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WORLD CAMPAIGN FOR UNIVERSAL LITERACY

The Secretary-General has received from the Director-General of the United Nations Educational, Scientific and Cultural Organization the following communication transmitting for the consideration of the Economic and Social Council and the General Assembly a document entitled "World Campaign for Universal Literacy".

10 May 1963

Sir,

... in pursuance of resolution 1.2533 adopted by the General Conference of UNESCO at its twelfth session, I have the honour to transmit, for the consideration of the Economic and Social Council and the General Assembly of the United Nations, a document entitled "World Campaign for Universal Literacy".

The General Conference gave very careful consideration to the request of the General Assembly contained in resolution 1677 (XVI), on the basis of a report submitted by a committee of experts and of other relevant documentation.

The resolutions adopted, Nos. 1.2531 to 1.2534, are reproduced in full in the attached document ... The document itself is transmitted in pursuance of resolution 1.2533, para. (b), and includes the various elements listed in operative paragraph 1 of resolution 1.2531.

May I draw your particular attention to operative paragraph 2 of this same resolution, which sets out the conditions subject to which the General Conference of UNESCO declared its readiness to promote and support a world literacy campaign. For convenience, I repeat here this essential paragraph:

"2. Invites the attention of the General Assembly to the following broad conclusions:

- (a) that plans for the attainment of universal primary education should be simultaneously accompanied by a world campaign for adult literacy as an essential element in the promotion of social and economic progress within the Development Decade;
- (b) that the initial phase of this world campaign should aim to make literate, within the Development Decade, two-thirds of the 500 million adults now presumed to be illiterate in the Member States of UNESCO in Asia, Africa and Latin America, namely a total of 330 million persons between the ages of fifteen and fifty years;
- (c) that the total cost of such a programme is estimated at \$1,883 million over ten years; that this programme would involve a sum of at least \$33 million per year to be made available for international assistance to the governments; and that it would also involve that a further sum of the order of \$10 million per year be made available to UNESCO, the greater part of which would come from extra-budgetary sources, for the conduct of the campaign during the Development Decade.
- (d) that, subject to the above conditions, UNESCO declares its readiness to promote and support such a campaign.

(Signed) René MAHEU
Director-General"

WORLD CAMPAIGN FOR UNIVERSAL LITERACY

DOCUMENT SUBMITTED BY UNESCO IN RESPONSE TO A REQUEST OF THE
UNITED NATIONS GENERAL ASSEMBLY AT ITS SIXTEENTH SESSION

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WORLD CAMPAIGN FOR UNIVERSAL LITERACY

REQUEST ADDRESSED TO UNESCO BY THE GENERAL ASSEMBLY
OF THE UNITED NATIONS AT ITS SIXTEENTH SESSION

INTRODUCTION

Resolutions of the General Assembly of the United Nations

This document is presented by UNESCO to the General Assembly of the United Nations in response to its resolution 1677 (XVI):

"The General Assembly,

Expressing its concern at the fact that there at present exists, in many countries of the world, mass illiteracy which, in several countries, extends to a great part of the population and acts as a brake upon the advance, both of individual countries and of human society as a whole, along the path of economic and social progress,

Confirming its resolutions 330 (IV) of 2 December 1949, 743 (VIII) of 27 November 1953, 1049 (XI) of 20 February 1957 and 1463 (XIV) of 12 December 1959, recommending the establishment of free, compulsory primary education and the raising of such education to the level enjoyed by the peoples of the advanced countries,

Having regard to its resolution 1514 (XV) of 14 December 1960 and recalling Economic and Social Council resolutions 768 (XXX) of 21 July 1960 on co-operation on behalf of newly independent countries and 837 (XXXII) of 3 August 1961 on African educational development,

Convinced of the great importance of literacy and general education to the development of peaceful and friendly relations among nations and peoples,

Sharing the view that the literacy campaign and assistance in all fields of education should be the responsibility of the United Nations Educational, Scientific and Cultural Organization,

Bearing in mind the usefulness of UNESCO's efforts in the promotion of literacy and education in general, and particularly of the decision taken by that organization, at the eleventh session of its General Conference, in resolution 8.63 of 15 December 1960,

Noting that even greater efforts are called for, at the present time, with a view to eradicating mass illiteracy throughout the world as speedily as possible,

1. Invites the United Nations Educational, Scientific and Cultural Organization:

(a) to make a general review, at the ordinary session of its General Conference, of the question of the eradication of mass illiteracy throughout the world, with the object of working out concrete and effective measures, at the international and national levels, for such eradication;

(b) to present through the Economic and Social Council to the General Assembly, at its regular session, a survey of the position in the world with regard to the extension of universal literacy, together with recommendations as to the measures which might be taken, within the framework of the United Nations for co-operation in the eradication of illiteracy;

2. Calls for the extension of effective assistance for the eradication of illiteracy and the promotion of education of all kinds to the developing countries both bilaterally and within the framework of the United Nations and its specialized agencies;

3. Expresses the hope that the Governments of those countries will assign in their programmes of social development, prime importance to the problem of eradicating illiteracy."

At the same session, the General Assembly, in its resolution 1710 (XVI), instituting the United Nations Development Decade, stressed the importance of "measures to accelerate the elimination of illiteracy, hunger and disease, which seriously affect the productivity of the people of the less developed countries".

UNESCO and World Literacy

The problem of world-wide illiteracy, to which the General Assembly has thus directed attention, within the broader context of educational development, is not, of course, new to UNESCO. One of the primary objectives in all UNESCO programmes since the first session of its General Conference in 1946 has been to attack this problem by encouraging the progressive expansion and improvement of school systems and of adult education. During the first ten or twelve years there seemed to be little hope of setting a time-limit for the achievement of this task. But in 1960,

/...

the World Conference on Adult Education, which was held in Montreal, Canada, under the auspices of UNESCO, firmly stated in its Declaration that "illiteracy could be eradicated within a few years" with the help of "the countries which are better off", if, "preferably through the United Nations and its Agencies, a resolute, comprehensive and soundly planned campaign were undertaken". This affirmation, and others that have been made since then, particularly by the International Committee for the Advancement of Adult Education which advises the Director General on programmes in this and related fields, reflect the collective will of several Member States of UNESCO, clearly expressed on various occasions in the last few years. In three large regions of the world, Africa, Latin America and Asia, meetings or conferences of high-level representatives of the governments concerned have adopted regional plans for attaining the goal of universal primary education within periods of ten to twenty years, and have stressed the urgency of literacy campaigns and educational action for adults.

UNESCO's Survey of Illiteracy

The programme adopted by the General Conference of UNESCO at its eleventh session in 1960 included, under the heading "Education of Adults", a study on the planning, organization and execution of programmes for the eradication of illiteracy. For the purpose of this study, a questionnaire was dispatched in April 1961 to all Member States and Associate Members. By June 1962, 67 Member States and Associate Members had responded to this inquiry, but only 54 of these stated that they were making special provision for adult literacy education and replied to the various questions contained in the questionnaire.

Part I of this document, entitled A Survey of Illiteracy, contains an analysis of the inquiry on adult illiteracy, together with a summary of information on child illiteracy, based on figures of primary school attendance. The incompleteness of information received in response to the inquiry reveals a basic problem which handicaps effective planning, namely the lack of reliable data on the extent of illiteracy and even of reliable information regarding action taken to reduce it. Where quantitative estimates of adult illiteracy were given in response to the inquiry, these were in many cases out of date. This is an inevitable consequence of the fact that census operations carried out by many countries in 1960 and 1961

have not yet been analysed at the national level and cannot yet be reflected in international surveys. For the time being, one can only revert to the estimate of the extent of world illiteracy contained in the UNESCO publication: World Illiteracy at Mid-Century,^{1/} namely that in 1956 some 700 million adults, or more than two-fifths of the world's adult population aged 15 years and over, were presumed to be illiterate.

As a sequel to the inquiry mentioned above, a meeting of fourteen experts was held in Paris from 18 to 28 June 1962. The original purpose of this meeting was to examine the results of the inquiry and to prepare a report on the planning, organization and execution of adult literacy programmes. However, in view of the resolution of the General Assembly, which was placed before the meeting, its terms of reference were widened to review the status of illiteracy in the world and to make recommendations regarding its eradication.

Since the main weight of any endeavour to eradicate mass illiteracy in the world necessarily rests upon the shoulders of Governments in those countries where the problem exists, the meeting of experts gave particular attention to the ways in which national action should be organized. Their recommendations form the basis of part II of this document, headed Recommendations for National Literacy Programmes. It will be noted that these recommendations deal mainly with adult literacy programmes. This is not because the problem of child illiteracy is regarded as less crucial; clearly, any attempt to eradicate mass illiteracy must be based on the expansion of the school system and the implementation of existing plans for universal primary schooling; but it is equally clear that, in the field of adult literacy, the major task of planning, organization and execution remains to be done, and in many countries has scarcely begun.

The meeting of experts also had before it a study entitled "The Relationship between Literacy and Economic Development" prepared by l'Institut d'Etude du Développement Economique et Social of Paris, in consultation with the Secretariat.

^{1/} UNESCO, World Illiteracy at Mid-Century, a statistical study. Paris, UNESCO, 1957, 200 pp. (Monographs on Fundamental Education, XI).

The experts reported that they found this study "a most important and extremely valuable exploration of the economic implications of a world campaign for universal literacy". Part III of this document, entitled "The Cost and financing of a World Literacy Campaign" is based on this study.

It is assumed that some 500 million of the total number of adult illiterates throughout the world are found in UNESCO's member States in Africa, Asia and Latin America. The target for a ten-year programme operating in these regions is to enrol in literacy classes and, as far as possible to make literate, two-thirds of the 500 million illiterates, namely those between the ages of fifteen and fifty or, approximately, 330 million adults. The cost estimates given in part III of this document are for the first phase of literacy education - acquisition of the basic skills of reading, writing and arithmetic. Estimates do not cover the follow-up programmes which are necessary in order to keep people literate, and which are expensive in terms of equipment and materials, even though much of the cost, given accelerated economic development, might be borne by the new-literates themselves. However they may be financed, well-planned post-literacy programmes are an essential sequel to the teaching of reading and writing and should lead men and women on to wider opportunities of continuing education.

It is further recognized that technical support of the kind now provided by UNESCO will be required on a vastly increased scale for a world-wide campaign for the eradication of mass illiteracy. Part IV of this document outlines a Programme of International Support including regional planning conferences and technical seminars, centres for research, training and the production of educational materials, advisory missions and fellowships.

Resolutions of the General Conference of UNESCO at its twelfth session, bearing upon a possible World Literacy Campaign

At its twelfth session in December 1962, the General Conference of UNESCO gave long and weighty consideration to the request of the General Assembly. It set up a committee of delegates at the expert level to study the programme for the campaign and, in endorsing it unanimously, adopted the following resolution for the attention of the General Assembly:

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Resolution 1.2531: The General Conference of UNESCO, in response to resolution 1677 adopted by the General Assembly of the United Nations at its sixteenth session in December 1961, which invites UNESCO:

"(a) To make a general review, at a regular session of its General Conference, of the question of the eradication of mass illiteracy throughout the world, with the object of working out concrete and effective measures, at the international and national levels, for such eradication;

"(b) to present, through the Economic and Social Council, to the General Assembly at a regular session a survey of the position in the world with regard to the extension of universal literacy, together with recommendations on the measures which might be taken, within the framework of the United Nations, for co-operation in the eradication of illiteracy;"

Recalling the terms both of General Assembly resolution 1710 (XVI) which designates the current decade as the "United Nations Development Decade", in which efforts to accelerate the economic and social advancement of under-developed countries will be intensified, and of Economic and Social Council resolution 916 (XXXIV), which calls for a wide range of measures including the development of human resources through adequate programmes for education,

Recalling further resolution 1778 (XVII) of the General Assembly in support of international co-operation to assist in the development of information media in less developed countries, including the application of new techniques of communication for achievement of rapid progress in education,

Confirming its belief in the right to education as one of the fundamental rights of man as set forth in article 26 of the Universal Declaration of Human Rights,

Sharing the view of the General Assembly of the United Nations that mass illiteracy acts as a brake upon the advance both of individual countries and of human society as a whole along the path of economic and social progress,

Believing also that universal literacy will make a vital contribution to peace and understanding between peoples and nations,

Affirming that one of the primary objectives of UNESCO since its creation has been to combat illiteracy in the world by encouraging the progressive expansion and improvement of school systems and of adult education,

Recalling UNESCO's assistance to its member States in educational research and planning, the training of teachers and the production of teaching and reading materials, by establishing regional training centres, providing technical advice, awarding fellowships, convening conferences, seminars and meetings of experts and making available publications and technical documents in this field,

Recording that the problem of adult illiteracy, even though identified and assessed, and successfully liquidated or reduced by a number of member States, has not received the attention it merits on a world-wide basis,

Recording also that in three regions of the world, Africa, Asia and Latin America, conferences convened by UNESCO and bringing together high-level representatives of the Governments concerned, have adopted regional plans aiming at the attainment of universal primary education within periods of 10-20 years and have stressed the urgency of literacy campaigns and educational action for adults,

1. Presents through the Economic and Social Council to the General Assembly of the United Nations a review of the question of the eradication of mass illiteracy throughout the world containing: an introduction to the problem; a summary of the present situation in the world with regard to illiteracy; recommendations for national literacy programmes; estimates of the cost of a world literacy campaign and its relationship to economic development; and a proposed programme of international action;

2. Invites the attention of the General Assembly to the following broad conclusions:

(a) that plans for the attainment of universal primary education should be simultaneously accompanied by a world campaign for adult literacy as an essential element in the promotion of social and economic progress within the Development Decade;

(b) that the initial phase of this world campaign should aim to make literate, within the Development Decade, two-thirds of the 500 million adults now presumed to be illiterate in the Member States of UNESCO in Asia, Africa and Latin America, namely a total of 330 million persons between the ages of fifteen and fifty years;

(c) that the total cost of such a programme is estimated at \$1,883 million over ten years; ^{1/} that this programme would involve a sum of at least \$33 million per year to be made available for

^{1/} It will be noted that the figure of \$1,883 million has been slightly revised in the light of new data since the above resolution was adopted and should now read \$1,911 million as indicated in part III of this document.

international assistance to the Governments; and that it would also involve that a further sum of the order of \$10 million per year be made available to UNESCO, the greater part of which would come from extrabudgetary sources, for the conduct of the campaign during the Development Decade;

(d) that, subject to the above conditions, UNESCO declares its readiness to promote and support such a campaign.

