. Here is an area for exploration and pilot enterprises.

v. The financing of Fundamental Education. It has already been argued at some length (in Chapter IV of this volume) that decisions as to method determine in large part the ultimate costs of Fundamental Education. If sense aids are to be used, for example, they must be produced and distributed. If a foreign language is to be a major medium of instruction, teachers must be recruited and made competent in that tongue for all the teaching involved. On the basis of decisions on such points, schools must be built and equipped, graded and inspected and administered. Policies must be adopted concerning the relation of education for children to education for adults and the relation of school instruction to out-of-school educational activities. In all these matters a necessary element in the problem is money. In determining where the money is to come from, the relation of governments to voluntary agencies must be considered; and the basic requirement at once appears that the people themselves should have an interest and a voice in the decisions.

Policy in educational finance may vary with circumstances, but it is no mere "practical" matter, to be worked out in terms of the resources immediately available. Local initiative may be stifled by complete financing, with its consequent controls, from a central government. If voluntary agencies are relied on, or if local funds are the main resource, the job may not be done because the funds available are not sufficient.

The panel should study the problem of educational finance in Fundamental Education both in general terms and under particular conditions. Such international resources for finance as are available should not be left out of consideration.

vi. The recruitment and preparation of personnel, both for teaching and administration, and for out-of-school activities. It would be idle to conceal the fact that Fundamental Education throughout the world requires a very large number of workers. In any of the countries or regions considered in Chapter II of this volume the number of workers required is larger than the number available. Teachers in far greater numbers must everywhere be found, trained and paid. Nor should educational workers who are not teachers in the usual sense be forgotten - recreational leaders, for example, demonstrators in domestic economy and other important groups. It should be noted especially that school officers - administrators of every grade - need preparation, as well as teachers. Educational policy does not rise unbidden or unled from among the teachers in the schools or the workers in youth-serving groups. Problems of finance, of the curriculum, of organisation, of social relations and of aim are profoundly interfused

with the actual processes of instruction and motivation. The preparation of personnel for Fundamental Education comprehends work with all grades of teachers, principals and directors, both in the schools and in the less formal educational agencies.

In view of all these possibilities for study, experiment and demonstration - and of others not here instanced - the fourth suggested area of activity for the Panel is the investigation of a considerable variety of problems in Fundamental Education.

The Suggested Programme as a Whole

If Fundamental Education were no more than the endeavour to make the entire population of the world literate, each group in its mother tongue, the effort required would still be enormous. But even this definition of the task would be quite misleading, for the selection of a language of literacy - or of two languages - cannot be so lightly dismissed. And it has been repeatedly emphasised that Fundamental Education means far more than literacy. Upon the entire undertaking, furthermore, falls the pressing demand for substantial accomplishment within our own day and age. M. Charton is justified in his statement that this is a revolutionary undertaking. It may truly be said that education in its traditional forms has failed to save us from the scourge of war or to promote social progress in larger freedom. Now a new and more direct and comprehensive approach is in order.

Unesco is in its very nature an organisation which must face such revolutionary tasks. The United Nations will not succeed unless the minds of men are moved by new ideas, their hearts stirred by new affections, their wills enlisted to establish a new human unity. It is wholly appropriate for Unesco to engage in a task so novel and so far-reaching as Fundamental Education. The extent of the labours involved and the varied character of the difficulties to be met should not deter Unesco from the work.

Unesco might be doubtful of its mission in this field, if Fundamental Education were a movement inspired only by noblesse oblige, by charity alone, or by sheer humanitarian zeal; and would have no part in it, of course, if it were motivated by the will to dominate or to exploit. But this volume shows, if it shows nothing more, that Fundamental Education as a movement springs largely from the peoples themselves, and that in this sense it is deeply democratic, inherently de base. It is for this reason among others that we venture to suggest a programme as extensive, as penetrating - and as flexible - as the programme here proposed.

We cannot suppose, indeed, that this programme is final or that we have included all activities - even some of major importance - which should have been discussed. Problems we have not foreseen are bound to arise. We may hope, however, that the suggested activities and the supporting accounts and discussions will establish the fact that Fundamental Education is an essential part of a new and lasting basis for peace and progress.