Resolutions covering the programme for 1963-1964

During the debates which preceded the adoption of the above resolution, the great importance and urgency of the problem of illiteracy was emphasized, as was also the very real progress made by certain member States in dealing with it. Accordingly, discussions of the action to be taken by UNESCO during 1963-1964 led to the adoption of the following resolutions:

Resolution 1.2532: Member States are invited to intensify their national efforts for the eradication of illiteracy and for the promotion of adult education in their countries, and where appropriate, to provide assistance to such national efforts either through bilateral or multilateral arrangements.

Resolution 1.2533: The Director-General is authorized to take all necessary measures for the implementation of an international programme in 1963-1964, and to this end:

(a) To revise the document 12 C/PRG/3, in accordance with the recommendations of the Expert Committee on World Literacy;

(b) To transmit it, as revised, to the Secretary-General of the United Nations for consideration by the Economic and Social Council and for eventual submission to the General Assembly of the United Nations in accordance with the request contained in its resolution 1677 (XVI) and to include in this document a draft appeal which would be widely distributed at the beginning of the world literacy campaign;

(c) To co-ordinate the activities for the eradication of illiteracy within the Programme and Budget for the current budgetary period into a comprehensive programme;

(d) To establish an International Committee of Experts on Literacy;

(e) To organize two regional conferences, in Africa and the Arab States, on the planning and organization of literacy programmes;

/...

- (f) To undertake studies
 - (i) on methods and media used for the eradication of illiteracy in member States;
 - (ii) on the use of the mother tongue for literacy and the preparation of alphabets for unwritten languages;
 - (iii) on the employment and training of school teachers for adult literacy and mass education;
- (g) To organize a meeting of experts on the use of the mother tongue for literacy;
- (h) To organize a workshop for specialists concerned in the establishment and operation of national services needed for adult literacy programmes;
- (i) To provide assistance to national centres for research and production of teaching and reading materials for literacy and adult education; and
- (j) To participate, on request, in member States' activities for the promotion of literacy.

Resolution 1.2534: The General Conference of UNESCO,

Recalling the appeal of the General Assembly of the United Nations in its resolution 1677 (XVI) for the extension of effective assistance for the eradication of illiteracy,

Invites the Economic and Social Council and the General Assembly to note that the General Conference has approved a programme of action for the years 1963-1964.

PART I

A SURVEY OF ILLITERACY

The survey

Following the directives of the General Conference of UNESCO at its eleventh session, a questionnaire entitled "A Study of the Planning, Organization and Execution of Programmes for the Struggle against Illiteracy" was sent out to Member States, Associate Members and Non-Self-Governing Territories in April 1961.

The following is a list of those countries which replied to the questionnaire. Some (marked with an asterisk) stated that for them illiteracy did not constitute a problem, that for the past twenty-five years primary education has been available to every child, and the illiteracy rate has, within the last ten years, been reduced to the barest minimum.

LIST OF MEMBER STATES, ASSOCIATE MEMBERS AND NON-SELF-GOVERNING TERRITORIES WHICH REPLIED TO THE QUESTIONNAIRE

Afghanistan	Cyprus	Iran
Argentina	Ecuador	Israel
Australia*	Federation of Malaya	Italy
Belgium	Finland*	Jordan (Hashemite Kingdom of)
Ruanda-Urundi	France	Luxembourg*
Bolivia	Guadeloupe	Madagascar
Bulgaria	Guiana	Mauritius
Byelorussian SSR*	Martinique	Mexico
	Somaliland (Fr.)	Netherlands*
Cambodia	Germany (Federal Republic of)*	Netherlands New Guinea
Cameroon		Surinam
Canada	Ghana	New Zealand*
Ceylon	Greece	Niger
China	Haiti	Nigeria
Congo (Brazzaville)	Hungary	Norway*
Costa Rica	India	Pakistan
Cuba	Indonesia	

Panama	Spain	United Arab Republic
Philippines	Sudan	United States of America
Poland	Togo	Uruguay
Romania*	Tunisia	Venezuela
Saudi Arabia	Turkey	Viet-Nam (Republic of)
Singapore	Ukrainian SSR*	
Southern Rhodesia	USSR*	

The scope of the problem

Adult illiteracy

It will be seen that only sixty-seven countries replied to this questionnaire; several reported that they had no clearly defined programmes for literacy, while others were unable to supply any statistical information. It was therefore impossible to present an accurate world picture of the problem of illiteracy from the limited data uncovered by the questionnaire. Where census figures were supplied, dates were either omitted or ranged from 1948 to 1961. Only in a few cases was information given as to the census year or the age-level of the illiterate group cited. Indonesia, for example, gave a figure of 39 per cent of the population as illiterate, specifying that this referred to persons between thirteen and forty-five years of age. Malaya's figure of 49 per cent (1957) and Cuba's of 17.7 per cent refer to people ten years of age and over, while Bulgaria's 22 per cent refers to people "over 15 years old". Even the definition of literacy varied, for the concept is now stretched to cover all levels of reading ability, from the absolute minimum - the ability to read and write one's name - to the undetermined maximum.

The following table shows the approximate extent of illiteracy and the proportionate provision of literacy programmes. From the United Nations Statistical Yearbook, 1961, two columns of population figures for 1953 and 1960 have been added (table I).

Child illiteracy

The absence of up-to-date census figures similarly handicaps any attempt to assess accurately the number of child illiterates. In many countries where

the rate of illiteracy is highest, more than half the child population never attends school, and the majority of those enrolled leave before becoming effectively literate.

The table below shows the estimated number of children of school age not enrolled in primary schools.

TABLE II

Estimated school-age population and pupil enrolment at the first (primary) level of education in the major less developed regions of the world, around 1960

Region ^{1/}	Estimated school-age population	Estimated pupil enrolment	Difference
	(millions)	(millions)	(millions)
Africa (35 countries)	29.4	11.2	18.2
Arab States (15 countries)	13.3	6.5	6.8
Asia (15 countries)	130.1	66.2	63.9
Latin America (20 countries)	<u>33.2</u>	<u>26.1</u>	<u>7.1</u>
Total (85 countries)	206.0	110.0	96.0

^{1/} The countries considered in this table are those included in the Addis Ababa, Beirut, Karachi and Santiago conferences on educational development in the respective regions.

If allowance is made for those who relapse into illiteracy - children at present enrolled in primary schools but who will leave them before becoming functionally literate - one may estimate that a potential 150 million pre-adult illiterates are in these rapidly developing regions, and that under present circumstances, over the next six or seven years, some 20-25 million new illiterates will be added to the adult population each year.

TABLE I
POPULATION AND ILLITERACY STATISTICS

Countries Reporting	Estimated Total Population		Percentage Illiterate Adults	Age Category of Illiterates Counted	Adults attending Literacy Classes			Number of Classes
	1953	1960			Total	Men	Women	
Afghanistan		13,800,000	85%		5,800	4,800	1,000	145
Argentina	18,400,000	20,006,000	13.6% (1950)		51,003	40,047	10,956	800
Belgium	8,778,000	9,153,000						8 (Army)
Bolivia	3,147,000	3,462,000	60% (1960)		127,703			
Bulgaria	7,346,000	7,867,000	11.2% (1956)	Over 15 years old	19,291			2,326
Cambodia		4,952,000	37-45%		27,484	8,325	19,159	3,662
Cameroon	3,863,000	4,092,000						
Canada	14,845,000	17,814,000	2.2% (1959)					
Ceylon	8,290,000	9,617,000	23.8%		2,000-3,000	1,000-1,500	1,000-1,500	157
China (Taiwan)	8,261,000	10,612,000	15.5%	Between 10 and 65	13,573			498
Costa Rica	884,000	1,171,000	21-24% (1950)		553	348	205	
Cuba	5,876,000	6,797,000	17.7% (1961)	10 years and over	698,493			
Cyprus*	506,000	563,000	5-7%		1,117	615	502	224
Ecuador	3,464,000	4,317,000	44% (1950)		6,067			485
Federation of Malaya	5,613,000	6,909,000	49% (1957)	10 years old and over	172,564	105,840	66,724	6,163
France	42,652,000	45,542,000	3.4%					
French Guiana	27,000	31,000			220			7 Schools
Ghana	4,478,000	6,691,000	90% (1948)		7,735			1,495 (1960)
Greece	7,817,000	8,327,000			46,838	27,714	19,174	1,544
Guadeloupe	223,000	270,000						
Haiti	3,227,000	3,505,000	90%					
Hungary	9,604,000	9,999,000	058% (1960)	Under 50 years old	1,719	1,117	602	
India	378,329,000	432,567,000	73.3% (1961)		1,257,640	1,080,056	177,584	47,963 (1959)
Indonesia	79,500,000	92,600,000	39%	Between 13 and 45	4,801,213	2,736,312	2,064,901	48,051
Iran	17,476,000	20,182,000	80% (1961)		416,556			9,423
Israel	1,651,000	2,114,000	33.7%		10,000	2,000	8,000	780 (Hebrew)
Italy	47,533,000	49,361,000	8% (1961)		244,431	149,022	95,409	29,465
Jordan	1,360,000	1,695,000	30%		1,250	1,000	250	230
Madagascar	4,502,000	5,393,000						
Martinique	234,000	277,000			100			
Mexico	28,056,000	34,923,000	35%		142,961	77,198	65,763	11,847
Neth. New Guinea	700,000	735,000	15-100% varies by area		1,300	300	500	40
Niger	2,166,000	2,870,000						
Nigeria	30,803,000	35,091,000	53% (1950)		405,483			13,307
Pakistan	81,159,000	92,727,000	84.7% (1961)					
Panama	875,000	1,055,000	28.3% (1950)		10,132	6,000	4,132	
Philippines	21,211,000	27,500,000	25% (1957)		15,047			265 (1957)
Poland	26,255,000	29,703,000			5,388			443
Ruanda-Urundi	4,144,000	4,901,000			434,492			
Saudi Arabia		6,036,000						323
Singapore	1,192,000	1,634,000	52%	10 years old and over	10,902	6,792	4,110	632
Somaliland (Fr.)	65,000	67,000	50%		270	185	35	3
Southern Rhodesia	2,530,000	3,070,000	40%		13,446	11,243	2,703	123
Spain	20,528,000	30,123,000	9.7% (1960)		182,000			12,957 (1960)
Sudan		11,770,000	90% (1960)		32,781	25,093	7,688	1,231
Surinam	202,000	270,000	10%					
Togo	1,041,000	1,440,000			1,500	300	1,200	70
Tunisia	3,758,000	4,168,000	65-70%		18,262	14,232	4,030	102
Turkey	22,818,000	27,561,000	68%	Between 13 and 50	317,600	228,496	84,104	17,860
UAR	2,203,000	25,929,000	70%		58,487	52,657	5,830	1,635
United States	160,261,000	180,670,000						
Uruguay	2,528,000	2,827,000	5.11%		69,244			
Venezuela	5,442,000	7,524,000	13.4%		126,700	82,454	44,246	3,182
Viet-Nam (Rep. of)	9,766,000	14,100,000	10% (1961)		209,514	95,058	114,456	2,032 (1961)

* Excludes Armed Forces.

History of adult literacy education in certain Member States

India and Turkey reported that there were classes for teaching reading and writing in their countries as long ago as 1855 and 1865 respectively. In general, however, significant work in literacy education for adults has come more recently, accompanying the widespread social revolution of this mid-century.

Reports from Belgium, Bulgaria, France, Greece, Hungary, Italy, Poland, Spain and the USSR, indicated that the eradication of illiteracy has long been considered an important factor in raising the living standards of the people. In the countries of Asia, the Arab States, Africa and Latin America, there is also a strong relationship between the growth of literacy and social change, especially of industrialization and economic development. Also according to the reports, the reduction of illiteracy is closely related to the introduction and extension of free primary education.

Byelorussia, Romania, Ukraine and the USSR reported that in their countries illiteracy has been completely wiped out during approximately the last forty years. The USSR, for example, cited a Decree of the Council of People's Commissioners (dated 26 December 1920) "on the suppression of illiteracy in the population of the Federal Socialist Soviet Republic of Russia" which declared the teaching (of literacy) obligatory. It was emphasized that this obligation was in accordance with the desires of the people themselves who were avid to learn, and that the illiterates gave proof of their voluntary desire to be taught. Byelorussia, Romania, and Ukraine also stressed the fact that it is this enforcement of laws concerning compulsory, universal and sustained education for children which has enabled their countries to get rid of the problem of illiteracy.

Historical evidence from this study still clearly points to the supreme importance of extending universal primary education as basic to the elimination of illiteracy.

Current legislation on the extension of literacy for adults

The majority of the fifty-four countries which completed the questionnaire had no legislation designed to compel people to become literate. Instead, their Governments placed emphasis on persuasion.

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Ecuador, Indonesia and Turkey have laws making it compulsory for all citizens to become literate. Argentina and Belgium require all men in military service to learn to read and write. Belgium extends its ruling on compulsory literacy to include, as well, all prisoners in State penitentiaries. Afghanistan stated that there an "eradication of illiteracy code has been passed" and Bulgaria cited two decrees designed to eradicate illiteracy. In Cambodia, a law was passed in 1955 creating the institution of National Guidance for Fundamental Education which includes literacy training. Egypt, Greece, Haiti, Hungary, Mexico and Viet-Nam have legislation concerning the administration of literacy education for adults. China, Spain, Italy, the Philippines, Poland and Saudi Arabia indicated that their countries do have laws concerning literacy education, but gave no details.

Organization of literacy courses

According to the reports, countries organize literacy courses on the basis of their various needs and resources. The United States of America reported that all States have some literacy programmes, but that generally they are centred in the large cities. On the other hand, in Hungary they are usually to be found in the rural areas. Spain reported that most literacy courses are operated in the southern part of the country where there is the highest rate of illiteracy.

In Bulgaria, courses are provided wherever at least seven-eighths of the people are illiterate, in France, wherever there are ten people, and in Poland wherever there are at least five people who wish to learn.

In Ruanda-Urundi, literacy courses follow the "chapel-schools" (chapelles-écoles) belonging to the Missions and evening courses are organized for adults in the primary schools.

About half the countries reporting stated that they have special literacy programmes for special groups - soldiers, prisoners, immigrants or refugees. Others have special literacy programmes for illiterates in remote locations, for example deep-sea fishermen, as in Cuba, or isolated families as in Canada and Viet-Nam.

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Practically all countries reported that schools are used as headquarters for literacy classes except in the cases of soldiers, for whom classes are held in army barracks. The courses are held in the evenings or at other times when the classes for children are not in session. Classes are sometimes provided in factories or other places of employment after working hours, in community centres, social centres and village halls and even in prisons.

Administration

More than 75 per cent of the countries reporting stated that literacy education programmes for adults are administered through the Ministry of Education and operated through national, regional and local departments. Afghanistan, India, and Indonesia include literacy education as part of their National Development Plans.

The reports also indicate that in more than 75 per cent of the countries under review, literacy is part of a broad programme of social or community development.

Non-governmental organizations and voluntary agencies provide an invaluable and continuing contribution to the pursuit and maintenance of literacy programmes in many parts of the world. Sometimes they actually organize and administer classes, as in Bolivia, Canada, Greece and Togo, or they help to finance programmes, as in the Philippines, where volunteer groups raise money to pay allowances to volunteer teachers. More often, as in Cambodia, France, Haiti, Jordan, Poland and Tunisia, they stimulate and encourage illiterate adults to enrol in literacy courses.

Incentives for attendance

These include

- (i) status; the development of religious and civic consciousness and the social advantage of being able to participate directly in local government after becoming literate and co-operate actively with leading citizens;
- (ii) compulsory primary education schemes which have the dual advantage of reducing the incidence of illiteracy and of stimulating parents to "keep up with their children";

- (iii) competition among villages;
- (iv) evidence of proficiency - trophies, badges and certificates;
- (v) free tuition, and free or very low-priced books and materials, and household articles for those attending literacy classes; distribution of agricultural materials - including seed;
- (vi) publicity for those who have successfully completed literacy courses;
- (vii) better prospects of employment - sometimes priority consideration for jobs; higher wages;
- (viii) the desire to write letters - especially for persons employed away from home;
- (ix) the application of sanctions on illiterates, e.g. prohibition to attend public entertainments; legal prosecution of people neglecting regular attendance at literacy courses (only two countries mentioned these negative incentives);
- (x) the intrinsic desire to be able to read and write.

Communications media mentioned as being used to create incentives were: conversations, group discussions and lectures, evenings of reading and poetry, town criers, the village church, radio and radio cars, debates, exhibitions and festivals, tape-recorders, the cinema, filmstrips, posters and newspapers.

Languages used in literacy courses

More than half the countries reporting are multilingual. The mother tongue is used as the language of instruction when this is possible, as stated, for example, by Iran, Italy, Poland and Southern Rhodesia. In some cases, as in Ghana, Indonesia and Sudan, there is such a multiplicity of local languages that it is impossible to provide literacy classes for all language groups or to ensure linguistic homogeneity in all classes.

India commented "Languages are not a difficulty, in spite of the fact that there are so many. This is because there are large groups of people speaking each language, and it is possible to organize literacy programmes accordingly".

However, the report from the Philippines states "The eight major languages and eighty-four dialects make the production of materials complicated". In Iran, too, expansion of the work is retarded by the multiplicity of languages - Persian, Turkish, Arabic, Armenian, Kurdish and several dialects.

In such cases, it appears that each country decides for itself the best way to solve the problem of what language or languages to use for literacy teaching and at what point transfer is to be made to literacy teaching in a lingua franca or official language.

Nigeria, where English is the official language, is a case in point. In Lagos, the Federal capital, literacy courses are operated in Yoruba, Hausa and English. In Eastern Nigeria, courses are given in Ibo and Efik while English is taught at the post-literacy stage. In Northern Nigeria, literacy classes are conducted in twenty-three languages, and in Western Nigeria in ten; English is introduced later, but only after people can read their mother tongue.

Staff

Most literacy programmes depend on the established school system to supply administrative and technical staff, inspectors, supervisors, lecturers for training courses and teaching staff for adult classes. Sometimes teachers receive extra pay for this work. Generally both the primary school teachers and unpaid volunteers are reimbursed their expenses.

Greece, Israel, Italy, Jordan, Nigeria and the USA report that they have full-time paid staff for some adult literacy classes.

Teaching material and media

The table below presents a summary of the replies to the queries on teaching materials and equipment and the use of audio-visual aids (table III).

In most countries the wooden blackboard, or the roll-up blackboard, is the most common teaching aid. Literacy charts, flannelgraphs, flash cards, flip books and other illustrative materials are also used occasionally, depending on the enthusiasm of the teacher. Posters, films and gramophone records are the audio-visual media most used to create incentive, but because they are expensive and difficult to transport in most areas, it has not been possible to use them on an appreciable scale. Filmstrips, magic lantern slides and movies are also used, but only for follow-up work and not for teaching reading and writing.

Radio is widely used to stimulate interest and create incentive for learning. For example, Viet-Nam reported one radio course organized by people of Chinese origin. The programme is for one hour a week through the national radio. Israel has radio programmes in simple Hebrew for new literates. Spain uses the radio for programmes of "cultural extension". India uses the radio extensively in connexion with social education - including literacy - activities.

Niger reported an experimental literacy campaign by radio, which was carried on from November 1960 to May 1961. The "Chicot-Meyer" method, already used experimentally in Chad and Cameroon, was adapted to the particular needs of the people of Niger. A detailed report of this experiment was sent to the UNESCO secretariat.

Special courses and group participation

In some countries follow-up activities are centred around continuation courses in literacy, community development, civics, languages, general education or some form of cultural pursuit.

Bulgaria, Cyprus, France, India and Jordan provide continuation courses and in addition have organized reading circles for new literates to encourage their participation in civic organizations and social groups.

In New Guinea, in addition to such activities, village school-teachers, their wives and welfare officers in "kampongs" often constitute nuclei around which people group themselves to get a certain kind of education. In towns and larger villages there are also women's clubs.

Library services

Canada, Spain and the USA provide a wide variety of choice among their follow-up activities. The UAR and Italy list the use of museums; libraries, however, constitute the most widely used of the services which further the aims of literacy education programmes.

Seven countries reported that they have no special library services for new literates and no planned activities for supplying adults with reading material. Three countries stated that they recognize the fact that libraries can play an important role in spreading literacy. Two of these countries, Haiti and Sudan,

TABLE III
TEACHING MATERIALS AND EQUIPMENT

<u>Countries Responding</u>	<u>Teaching Material in Use</u>						<u>Reading Material and Audio-visual Material Supplied by:</u>	<u>Books and Teaching Material</u>		<u>Production</u>		<u>Distribution</u>	
	Primers	Additional Reading Matter	Material for Writing	Radio	Television	Films		Supplied Free to Pupils and Teachers	Supplied on Other Terms	Through Central Agency	Through Private Printers & Publishers	Through Central, Regional & District Agencies	Other Means
Afghanistan	•	•		•		•		•		•		•	
Argentina	•							•			•	•	
Belgium	•							•					
Bulgaria	•	•	•	•		•	Ministry of Public Instruction	•		•		•	
Cambodia	Made by teachers themselves												
Canada	•	•		•		•	Dept. of Northern Affairs and National Resources	•		•		•	
Ceylon	•	•	•				Department of Education		•		•		•
China	•	•	•			•	Govt. of China	•			•		•
Cuba	•	•	•	•	•	•	Ministry of National Education	•		•		•	
Cyprus	•	•	•				Office of Education & School Committees	•		•		•	
Ecuador	•	•						•		•		•	
Fed. of Malaya	•	•					Adult Education Division		•		•	•	
France							State subsidy (Des subvention de l'Etat)						

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<u>Countries Responding</u>	<u>Teaching Material in Use</u>					<u>Reading Material and Audio-visual Material Supplied by:</u>	<u>Books and Teaching Material</u>		<u>Production</u>		<u>Distribution</u>		
	Primers	Additional Reading Matter	Material for Writing	Radio	Television	Films		Supplied Free to Pupils and Teachers	Supplied on Other Terms	Through Central Agency	Through Private Printers & Publishers	Through Central, Regional & District Agencies	Other Means
Ghana	●	●	●				Dept. of Social Welfare and Community Development		●		●	●	
Greece	●	●	●	●		●	State local communities & private organizations	●	●	●	●	●	
Hungary	●			●				●	●	●		●	
India	●	●					Govt. or Local Authorities	●		●		●	
Indonesia	●						Dept. of Community Education or locally produced	●			●	●	
Iran	●	●	●				Ministry of Education & private organizations	●	●	●		●	
Israel	●	●					Division for Popular Instruction	●			●	●	
Italy	●	●	●	●	●	●	School Authorities	●				●	
Jordan	●	●	●				Sponsoring bodies or local communities	50% free			●		●
Madagascar	●	●						●		●	●		●
Mexico	●	●	●				Directorate-General for Education	●		●		●	

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<u>Countries Responding</u>	<u>Teaching Material in Use</u>						<u>Reading Material and Audio-visual Material Supplied by:</u>	<u>Books and Teaching Material</u>		<u>Production</u>		<u>Distribution</u>	
	Primers	Additional Reading Matter	Material for Writing	Radio	Television	Films		Supplied Free to Pupils and Teachers	Supplied on Other Terms	Through Central Agency	Through Private Printers & Publishers	Through Central, Regional & District Agencies	Other Means
Netherlands New Guinea	●						The Government		●		●		
Niger	●			●			Govt. of Niger						
Nigeria	●	●	●				Central Office & local govt. agencies		●		●	●	
Pakistan	●	●	●			●	Lalamuca Institute, etc.						
Panama	●							●			●	●	
Philippines	●	●	●				General Educa- tion Office	●	●	●		●	
Poland	●	●								●			
Saudi Arabia							District bodies	●					
Singapore	●								●		●		●
Southern Rhodesia	●								●			●	
Spain	●	●					Ministry of National Education	●			●		
Sudan	●	●	●				Ministry of Education & Rural Councils		●	●		●	
Togo	●	●		●		●	Ministry of Social Affairs		●		●		●

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<u>Countries Responding</u>	<u>Teaching Material in Use</u>						<u>Reading Material and Audio-Visual Material Supplied by:</u>	<u>Books and Teaching Material</u>		<u>Production</u>		<u>Distribution</u>	
	Primers	Additional Reading Matter	Material for Writing	Radio	Television	Films		Supplied Free to Pupils and Teachers	Supplied on Other Terms	Through Central Agency	Through Private Printers & Publishers	Through Central, Regional & District Agencies	Other Means
Tunisia	•	•	•	•		•	Secretariat of State	•		•		•	
Turkey	•	•		•		•	Local schools or related agencies	•	•	•		•	
UAR	•	•	•	•	•	•	Ministry of Education	•		•	•	•	
U.S.A.	•	•	•	•	•	•	Public or private sponsors	•	•		•		
Venezuela	•	•					Ministry of Education	•		•		•	
Viet-Nam (Republic of)	•	•	•				Literacy committees	•	•		•	•	

Canada reported that radio is used in literacy teaching with classes of Indians.

It may be noted that Italy and Mexico use television in literacy teaching although, according to the reports, still on a limited scale. Pakistan stated that the Commission on National Education has recommended the use of television, but at the time of reporting the plan had not been put into action. The UAR stated: "The Department for Educational Programmes in the Broadcasting and Television Service will begin such (television) courses shortly".

Follow-up activities and related services

Reading material

Most countries place major emphasis on the provision of follow-up reading material, and on opportunities for group work. The reading material includes simple textbooks, illustrated booklets, wall posters, wall "newspapers" and illustrated periodicals.

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have definite plans under way for setting up library services for new literates. The countries listed in the table below all reported that they use libraries, of some sort, to further the aims of their programmes of literacy education (table IV).

Research and Evaluation

An increasing amount of research is being undertaken in some countries as a means of promoting and evaluating the progress and effectiveness of literacy education programmes. Reports of such research as has been done illustrate its value. Tunisia stated: "The research which we have carried out has led us to revise our ideas about the reading textbooks and exercises which until now have been so overloaded with new words and useless repetitions that the material fails to excite the kind of lively interest so important in the case of the adult pupils."

Malaya reported that the Adult Education Division has replaced its original teaching method with a new method which is proving to be more effective. In Ceylon, research into the use of films and filmstrips showed that they had a limited appeal because the commentaries were in English. It is necessary to translate them into Sinhala and Tamil in order to make a greater impact on the audiences. Egypt has developed more effective methods of teaching as a result of research and evaluation activities. Hungary has published a manual concerning its research activities on methods and techniques in literacy education.

Finances

Methods of financing existing national literacy programmes vary considerably. In a few countries the total budget is provided through State funds, while in others funds are derived partly from the State and partly from local governments, committees, private organizations, or money received through foreign aid.

Plans for the future

Only four countries reported that they have no specific plans for future work in literacy education. In France and Hungary, planning is mainly with reference to continuation courses - above the level of basic literacy. Indonesia is planning

TABLE IV

LIBRARY SERVICES AVAILABLE

The Countries Reporting	Mobile Libraries "Bibliobusses"	Circulating Sets - Box Libraries	Small Village Libraries Reading Rooms	Public Libraries	School Libraries	Govt. sponsored popular libraries for new literates
Argentina				•		
Bulgaria	•			•		
Cambodia			•			
Canada				•	•	
China (Taiwan)	•			•		
Cuba						
Cyprus						•
Federation of Malaya	•		•			
Guadeloupe	•					
Ghana	•			•		
Greece	•		•			
Hungary	•			•		
India						
Indonesia		•	•			
Iran						•
Israel	•					
Italy	•					•
Jordan	•				•	
Madagascar			•			
Mexico	•					•
Neth. New Guinea						•
Nigeria			•	•		

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The Countries Reporting	Mobile Libraries " Bibliobusses"	Circulating Sets Box Libraries	Small Village Libraries Reading Rooms	Public Libraries	School Libraries	Govt. sponsored popular libraries for new literates
Panama			•			
Poland				•		
Saudi Arabia				•		
Singapore				•		
Somaliland (Fr.)				•		
Southern Rhodesia		•				
Spain	•			•		
Sudan			•			
Tunisia	•			•		
Turkey	•		•			
UAR (Egypt)				•		
U.S.A.	•			•		
Venezuela	•					
Viet-Nam						•

to intensify its literacy campaign with a view to eradicating illiteracy by 1964. Israel expects to wipe out illiteracy within the next five years; to speed up the process, it has been proposed that a law be introduced compelling adults up to a certain age to become literate.

Reports from most of the other countries indicate a continuance of the present system, or an intensification of effort along existing lines. Where expanded programmes with increased staff are planned, it is usually stated that there must be an increased budget. Canada, Ceylon, Egypt, France, Greece, Indonesia, Madagascar, Malaya, Mexico, Nigeria, Sudan and Turkey reported definite plans for in-service rather than for institutional training.

Obstacles to literacy campaigns

Forty-five of the fifty-four responses to the questionnaire came from the countries of Asia, Africa, and Latin America. These countries have roughly the same proportion (five-sevenths) of the world's illiterate population. Their peoples need education in literacy, as in other aspects of community living, in order to play their new roles in their countries' rapid development. Nations speak of the need of developing their human as well as their material resources and admit that their action to this end is still markedly inadequate.

At the Meeting of Ministers of Education of African countries held at Addis Ababa in May 1961, adult education to eradicate illiteracy was placed high among the educational needs considered in relation to the social and economic development of the region. The participating countries have established for themselves a pattern of priorities within a balanced educational system, under which primary education will be universal and free within two decades and special attention will be given to adult education.

The Ministers of Education from the Asian countries, meeting in Tokyo in April 1962, discussed the Karachi Plan in relation to comprehensive plans for economic and social development. They concluded that:

"The Karachi primary education programme needs to be extended to cover the other levels, second, higher and adult, of education in each Asian country. Such a comprehensive programme needs to be completed by being integrated in each country into its national development plan ... so that it can move, within the agreed time, to the optimum educational structure which is the will of its people and which is required for economic growth."

Lack of motivation

Reports from all areas showed that although adults may often express the desire to learn to read and write, and although - especially when literacy campaigns are in progress - there is initially an enthusiastic response, attendance at literacy classes often dwindles. Eventually, only those men and women remain who - for some reason clear to themselves - really feel a need for becoming literate. One factor affecting the will to learn was expressed in the report from Viet-Nam, as follows: "Very poor people with large families who have to work so painfully hard all day for the daily bowl of rice are not much interested in literacy." Whatever expressions of the importance of literacy may be made in international conferences, ultimately the most important factor - and often the greatest obstacle - to universal literacy is the absence of a real national will to overcome this inertia.

Lack of staff

There was recurring indication of the lack of trained staff for teaching literacy classes. Some countries reported that they are already counteracting this by including courses in methods of teaching literacy to adults in their teacher-training colleges. It appears, however, that at best their teachers are inadequately paid and are often required to carry out the additional task of teaching adults without additional remuneration or reward. Inspection is generally carried on - in cases where there is any organized inspection at all - by school inspectors, also as an extra activity.

The lack of trained staff for adult literacy is not, however, confined to the ranks of teachers and inspectors. Perhaps even more serious is the lack, or sometimes complete absence, of qualified specialists to staff the "supporting services" for national literacy programmes - persons qualified to train teachers in adult education methods, to prepare textbooks and teaching aids adapted to adult needs, to produce audio-visual materials and radio programmes, and to carry out basic educational and linguistic research and evaluation.

Lack of administrative structure

The majority of countries administer their literacy education programmes through the Ministry of Education and depend mainly on the primary schools for housing literacy classes as well as for the provision of teaching staff. Even where the Ministry of Education, and those responsible for the schools, accept adult literacy teaching as their responsibility, it is generally given very little importance in relation to the major task of building up the school system itself. There is seldom a properly staffed department of adult literacy or adult education and even more seldom an adequate provision of accommodation, staff and teaching materials for this task.

In many countries the Ministry of Education takes no responsibility for adult literacy and adult education. In some cases literacy programmes are operated by Ministries of Rural Affairs or Departments of Social Welfare or Community Development. Often such programmes are carried out with little or no relation to the general educational system of the country, and although they gain an advantage in being closely linked to community development, they lose the value that would accrue were they given their proper place in the country's educational plan.

A still more unsatisfactory situation arises in a considerable number of countries where no Ministry or government department accepts responsibility for adult literacy, which remains on a piecemeal volunteer basis in the hands of various organizations without government support. Whilst non-governmental organizations can and should make a vital contribution in this field, they are rarely able to do so without the political, technical and financial support of the Government.

This general absence of an effective administrative structure to deal with adult literacy has as its natural consequence a lack of essential technical services for basic research and study, for the training of technicians and teachers and for the production of teaching and reading materials.

Lack of adequate financial provision

A natural concomitant of the lack of administrative structure for adult literacy education is a general absence of adequate financial provision. Many countries have no budgets specifically allocated to this purpose and in many others the provision made is totally inadequate.

The plan for African educational development drawn up by the Addis Ababa Conference stated:

"In view of the high rate of illiteracy and the insufficiency of schools, the African States should accord special importance to adult education which will have an immediate impact on social and economic development. This will demand adult literacy and mass education programmes ... No attempt has been made to cost these operations, which will vary greatly from country to country; but a sum equal to 5% of the estimated costs of the short-term and long-term plans has been allocated to adult education and other programmes."

In spite of this planning, however, each of the seven African countries which responded to the questionnaire cited finance as a major problem. This is also true, in general, of the reporting countries in other areas having the highest incidence of illiteracy. The financing of literacy programmes is discussed in part III of this document.

Approaches to adult literacy

Reports gave evidence of the fact that the two outstanding approaches to national literacy programmes which are designed to meet, and are usually set in motion by, the urgent demands of political or social movements are:

(i) The intensive campaign with a target date

An example of this is the case of Cuba, where a massive campaign was launched in 1959 through the Ministry of Education of the Revolutionary Government; its target was the eradication of mass illiteracy within a year. According to a recent Cuban Government report to UNESCO, 707,212 adults learned to read and write during 1961 in the "Year of Education" campaign to wipe out illiteracy in the island nation. Last year (1961), the number of illiterates in Cuba was estimated by the Government at 979,207. The 1962 report states that the number has dropped to

271,995. This number amounts to 3.9 per cent (ten years and over) of the population as against the 17.7 per cent quoted in the response to the 1961 questionnaire, putting Cuba's literacy level on a par with countries like Switzerland, France, the USSR, Czechoslovakia and Japan. There was no definition of the criteria considered valid for the successful achievement of literacy.

According to the report, people from all walks of life joined to form a force of 271,000 volunteer teachers, including 35,000 regular teachers, 121,000 "popular instructors", and 115,000 members of special teaching brigades. Teachers also came to help from Costa Rica, Brazil, Mexico, Uruguay and Panama.

The campaign was directed by the Ministry of Education of the Revolutionary Government through a National Literacy Committee composed of representatives from the Ministry of Education, the Teachers' Union, Central Union of Workers for the Cuban Revolution, the Federation of Cuban Women, the Association of Young Rebels, Defense Committees of the Revolution, Federations of Cuban University Students, the National Association of Small Farmers, and the Ministry of Revolutionary Armed Forces.

Documentation^{1/} accompanying the report stated that the objectives of the Cuban literacy campaign are: "first - and most important - to eradicate illiteracy from the most isolated and difficult areas of our nation; secondly, to contribute to the strengthening of the revolutionary consciousness of our peasants; and thirdly, to bring about a better integration of our population through the active participation of the 'brigadistas' in the life of the country".

New literates are encouraged to attend continuation courses, as the literacy campaign period is considered only a first step in their further education.

(ii) The literacy programme as part of an over-all education and development plan

The literacy education programme in the Philippines illustrates this type of approach. There the work has been geared to the national educational structure rather than being operated on a campaign basis with a target date.

^{1/} Cuba: del Brigadista. Ejercito de Alfabetizadores Ano de la Educaci3n, 1961.

Attendance is voluntary, but illiterates are encouraged to complete the sixty-hour primary course and to enrol in the continuation courses.

The report from the Philippines to UNESCO stated:

"With the conversion in 1947 of the Office of Adult Education into the Division of Adult Education under the Bureau of Public Schools, greater efforts have been given to literacy work through the organization of literacy classes, or through the each-one-teach-one scheme. As a result of these efforts, the percentage of illiteracy has been reduced from around 50 per cent before the outbreak of the World War II in 1941 to only 25 per cent in 1957. Literacy as referred to above does not mean only the learning of the communication skills (3 R's) but also the promotion of the different aspects of community living."

Under the Bureau of Public Schools, the Adult and Community Education Division is responsible for the literacy educational programme. The Bureau of Prisons also works with the central department. Salient among the non-governmental agencies which co-operate are the National Federation of Women's Clubs, the National Youth Co-ordinating Council, the Philippine Federation of Christian Churches and the Community Welfare Agencies, Inc.

The stated objectives of literacy education in the Philippines are:

"To make the people aware of their problems; literacy should encourage them to enjoy solving such problems, to enjoy acquiring new techniques, and to enjoy the process of progress and change taking place throughout their lives. It therefore gives the illiterates a new way of life leading toward democratic progress, improved economy, improved morals, and greater satisfaction in all phases of living."

At the Santiago Conference on Education and Economic and Social Development which met in Chile during March 1962, there was discussion of the fact that there is an inevitable difference between the urgency of a government plan such as that of Cuba and the relatively slow process involved in a programme such as that of the Philippines. One speaker stated:^{1/}

"A literacy campaign must ... instil in the man an inner awareness of his shortcomings strong enough to overcome his reluctance to remedy them. This cannot be done by propaganda or even by persuasion. What is needed is a slower process involving substantial changes in the way of life which will allow the person concerned to discover the extent of his shortcomings and his own ability to remedy them.

^{1/} UNESCO/ED/CEDES/5 (Limited): Illiteracy in Latin America, by Julian Castro.

Literacy campaigns will not fail if they can bring about this inner conviction, this facing of the facts, because it means that their impact has been translated into an effort by the subject himself. When that point has been reached, external stimuli or pressure to compel compliance become unnecessary."

PART II

RECOMMENDATIONS FOR NATIONAL LITERACY PROGRAMMES

Introduction: Literacy in the Development Decade

The United Nations Development Decade has just begun. During this decade the United Nations and its specialized agencies are pledged to mobilize their past experiences and co-ordinate their present efforts in a sustained attack upon disease, hunger, ignorance and poverty. The Member Governments of the United Nations have set their seal of approval on this programme, and each of the United Nations agencies has pledged its support.

The struggle against ignorance and illiteracy itself will demand a major concentration of effort. Examination of available statistics discloses that an average of almost 50 per cent - in some regions 70-80 per cent or more - of the adult population is illiterate; in numerical terms this represents something more than 700 million people. The rapidly increasing world population, together with the inevitable time lag required to bring to complete fruition plans for the provision of universal primary education, makes it certain that these numbers will increase, rather than decrease, during the Development Decade unless adult illiteracy is most energetically tackled now. The world population was estimated at 1,550 million in 1900, and at the present rate of increase may be 6,000 million by the year 2000. Thus, even where percentages of illiteracy fall, the actual numbers of illiterates are growing in several countries. It is urgently necessary to arrest this growth.

Already in Africa, Asia and Latin America great programmes for the development of formal education are being undertaken. Devoting as much as 4 per cent of their gross national product to the task, some seventy countries plan to complete the provision of universal primary education by 1980 or before. These plans undoubtedly constitute the greatest single weapon in the battle against illiteracy.

Nevertheless unless an attack is made on the problem of widespread adult illiteracy simultaneously with the effort to provide universal primary education, many of the hopes for the future may fail and success will most certainly be delayed. It cannot be emphasized too strongly that the enormous reservoir of

adult illiteracy presents the greatest threat to the success of the Development Decade and to hopes and plans for raising standards of living throughout the world.

The illiterate person is a weak link in the whole chain of development. He is the person who is "outside public affairs". This is not only a personal tragedy for the individuals concerned, who are not just cyphers, but men and women whose dignity and human rights must be respected; it is also, for the nations affected, an economic straight-jacket which must be shed if true progress is to be made.

The success of primary schooling is dangerously undermined in areas where there is widespread adult illiteracy. Many children are discouraged from enrolling at school, and large numbers are permitted to leave before they have completed the course and before they have become fully literate. Even when it is possible to make attendance compulsory, many who return to live in illiterate communities soon lose the knowledge they had acquired at school and relapse into illiteracy. The fact that a majority of the illiterates are women has deplorable consequences on home life and the education of children. Indeed, through no fault of their own, illiterate men and women constitute a drag on the development of their country and are in turn deprived of their rightful share in its progress.

For these reasons, it is considered that during the Development Decade it will be essential to attack the problems of primary schooling and adult illiteracy simultaneously.

In mobilizing for the fight against illiteracy and maintaining the battle until it is won, certain measures need to be taken. Aims and objectives must be defined; the necessary administrative and supporting organization must be established; facilities for the training of the full-time and part-time volunteer teachers must be developed. The large volume of materials required must be prepared and produced. Some of the newer media now being exploited, such as radio, television, and other devices, may prove of great assistance, and many countries are already investigating their possibilities.

Moreover, in the changing pattern of education in the twentieth century, the development of continuing opportunities for adult education is seen by

educationists the world over as a necessity of our time. Literacy by itself is but the door for entry into all those opportunities of a wider context of adult education which countries, unimpeded by the set patterns inherited from the past, are now free to develop. This in itself is perhaps the most exciting educational challenge and opportunity of our times.

The resources, both in manpower and means, needed to launch and maintain bold programmes for the eradication of illiteracy, are not small. But the battle against world illiteracy is only a part, albeit an urgent and essential part, of the plans for a great stride forward in the Development Decade. The means and resources to combat illiteracy will not be exhausted and obsolete when the battle is won; they do not involve a special "emergency" expenditure relevant only to eradicating illiteracy. They represent an investment in permanent and basic tools, in trained manpower and physical means, which will be essential in any case if the tempo of future development is to be increased and the possibilities enlarged.

The primary responsibility for effective, energetic action against illiteracy must remain with the Member States themselves since this action depends for its success on mobilizing the hearts and minds and the will of all the people. Without this mobilization, backed by the national, political and administrative acceptance of its importance, no hopeful aspiration or outside aid will achieve the necessary results.

The following paragraphs deal with the various requirements of a national programme aiming at the eradication of mass illiteracy. It is assumed that plans for the expansion and improvement of the school system, which now exist in almost every country, will be put into effective operation to eliminate, as rapidly as possible, the incidence of illiteracy among children of school age. Attention is therefore focused on the problems of eradicating mass illiteracy among adults and recommendations are made regarding the planning and execution of adult literacy programmes.

Definitions and objectives

Literacy is not simply the ability to sign one's name or to read or write a few simple sentences. Even the simplest description, such as that which

defines literacy for census purposes, should not be less than that proposed by an Expert Committee on the Standardization of Educational Statistics convened in 1951 by UNESCO, namely:

"a person is literate who can with understanding both read and write a short, simple statement on his everyday life."

The Meeting of Experts on Literacy which was convened by UNESCO in June 1962 was unanimous that the aim must be for functional literacy and considered that:

"a person is literate when he has acquired the essential knowledge and skills which enable him to engage in all those activities in which literacy is required for effective functioning in his group and community, and whose attainments in reading, writing and arithmetic make it possible for him to continue to use these skills towards his own and the community's development and for active participation in the life of his country.

In quantitative terms, the standard of attainment in functional literacy may be equated to the skills of reading, writing and arithmetic achieved after a set number of years of primary or elementary schooling."

Mass illiteracy should not be regarded as an isolated problem requiring only temporary special measures, even though a massive attack on it is now urgently required. The fact that so large a part of the world's population is at present illiterate clearly indicates the need for special emphasis in this particular area of adult education. But education for literacy is only a necessary preliminary stage to the wide opportunities for adult education which must be provided if the literacy programme is to be meaningful.

Hence, the attainment of literacy is a most important means for, and has the objective of, enabling a person to develop his full potential and to participate more fully and constructively in the life of the community. It should be the first step to a continuing programme of adult education which should be considered part of the total educational provision.

Administration and Legislation

Responsibility for planning, organizing, and executing a national literacy programme rests upon the individual Governments concerned. Government action is necessarily determined by conditions of finance and administration, the prevailing educational situation, and the national level of economic development. These conditions dictate whether an entire literacy programme can be undertaken and supported, or whether attention and available resources must be concentrated initially on more modest projects which should eventually be expanded into a general literacy programme.

Ideally, the prerequisites for an effective literacy programme are the following:

- (i) an adequate budget voted by the national assembly;
- (ii) the inclusion of the literacy programme in the country's development plan;
- (iii) the adoption of legislative measures where appropriate;
- (iv) the establishment of a flexible and co-ordinated administrative structure;
- (v) the creation, or reinforcement, of national, regional and local institutions and supporting services, including the mass media such as press, radio and television.

The budget for adult literacy and adult education, although it may be relatively small in proportion to the total education budget for the country, must recognize that adult education, no less than the school system, requires efficient technical services, trained personnel and special materials, and that these cannot be provided without adequate funds.

Legislation for literacy should define:

- (i) the obligations of the Government and the measures needed to put these into practice;
- (ii) measures for encouraging adults to take part in the literacy programme, for example, by providing special facilities for workers and employees and for housewives and mothers;
- (iii) the functions of the school system, where its collaboration is sought, in adult literacy;

- (iv) the relationship between the literacy programme, adult education and economic and social development activities.

The Meeting recognized that for many reasons adult education has an essentially voluntary character. Legislation should, therefore, be of a kind designed to encourage, stimulate and enable adults to participate in it; it should make express provision for the education of women.

The administrative structure should allow for the collaboration of government agencies responsible for health, agriculture and other technical services at all levels. Wherever possible the help of non-governmental organizations and individuals should be encouraged. Since the responsibility for, and structure of, adult education vary from country to country, it is neither possible nor desirable to propose a uniform pattern. However, in order to avoid duplication and waste of effort, co-ordinating machinery should be set up. This may take the form of a permanent national association or commission at government level.

In most countries, it would seem that the Ministry of Education possesses the technical and pedagogical services to provide the motive force for this co-ordinating machinery, and often to secure the required specialized training of personnel.

In any case, suitable technical institutions will be required to provide supporting services for:

- (i) pedagogical and social research;
- (ii) the training of teachers and technical staff;
- (iii) the production and testing of teaching materials.

In the interests of economy and co-ordination, these institutions should provide common services to the various departments and ministries concerned.

Organization

Because of the fact that conditions vary in different countries, that resources already available vary considerably, and also that existing literacy programmes have reached different degrees of intensity and completion, it is not possible to do more than indicate what is necessary to maintain a programme of considerable size and intensity. For some countries this may involve the

development of substantial new resources; for others it may require only better organization and co-ordination of existing resources; while, for others, only an increase in intensity of effort may be involved.

For the purposes of description in this report, the requirements may be divided into categories of "Direct Services" and "Supporting Services".

Direct services

(i) Teaching staff

A wide variety of teachers may be used for adult literacy work. These will range from full-time adult literacy teachers, who are recruited and paid for this purpose, to the part-time volunteers who may work with or without remuneration. In all categories there is an indispensable need for women teachers as well as men. In areas of high illiteracy it may be necessary to mobilize all available literate persons who are ready to be trained for this task.

In many areas of the world the primary school teacher is the only literate person who has had teaching experience. He is, therefore, the inevitable choice as teacher of adults if a literacy programme is to begin. When school teachers are to be used to conduct literacy classes, certain conditions should be fulfilled.

First, it will be necessary to obtain the consent and support of the school authorities, inspectors and headmasters. Secondly, teachers should receive special training for teaching adults. This training should be provided either through normal school courses or in special classes held, perhaps, during the school holidays. Thirdly, teachers should be recompensed for teaching adult classes; this may be either by extra pay for the additional hours of work or by a remission of the teaching load during the school day. In cases where voluntary effort carries definite social prestige, this, in itself, may be sufficient recompense.

School teachers may often be given a supervisory role with responsibility for training and guiding volunteer teachers and supervising and examining classes. However, the employment of school teachers on a part-time basis is not in itself sufficient and unless there is a realistic proportion of full-time

professional staff allotted to the adult literacy programme to guide, assist and encourage the part-time workers and teachers, and to ensure the maintenance of standards, there is great danger of the programme losing its momentum and failing in its purposes.

The full-time professional worker will need at least six months' special training whereas from two weeks to one month should suffice for others.

(ii) Materials

It cannot be emphasized too strongly that literacy teachers cannot work without materials. These materials must be adequate in quantity and variety and specially suited to the needs of adults.

The following materials will be required:

- (a) Teaching materials for initial class work - primers, simple visual aids and supplementary reading material.
- (b) Reading material specially prepared for follow-up work with new literates of limited reading ability, both books and periodicals.
- (c) Material required in general adult education work after literacy is achieved, including daily newspapers and general literature of all kinds as well as the audio-visual media.

While this last type of material is not strictly literacy material, it is essential, if the achievement of literacy is to have use and meaning, and if the aim of teaching adults to read as described in the following paragraph is to be achieved. It is, therefore, urgently necessary to encourage and develop the media of mass communication, and to extend library services, where these are deficient.

The aim of teaching adults to read is to enrich their opportunities for personal development and for contribution to the life of the community. Materials must, therefore, be of practical interest to adults, covering such subjects as personal health, agriculture and economics. Hence, the subject matter of reading material for adults must be quite different from that in children's books which are unsuitable for adults because of their contents and the principles governing their presentation.

Appropriate institutions and means must be devised to ensure the continuous preparation, publication and improvement of materials and their accessibility to learners and new readers everywhere. Further reference to materials and media are made elsewhere in this report.

(iii) Premises

Almost any premises can be used for adult literacy work, and in many remote or under-developed places there may be little freedom of choice. School premises, municipal premises or those provided by trade unions or political parties may well be convenient. Governments and local authorities may also find it possible to construct adult education centres, where various cultural facilities are available to the community. Residential centres have a special value of their own.

One of the important results of mobilizing the national sentiment in favour of eradicating illiteracy should be increased assistance from the community in finding suitable premises for the conduct of adult literacy classes.

In some cases, however, it is advantageous to arrange matters so that literacy teaching can be given in the home rather than in public buildings. This may be the case in teaching women, who often form a large and important part of the illiterate community.

Supporting services

A varied range of supporting services is required if adult literacy programmes are to succeed within realistic time-limits. These supporting services include facilities for various kinds of research and training, and the development of physical resources in the mass media field - press, radio and television.

Attention must be drawn to an important feature of these supporting services. The need for them does not arise simply and solely out of the requirements of a literacy programme; they will be found to be essential components of educational and cultural development and economic progress in any country. They may thus have a multiple purpose. Their cost may be largely attributable to the literacy campaign during its main stage when literacy

programmes are receiving top priority. However, when this phase begins to bear fruit, they will be found to be a ready and experienced basis for the next step forward in the country's educational, economic and cultural development, for example, in supporting continuing adult education, in communicating new ideas and bringing about improved understanding in such essentials as agriculture, economics and health. Thus, the costs which the development of these services will involve are only partially assignable to the budget of the literacy programme.

Statistics

Obviously it will be important to have means of assessing the number of illiterate people in a country and analysing their distribution geographically, communally, by sex and age, by occupation and by whatever other categories are most appropriate to the needs of the country. Much of modern development planning depends on the availability of accurate statistics, and statistical services should be developed and improved as the Development Decade will undoubtedly require. The proper planning of a campaign, its efficient and economical administration and execution, and the measurement of progress require, to a considerable extent, the collection and maintenance of accurate statistics. In the literacy field, where there is a danger that the reporting of progress may tend to be subjective rather than objective, it will be necessary to pay particular attention to this matter.

Research

Before and during the conduct of a literacy programme, relevant research will be necessary: in some countries much of this has already been done, while in others much remains to be undertaken. Adequate staff and facilities for this research should be provided if a literacy programme is to be well founded and effectively administered. When research institutions such as universities and other suitable educational centres already exist, it may be that with appropriate strengthening they can develop research projects in the necessary fields. In other cases, special institutions or centres may need to be established. The more important matters in which research may be required are briefly discussed below:

(i) Psychological factors and motivation

One of the most important areas in which research is required is in the psychological field concerning the question of motivation. An illiterate adult is no less a human being than others, affected by fears, hopes and worries, and by personal, economic and cultural considerations. Reference has been made to the largely voluntary character of adult education work. It is clear from past experience that it is vitally important to fortify voluntary efforts with specialist advice when this is needed to ensure that the content of the literacy programme, and its manner of presentation, are acceptable and meaningful to the adults for whom it is intended. This cannot be efficiently done unless there is a continuous basis of research into this question of positive and negative motivation.

(ii) Sociological and technical considerations

In many places there is still need for more research into the content and presentation - the general readability - of literacy materials and into problems relating to the reading habits and attitudes of those for whom literacy programmes are designed. The question of the distribution and accessibility of materials involves the study of sociological problems as well as an investigation of the more technical and economic aspects.

(iii) Languages

The choice of language for literacy rests with Governments and depends on linguistic, social and economic considerations which vary from country to country. The choice of language for adult education may differ from the choice made for school education.

For adult literacy campaigns and classes, the mother tongue of the learners should be used where possible, because it is easier to make a person literate in his mother tongue which is the natural vehicle of his thought and culture. If this is a language of limited extent, however, it may be decided to teach reading and writing in a language of wider application. The pupil's mother tongue may be used orally in teaching him to read and write in another language. Teachers and field workers should be able to speak the language of the local

population, and adult learners should be grouped on the basis of the mother tongue with teachers assigned accordingly.

Adults can acquire ability to speak a second language through oral and direct methods of teaching. When adults wish or need to become literate in a second language, it may be better that they become literate in their mother tongue first. Where the mother tongue is not written they can, of course, pass directly to literacy in a second language.

To ensure the wisest decisions in the choice of languages for literacy, linguistic and pedagogical studies should be carried out wherever necessary. Once the choice is made, such studies should be further developed to assist the effective use of the chosen language or languages and their adjustment to changing conditions. Literature and other informational material detailing experiments and advances in the use of mother tongue and the preparation of alphabets for literacy should be made available, whenever required, to countries undertaking literacy programmes in local languages. Where it is decided to use a local language for literacy, it is essential to ensure that there is a sufficient supply of teaching and reading matter in this language. A good deal of linguistic research may sometimes be needed before the basic and supplementary materials necessary to sustain a literacy programme can be prepared.

(iv) Methods and organization of teaching

A great deal is already known about various methods of teaching literacy. Many countries have already done basic work; nevertheless, methods can always be improved, and what is suitable and possible in one area is sometimes not practicable in another. It is thus very important, when embarking upon a large literacy programme, to ensure that adequate provision has been made for continuing inquiry and research into the methods most suited to the needs of differing groups and areas in the country.

Of particular importance is the adaptation of methods of teaching - and the teaching materials in which they are embodied - to the experience and competence of the teachers. Where new or improved methods are being introduced, teachers should be associated with their preparation and should then be given adequate training in their use. In all this work the supervisor will have a key role

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as the link between the literacy class teacher and the research and pedagogical institutes.

(v) Content of the literacy teaching and reading materials

Careful attention should be paid to the content of a literacy education programme lest the subject matter become stereotyped, dull and formal. The achievement of literacy sometimes seems to the adult pupil a difficult and lengthy undertaking. Effort must be made to maintain the interest which led him to enrol in the literacy class.

It has already been stated that literacy teaching should not be confined to the teaching of mere reading and writing. The curriculum should be so planned that from the outset the learner gradually acquires the essential knowledge and skills which will enable him to engage in all those activities in which literacy is required for effective functioning in his group and community. The content of the work must be related as closely as possible to the learner's own immediate and expanding interests and needs. Reading material should be lively and attractive; above all the content must have real meaning for adults. Mastery of the skill of reading and writing is the core around which meaningful programmes of educational, social and cultural development are built. Continuing study and research should be directed to the achievement of these aims.

(vi) Media

The basic and traditional materials of literacy are books and simple visual aids, like charts and flannelgraphs. Nevertheless the radio, films and television can, like the press, play a vital part in a literacy programme, both in the teaching of reading, writing and arithmetic, and in continuing adult education.

Great developments are taking place with reference to the possibilities of using radio and television for teaching purposes, including literacy teaching, and rapid progress is foreseen within the Development Decade. Special interest therefore attaches to a report of a Meeting on New Methods and Teaching Techniques in Education^{1/} convened by UNESCO in March 1962. The report recognizes that all

^{1/} UNESCO/ED/190.

media of communication may be found valuable in the preparation, execution and follow-up of literacy campaigns and that their potential for adult education is immense. It notes, however, that press, radio and television are generally more fully developed in urban districts than in rural areas where the bulk of illiterates reside. It reviews the plans elaborated under the auspices of UNESCO for the development of information media in Africa, Asia and Latin America, and urges that Governments, as well as aid-granting institutions, give their full support to the implementation of these plans and to the setting up of centres for research into the production of these new media and their use for education and the fight against illiteracy.

(vii) Evaluation

It is of the utmost importance to provide means for continuous evaluation of results and progress in all aspects of the work in a literacy programme. Evaluation should be as objective as possible, and it is desirable to define criteria and objectives against which success can be measured. Statistical evaluation of general progress will be required, and qualitative evaluation will be equally important. Identification of shortcomings and bottlenecks in physical resources and administrative organization, and the continued evaluation of the success or otherwise of methods, materials and media are essential. Responsibility for evaluation in different areas of the programme may well fall on different agencies, but a clear over-all picture of the dynamics of the programme should be maintained if it is to reflect steady growth and worth-while achievement.

(viii) Research relationships

For the purpose of enumeration and description, various important research needs have been listed separately in the foregoing paragraphs. However, although research may be attached to, and carried out mainly in appropriate institutions, it must remain intimately associated with the actual teaching work. At every stage the closest relationship must be maintained between research, the planning of programmes, the training of teachers and supervisors, and the testing and evaluation of these in the field; between those who do the research, those who produce the materials, and those who carry out the teaching.

Training

The previous section deals with elements of a literacy programme in which continuing inquiry and research will be needed; the crucial point is how to translate the results of these inquiries into action.

Proper training of those who will engage in literacy work and their support with an adequate flow of the necessary materials are the two elements on which the success of the programme depends.

Given the national will for, and acceptance of, the literacy programme, and given the necessary budget, all energies should be turned to the training and equipment of those who will engage in it. The research referred to above is largely related to finding the proper basis for training the staff.

In areas where there is a high proportion of illiterates, a considerable number of voluntary or part-time workers may be required; their efficiency and success will depend on adequate guidance and supervision from fully trained staff. It is thus of supreme importance to organize training on an adequate scale.

Training of several kinds needs to be provided:

(a) for full-time supervisory and organizing personnel

This will generally require at least six months and would need to be given at adequately equipped centres. Where institutions already exist, they may be suitable, with or without further development. Where they do not exist, it is essential that they be developed. The supervisors are the link between the training centres, the administration and the field workers; they not only have to keep up to date with the findings of research and the requirements of the administrative direction, but they are also the most important source of information and advice in the reverse direction, thus ensuring that the research and administrative wings make a realistic approach to matters. It is essential in adult education work that their role, vis-à-vis that of the field worker, is not that of the policeman, but of the guide, counsellor and friend.

(b) for part-time and voluntary staff at the sub-professional level

This training would normally be given by the full-time professional staff referred to in item (a) above. It would be organized in the field at suitable regional centres, and would normally last from two weeks to one month.

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- (c) for professional, but part-time, personnel - school-teachers, workers in service departments, and higher technical staff
- (i) Special training in adult literacy techniques should be incorporated into the normal school course for school-teachers who are likely to be engaged in adult literacy work. More importantly, it should also be made available for teachers with some years of experience. (The experienced teacher, provided he has received some training in the techniques of teaching adults, is generally more successful with them than the young teacher fresh from training college.) This will necessitate special training courses, perhaps during the school holidays.
- (ii) The work of all service departments (e.g. health, agriculture, co-operative societies, labour departments) has a large educational content. It is extremely important that these departments should not overlook the needs and problems of the adult who has achieved basic literacy and is ready to move on to the next stage. Selected members of their staffs should be encouraged to take an active part in adult literacy programmes and should receive adequate training to do so. Residential centres provided for the training of full-time adult literacy staff may also be used for this purpose.
- (iii) Some countries faced with the problem of having to wage the development battle on so many fronts simultaneously, and nearly all countries in connexion with the great strides now being made in the use of new media, face a real problem in trying to provide training in fields where they are short of expert staff, or in fields in which they have had little previous experience. This is one of the directions in which increasing assistance from UNESCO is most urgently needed. Suggestions as to the nature of this assistance are contained in part IV of this report.

Production and distribution of materials

Literacy programmes entail the production of considerable quantities of reading material; when these programmes are successful, they lead to an ever-increasing demand for literature.

The preparation of the necessary material, before it is ready for printing, is always a large task. It requires the services of specialists such as writers, teachers, artists, language specialists and editors. The production of the material requires adequate printing resources. The development of bookshops and library services are a natural outcome of universal education and the eradication of illiteracy.

Before a programme starts, it is essential to ensure the availability of resources to prepare, edit, print and distribute the necessary materials. Many have failed because this was not done. On the other hand, many well documented examples are available of how the establishment of literature bureaux, and other similar educational servicing agencies, has gone far to provide adequate supplies of material for literacy programmes and the essential follow-up in the adult education field. In the long run, a literacy programme must fail in its objectives and dissipate great reserves of energy and goodwill, unless resources for the production of material match the size of the programme to be undertaken.

Conclusion

The various requirements of a national literacy campaign have been outlined above, on the basis of recommendations made to UNESCO by a committee of experts from all parts of the world. It will be for each Government to determine, in the light of the needs of its people, the funds and facilities available and the progress already made, how these recommendations should be applied and adapted to its national literacy programmes.

Whilst the main responsibility for the eradication of mass illiteracy must rest upon national Governments, it is none the less desirable that each national effort be considered, in the context of the Development Decade, as an element in a world campaign for the common benefit of mankind. This demands that it be directed to the pursuit of peace and mutual understanding between peoples, and that within the boundaries of each country the campaign against illiteracy be waged with a united will and without discrimination in any form, whether based on race, colour, sex, language, religion, political or other opinion, national or social origin, economic condition or birth.

During the debates on world literacy at the twelfth session of the General Conference of UNESCO, the Chairman of the Expert Committee on Literacy, in presenting his committee's report, expressed the view that "a campaign against illiteracy should not be something isolated, but should be integrated into a programme of continuing adult education and into the total educational programme. It should also be integrated with the development programmes of the countries concerned, since it is closely linked both to productivity and to the process of adaptation to a changing world. The eradication of mass illiteracy must be primarily a national responsibility; international support and assistance must supplement and co-ordinate, not supplant, national efforts."

PART III

THE COST AND FINANCING OF A WORLD LITERACY CAMPAIGN

Estimating the Cost of Literacy

The achievement of world-wide literacy in a relatively short space of time will require fulfilment of certain educational, social, economic, political and other conditions. The attack on mass illiteracy must be on two fronts: universal primary education and literacy teaching for adults. The costs of primary education and of other levels of education in Africa, Asia and Latin America have been studied at regional conferences^{1/} organized by UNESCO. Detailed country-by-country estimates of the outlays required are now being prepared, often with the assistance of expert missions under the auspices of UNESCO and the International Bank.

While there have been several studies of the costs of primary education, there exists no report of investigations of the outlays required for that portion of a world-wide literacy campaign which deals with adult illiteracy. This analysis of the cost of and financing of a world-wide adult literacy programme is intended to fill the gap.

The total number of illiterates throughout the world was estimated at about 700 million^{2/} in 1950; 500 million of these lived in Member States of UNESCO located in Africa, Asia and Latin America. This study is predicated on the assumed objective of enrolling in literacy programmes, to be conducted during a ten-year period, all illiterates between the ages of fifteen and fifty years who reside in those Member States. In the developing countries,

^{1/} See The Needs of Asia in Primary Education (Paris: UNESCO, 1961), pp. 19-29; Provisional Report of the Conference on Education and Economic and Social Development in Latin America (ECLA, 1962), pp. 125-130; Final Report of the Conference of African States on the Development of Education in Africa (Paris: UNESCO/UN-ECA), pp. 21-34.

^{2/} World Literacy at Mid-Century (Paris: UNESCO, 1951), p. 15.

persons between fifteen and fifty comprise about two-thirds of the total population; therefore, for purposes of estimation, the figure of 330 million is used in this report as the approximate number of illiterates to be enrolled during the ten-year programme.

The costs cited here cover only the first phase of literacy, namely mastery of the fundamentals of reading, writing and arithmetic. According to this analysis, which has been based on available data and on assumptions suggested by experts, the estimated cost of literacy training per person ranges from about \$7.35 to \$5.25, depending upon geographical area. The cost per adult multiplied by the 330 million illiterates who are to receive training, produces an estimated total outlay of \$1,911 million, which, if spread evenly over a ten-year period, comes to \$191.1 million per year.

In the sections which follow, the data and assumptions that underlie the cost estimate are presented, and the method used is explained. Although the benefits of increased literacy are not easily measured, they must, nevertheless, be considered along with costs, in the evaluation of any campaign against illiteracy.

The Problem of Estimating Costs of Literacy Programmes

Cost is the number of units of currency (e.g. dollars) that must be spent in order to obtain a unit of output, and should normally be based on the least expensive of the various technically possible methods of production. Determination of cost requires specification of the character of a commodity or the nature of a service. Higher levels of service or of quality of product involve greater cost which may or may not be compensated by the greater benefits obtained.

Units of output of literacy are difficult to specify. As a consequence, the procedure used here is to price a typical pattern of inputs without attempting to relate them to units of output. The value of such a cost-estimate is that it is an indication of what must be given up in the way of other potential services, commodities and capital goods to achieve the targets of the programme in question. A cost-estimate is not a proposal for expenditures. It is necessary background information for defining expenditure policy. Estimates of money cost provide an indication of the relative importance of the resources used when such costs

reflect the relative social value of the factors of production. However, where they reflect imperfections and inefficiencies in the economic system, as they so often do in areas where high rates of illiteracy prevail, money costs are meaningful only when considered side by side with cost viewed in terms of alternative possible uses of the real resources involved. It should be understood that costs vary from country to country and that regional estimates fail to reveal this variation.

Techniques for Teaching Literacy and their Relevance to Cost

The cost of different methods of teaching adults to read and write varies considerably; therefore, to provide a single cost estimate, a particular method must be selected. The procedure adopted here is that of a conventional classroom situation. The choice of this particular procedure for teaching literacy does not imply that it is necessarily the most effective, cheapest, or the one having the most long-lasting effects. It represents, rather, the selection of an uncomplicated teaching method which has been relatively successful, and for which costs can be estimated without inordinate difficulty. Methods which depend, for their success, on the use of machines and various of the newer and more expensive media of communication have not been taken into account. Also, decentralized methods such as the "each-one-teach-one" procedures have not been explored in stating the cost estimate.

The scope and intensity of a world-wide campaign makes it appropriate to assume that the instructors work full-time at literacy training and that, in general, new buildings and equipment will be needed. Instructors are to be persons trained in methods of teaching reading, writing and arithmetic to adults. Supervision of local programmes in operation is also an integral part of the programme.

Estimating the Cost of a Campaign

The cost-estimate is for a series of literacy courses designed to teach persons over fifteen and under fifty the fundamentals of reading, writing and everyday arithmetic. Costs are estimated by determining the cost per person, and then by multiplying this cost by the number of persons who are expected to

participate in the programme. Cost per person involves two major elements: first, capital costs which include the cost of buildings, equipment, teacher training and similar items that are not used up in a single year's operation, and which are, therefore, spread over a number of years; second, recurrent costs such as the costs of teachers' salaries, supplies, inspection and supervision, and other items that must be incurred in each year.

The estimate of cost per person here is in terms of adults initially enrolled in the literacy programme. Figures for cost per person made literate would be higher by a factor determined by the proportion of unsuccessful students. Since this proportion will vary from country to country depending on motivation, economic opportunities for literate persons, and other factors, the cost-estimates given here are based on enrolment and not on achievement. Thus, the cost of services provided to adults who drop out, or who fail to achieve literacy despite attendance during the full course of the programme, is included in these estimates of cost per person. Separate estimates are made of costs for Africa, Asia and Latin America because the extent of illiteracy varies among these regions and because there are substantial differences in price levels as between the regions.

Although changes in price levels are likely to occur over a period of ten years, the estimate of costs is based on prices prevailing in 1960-61. There is no attempt to adjust them for subsequent inflation or deflation. Reliable estimates of changes in price levels in individual under-developed economies are difficult to obtain, and it is not feasible to try to estimate price level changes on a broad regional basis. If all prices change proportionately, unadjusted cost figures based on 1960-61 prices continue to provide a measure of the relative cost of the programme, although not of its absolute cost. To the extent that teachers' salaries and other educational costs rise relatively more than other prices, these cost figures are under-estimates. From the standpoint of foreign aid, if exchange rates are responsive to price level variations, the value of aid payments is maintained; but if exchange rates are rigid, the purchasing power of foreign aid will be reduced in the event of inflation, and the aid will not be sufficient to accomplish its objectives. However, the value of foreign aid in the form of goods and services is unaffected by price changes in recipient countries.

Capital Cost per Person

Cost of Buildings and Equipment. The cost of buildings and equipment to be used in a literacy campaign depends upon the type of building, local construction costs and other local conditions, and the extent to which existing facilities can be used. A campaign with classes conducted throughout the day and during the evening as well will need to have exclusive use of premises provided for the purpose; this will require far more new capital than a campaign in which classes are held in existing school and other public buildings after regular hours.

At the Conference on Education and Economic Development for the Latin American Region which was held in Santiago, Chile, in 1962, it was estimated that in 1961 a forty-pupil classroom equipped for primary education could be built for about \$2,600. On this basis the cost per place is \$65; if the structure and equipment are used for ten years, the cost per place per year is about \$6. If the instructional procedure in the literacy campaign is to provide one hour of instruction per day to each pupil it could be assumed that each place would be used twelve to fourteen times a day. On these assumptions, the cost of buildings and equipment per person per year would come to about \$.50. The estimate of \$.50 presumes that new facilities are required for all pupils. To the extent that existing facilities can be used, or conditions permit outdoor teaching, capital cost is of course correspondingly reduced.

Physical capital, such as equipment and classroom space, must be available at the start of instruction, and outlays sufficient to provide an adequate stock of physical and human capital must be made before instruction begins. Thus, if the cost per place for buildings and supplies were \$65, and twelve classes were held each day, about \$5 would have to be spent on buildings and equipment for each pupil in advance of the first year of the programme. After this initial outlay, no new capital would be needed unless the number of pupils rose, or the programme were continued beyond the ten-year period. During the initial ten years, the \$5 outlay per pupil would be spread over an increased number of pupils, thus reducing the cost per person per year to \$.50.

Cost of Teacher Training

The assumption used for costing purposes is that to train a teacher for instruction in adult literacy requires roughly the same outlay as that required for training a primary school teacher. In actual fact, the extent of training and its costs can be expected to vary considerably from country to country and even among different areas of the same country. The cost of the primary level education of the literacy instructors, however, is not included as a component of the costs of the literacy programme on the grounds that such education with its accompanying general economic and social benefits would have been desirable whether or not the person was subsequently employed as a literacy instructor.

In calculations underlying the Addis Ababa Plan, the cost of three years of teacher training was estimated at \$1,200 per pupil for recurrent costs, and at about \$240 for capital costs, bringing the total cost for a literacy instructor to a total of \$1,440. This must be spread over the total number of persons taught to obtain an estimate of cost per person. It is assumed, for the purpose of estimating costs, that a teacher could instruct 150 adults per year. This estimate is derived from assuming a class size of thirty with five classes a day per instructor during a ten-month period. Assuming further that on the average a teacher serves for five out of the ten years of the literacy campaign, the cost of teacher-training per person per year would come to about \$2. If less stringent standards of teacher training were used, or if teachers, once trained, should teach for more than five years, or if primary and secondary school teachers were recruited for overtime teaching of literacy, training costs would be lowered.

An alternative assumption reducing cost but providing less qualified staff would be to use as instructors graduates of secondary schools who had received six months' special training in the teaching of literacy. On an annual basis, a staff of three experts with a total budget of \$10,000 could train 400 instructors of this type and these, in turn, could teach 60,000 pupils per year to read and write.^{1/} If we assume that each instructor would teach for

^{1/} Four hundred instructors x 150 pupils per instructor = 60,000 pupils per year.

two years after completion of the special training programme, the cost of instruction would come to \$.09 per person per year.

The wide difference between \$2 per person and \$.09 per person overstates the differences in the cost of making adults literate. There is evidence that the proportion of students who achieve literacy depends, to a considerable extent, on the skill of the teacher in maintaining motivation, and in the effectiveness of instruction. Obviously, less well trained part-time teachers who are often fatigued when they start night classes, would increase the cost of making an adult literate. However, objective studies of the optimum amount of training for literacy instructors are lacking. The cost figures used in this document assume that since adult literacy instructors generally receive about the same salary as beginning primary school teachers, they should be equally well trained.

As with outlays for buildings and equipment, there can be no spreading out of the outlay required for teacher training over the length of the literacy campaign. If, as is assumed here, additional teachers should be needed to initiate the literacy campaign, the expenditures necessary to train them would have to be incurred before the actual instruction begins. In fact, it should begin at least three years before if literacy instructors were to have training comparable to that of primary school teachers and if they should be required to devote their entire working time to literacy. If \$1,440 were required to train a literacy instructor, and 150 persons could be taught in a year, the necessary outlay per person which would have to be made in advance of actual instruction would be \$10. The assumption that each instructor would teach for five years would reduce the average cost of instruction per student per year to the figure of \$2.

Recurrent Cost per Person

Salaries. Instructors in literacy are assumed to receive the same salary as that of beginning primary school teachers which, at present, ranges downward from an average of about \$600 per year in Africa, to \$500 in Latin America, and \$390 in Asia. As already stated, the number of pupils a single instructor could teach in a year is estimated at 150, and is derived from assuming a class size of

thirty and five classes a day per instructor during a ten-month period. On this basis the cost of a teacher per person per year would be \$4.00 for Africa, \$3.30 for Latin America, and \$2.60 for Asia.

Inspection and Supervision. The success of a literacy campaign requires inspection of procedures and supervision of teachers. The expenses of an inspector-supervisor, including salary and travel allowance, but not including training, is estimated at \$4,000 per year. If each inspector-supervisor were assigned approximately 100 teachers the cost of inspection and supervision would come to about \$.25 per pupil per year.

Supplies. Each pupil would have to be provided with a simple primer and readers, paper or a slate, pencils and other supplies. The figure of \$.60 per pupil used here is a minimum estimate based on experience in an Asian country.

Summary of Cost per Pupil per Year

Table IV summarizes the capital and recurrent costs per person enrolled in the literacy programme. The cost of teacher training has been adjusted to take into account the lower costs of materials and teachers in Asia and Latin America. The adjustment in the cost of training is proportionate to the differences in the salaries of beginning primary school teachers in these three regions.

TABLE IV

SUMMARY OF ESTIMATED COST PER PERSON PER YEAR

<u>Region</u>	<u>Capital Cost</u>		<u>Instruction</u>	<u>Recurrent Cost</u>		<u>Total</u>
	<u>Buildings and Equipment</u>	<u>Training of Instructors</u>		<u>Supervision Inspection</u>	<u>Supplies</u>	
Africa	\$.50	\$2.00	\$4.00	\$.25	\$.60	\$7.35
Latin America	.50	1.65	3.30	.25	.60	6.30
Asia	.50	1.30	2.60	.25	.60	5.25

Total Cost of World-Wide Campaign

The available data on the number of illiterates in the Member States of UNESCO in Africa, Asia and Latin America are presented in World Illiteracy at Mid-Century.^{1/} From these data, the number of adult illiterates in the countries in question is estimated at 495 million, distributed regionally as follows: Africa 105 million; Asia 345 million; Latin America 45 million. Table V presents regional estimates of the total cost of a literacy campaign, encompassing two-thirds of the adult illiterate population.

TABLE V

ESTIMATED TOTAL COST OF TEN-YEAR WORLD LITERACY CAMPAIGN

Region	No. of Illiterates (in millions)	Two-thirds of No. Illiterates	Cost per Person	Total Cost (in millions)
Africa	105	70	\$7.35	\$ 514
Latin America	45	30	6.30	189
Asia	345	230	5.25	1,208
Total	495	330		\$1,911

Initial Requirements for Capital Outlay

The figure of \$1,911 million is an estimate of the total outlay which would be required for the entire ten years of the literacy campaign. Thus, an average outlay of \$191 million per year would finance the campaign. But, the physical and human capital required to conduct the campaign would need to be available at the time when instruction begins. Deficiencies in the availability of capital would reduce the number of persons who could be enrolled, and hence limit the scope of the campaign. Table VI shows that a total of \$366.7 million would have

^{1/} UNESCO, World Illiteracy at Mid-Century, a statistical study, Paris, UNESCO, 1957, 200 pp. (Monographs on Fundamental Education, XI).

to be spent to provide physical capital and trained personnel before beginning instruction, if it is assumed that new buildings and equipment would be needed for all pupils, that fully trained instructors were used, and that one-tenth of the total enrolment were enrolled in each of the ten years of the campaign.

TABLE VI
CAPITAL REQUIREMENTS FOR LITERACY CAMPAIGN

Region	Enrolment in Literacy Programme per Year <u>1/</u> (in millions of persons)	Capital Cost per Person <u>2/</u>	Required Outlay (in millions of dollars)
Africa	7	\$15.00	\$105.00
Latin America	3	12.30	37.50
Asia	23	9.75	<u>224.20</u>
			\$366.70

1/ Enrolment per year is estimated at 1/10 of the number of persons who are to be enrolled in the literacy campaign during the ten-year period.

2/ Assuming school capital of \$5 per person and teacher training costs of \$10 per person (see p. 59 and p. 60 above) in Africa, and reducing these costs in Latin America and Asia in proportion to primary school teachers' salaries to reflect differences in regional price levels.

Effects of Alternative Methods

The cost estimates presented above depend upon assumptions regarding the number of adults enrolled in the literacy programmes and on the methods of instruction used. Factors that reduce enrolment below the target of two-thirds of the illiterate population would reduce costs at the expense of the achievement of objectives. On the other hand, factors which lower cost per person without loss of efficiency would reduce total costs without necessitating any reduction in the extent of the campaign.

The major possibility for reducing capital costs would be the use of existing structures and equipment. The cost of human capital and of teachers' salaries, the chief elements in recurrent cost, could be reduced if volunteers and less

intensively trained personnel are used. It may be possible to maintain levels of instruction despite the use of less well-trained personnel if methods of specialization are developed so that trained teachers are used only for those tasks which require personnel with several years' preparation, leaving routine tasks to volunteers and less highly trained persons. Research on the specification of possibilities for specialization, group teaching, and the use of mechanical and visual aids would be desirable.

The Social and Economic Returns from Literacy Education for Adults

The Measurement of Benefits of Adult Literacy

The formal rule for deciding how much to spend for a public programme such as a literacy campaign is that spending should be carried out to the point where the value of the last dollar spent for literacy is equal to the value that could be obtained from a dollar spent for the best alternative programme. Theoretically, the cost per literate is an estimate of the monetary value of spending for other purposes. What is needed for a policy decision is an estimate of the benefits to society of an additional literate person. Though much can be said to specify the benefits of literacy, a monetary estimate suitable for comparison with cost cannot be obtained. The same is true, however, of many other forms of public expenditure, e.g. on public health programmes or on expenditure on armaments.

As a matter of strategy, one approach would be to develop literacy intensively when and where it would lead to the highest returns, for example eliminating the illiterates in industrial or industrializing areas where the investment would have an immediate effect on the productivity of the workers, and then extending the process to the whole country progressively. The alternative strategy is the approach which believes that despite the sacrifices involved, having every person literate as early as possible is a matter of basic political and social necessity.

Among the benefits of adult literacy are the gains that accrue to new-literates. For example there are the personal satisfactions that stem from being able to read and write and the higher wages that often result because the productivity of a literate worker exceeds that of an illiterate one. Also,

there are economic gains from literacy - gains that accrue to others than the new-literates themselves - such as the increased productivity of managers and foremen who can relay instructions more efficiently to literate workers.

Important social benefits of literacy include more informed participation in the political process. Also, it is easier to explain to a literate population the implications of, and the adaptations necessary for, adjusting to social and economic changes. Furthermore, the increased appreciation for education by a literate adult population may contribute greatly to the motivation for school-age children to attend and complete primary school programmes.

A description of the general nature of the benefits of literacy does not however provide a quantitative measure of the value of an adult literacy campaign which can be compared with its costs and with the benefits of alternative programmes. An estimate of some of the economic benefits of adult literacy can be obtained by comparing the wages, or the productivity, of literate workers who have had no formal education with the wages of illiterate workers, although many factors other than literacy influence workers' wages and productivity. Moreover, differences are an indication of only a portion of the returns which may be attributed to literacy. A key question in the estimation of the benefits of literacy is whether the economic and social structure will be able to provide employment requiring functional literacy to a substantially increased number of literates.

Some political thinkers regard adult literacy as a sine qua non of an integrated society and a means of avoiding economic and social exploitation and dualism in society inimical to economic growth and to social justice. Others believe that literacy campaigns should be spread out both over time and geographically and that priority should be given to persons and areas most ready to benefit from literacy, so as to raise more quickly the necessary resources for an all out national effort toward economic development.

Adult Literacy and Public Expenditures

Decisions concerning the allocation of resources involve a choice among policies. Choices must be made because resources are limited and are adequate to implement only a few of the vast number of desirable policies. In this

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context proper public decision-making requires estimates of the consequences of each policy and the selection of those which yield the greatest benefits to society given the quantity of resources at the disposal of the Government. To undertake this task the benefits and costs of each potential programme must be spelled out. The full benefits of most public programmes cannot be estimated in monetary terms. Under these circumstances detailed qualitative descriptions of the anticipated economic and social consequences of alternative policies must supplement monetary measures of expected benefits and costs.

The achievement of adult literacy is a public programme with some benefits that can be measured in terms of money and others that cannot. While the benefits of such a programme will vary from country to country they appear to be considerable and perhaps even crucial in reaching the take-off point for social and economic development. Literacy programmes must, therefore, be given proper priority in the competition for budgetary appropriations among the various other programmes included in the over-all development plan.

Financing a World Campaign

The Burden of an Adult Literacy Programme

The estimated annual average outlay of \$191 million necessary for the campaign described above comes to about 14 per cent of the gross national product, in 1961, of the nations to be included. The programme is planned to last for ten years, however. To the extent that the gross national product (GNP) grows during the decade, the percentage required for the literacy campaign would be correspondingly reduced. The average figure does not show the disproportionate amount of expenditures for buildings, equipment, and teacher training that would necessarily take place at the start of the campaign. Also, an average fails to show the needs and resources of particular countries. Furthermore, the average figure understates the magnitude of the burdens, because the countries for which the cost of the campaign would be greatest are those where the financial burden of education is heaviest and national resources most limited.

Although the gross national product (GNP) is the best single measure of levels of national product, problems of the finance of public projects such as a literacy campaign require consideration of the availability of specific

resources and of the capacity of Governments to obtain control over resources. A literacy programme requires teachers, materials, buildings, equipment and other specialized resources. If such resources are not available or cannot be produced within the country, budgetary allocation of funds will not provide them. If the needed resources do exist, but are being fully used for other purposes, the Government would have to bid them away from their present employers or conscript them. Under these circumstances, unless government spending for the literacy campaign were accompanied by reduced spending on other programmes or an increase in taxation, inflation would result. Domestic financing of a literacy programme in countries making full use of their economic resources implies reducing other public outlays, or reducing private consumption by inflation, or reducing private consumption and/or investment by taxation. But where untapped economic resources exist, as is often the case in areas with heavy incidence of illiteracy, because real resources are not fully mobilized through lack of capital or for socio-cultural reasons, public programmes may be achieved with little or no sacrifice of public or private production. Most developing economies are faced with excessive rates of price level increases and existing public spending is for projects of high priority, consequently increased taxation appears the most logical method of domestic finance.

The amount of domestic expenditure required to conduct the literacy campaign would not necessarily wholly represent a claim on real resources and detract from other forms of social and economic investment. It should be possible, judging from the experience of countries which have conducted successful adult literacy campaigns, to transfer part of the burden to previously unemployed volunteers and to industrial and other non-governmental organizations which contribute personnel and the use of buildings during non-working hours. Even if the resources from non-governmental organizations were otherwise employed, no public funds would be required for the portion of the programme implemented in this way. Furthermore, adult literacy courses have already been included among the over-all educational targets accepted at the various regional conferences. The costs of these programmes are reflected in the estimates of the proportion of the GNP to be devoted to all educational purposes.

Foreign Assistance for Adult Literacy

The economic factors necessary to operate a literacy campaign are not easily moulded into the traditional framework of foreign aid. Building materials and equipment could be produced or purchased abroad and made available to the programme. The printing of teaching materials and the training of administrators and heads of training institutions also could be aided with external resources. Similarly, the training of instructors who are to train teachers of literacy could be the subject of foreign aid. At a minimum, it is estimated that \$330 million for the decade, or \$33 million per year (which is half of the cost of equipment and material) should be made available as foreign aid to the developing countries, to help them in their equipment and teaching material programmes - which represent the foreign exchange element.

There are other indirect ways in which foreign assistance can make a sizable contribution to the world-wide literacy campaign, through aid to other aspects of a country's development programme, in order to make possible the release of domestic resources. Thus, increased foreign aid in the form of foodstuffs and other needed products would release local labourers to work on school construction and to participate in the teaching of literacy. At the same time, the growing recognition of the importance of education, and other forms of investment in human capital, to the whole process of development must bring forth innovations in the administration of aid. Such changes will enlarge the possibilities of foreign assistance, not only for adult literacy education but possibly also for other educational programmes.

PART IV

A PROGRAMME OF INTERNATIONAL SUPPORT

The Eradication of Child Illiteracy

One of the main objectives of the plans for educational development that have been conceived at the regional level in the last two years is to make primary education available to all children of school age within one or two decades. These plans set the stage for a spectacular expansion of primary education and, if they are fully implemented, the problem of illiteracy among children will be solved throughout the world by 1980. Four regional programmes of international action adopted by the General Conference of UNESCO at its twelfth session^{1/} are intended to support the world movement for universal primary schooling, which is now under way. They give the measure of the technical contribution which UNESCO can make to this movement through its Regular Programme and through the Expanded Programme of Technical Assistance. But it is evident that this contribution must be accompanied by greatly increased assistance from international and bilateral sources of financial aid, under various forms such as loans for capital investment or contributions towards capital expenditure, grants for educational research and pilot projects, fellowships, and gifts in kind. Through surveys and conferences UNESCO has made, and will continue to make, inventories of needs - particularly material ones - which will be publicized regularly. In short, a pattern of action is now established for aiding national authorities to attain the goal of free and compulsory education at the primary level.

The Eradication of Adult Illiteracy

But in most developing countries, the eradication of mass illiteracy among adults is a more perplexing problem and has received less attention. It can be solved only by a new approach on the part of Governments, leading to a determined

^{1/} United Nations Educational, Scientific and Cultural Organization: Approved Programme and Budget for 1963-1964 (12 C/5 Approved), paras. 1263-1641.

effort at both national and local levels, supported by international action. The modest programmes of international support to adult literacy so far undertaken by UNESCO, and the corresponding programme for the years 1963-1964 voted by the General Conference at its twelfth session,^{1/} which includes fourteen projects with a total budget of \$2,254,756 for the two years, are clearly insufficient to the needs of a world campaign.

An indication has been given in part III of the problems of estimating and providing direct financial aid in foreign currency, which might be needed to assist national literacy programmes. In addition to direct financial aid, which may be expected to flow through the channels of bilateral assistance and from appropriate international financing agencies, a vital programme of international support will be essential to a world literacy campaign. Its aim would be to mobilize and encourage national initiative, to bring about a full and free exchange of knowledge and experience and to provide technical assistance to Governments and non-governmental organizations.

It is assumed that the main responsibility for such a programme would be borne by UNESCO. However, the United Nations and appropriate specialized agencies, such as ILO, FAO and WHO, as well as UNICEF, would need to be called upon to bring their support to bear on the common effort, taking advantage of the existing machinery for co-ordination. This would naturally demand a suitable budgetary provision by each participating organization.

The programme outlined below is therefore intended to show the size and nature of a comprehensive international plan which would be consonant with the magnitude and the urgency of the problem. It includes a wide range of practical and concrete activities designed to stimulate, support and assist national campaigns on a world-wide basis, by action from Headquarters and in four regions: Africa, the Arab States, Asia and Latin America. The plan would come into full operation during the first two years, but it must be assumed that many of the activities proposed would continue over a period of at least ten years.

^{1/} Op. cit., paragraphs 1248-1262.

In view of the fact that more than half the illiterates of the world are women, and that women can make a special contribution to the early education of children, every effort would be made to ensure that in all projects proposed the needs and interests of women are given full weight. This consideration should govern the selection of participants for conferences, recruitment of international experts, the planning of studies and research projects and the provision of fellowships and training facilities.

The proposed programme

In presenting a programme of international support for a World Literacy Campaign, it might seem logical to start with preparatory studies and research and lead on through training to execution. This order has been in some measure reversed - in part because the urgency of the problem demands immediate action, and also because much of the preparatory work and study has already been done during fourteen years of work by UNESCO and other agencies in this field. Further study and experimental projects will be necessary, but must develop, in response to needs, concurrently with action.

Planning and Administration

Regional planning conferences

In each of the four regions, the campaign against illiteracy would be launched by a conference of Ministers and Directors of Services. These conferences would take place in the regular series of UNESCO meetings of Ministers of Education, but ministers and directors of other governmental departments concerned with literacy and adult education, including those of finance and planning, would also be invited to attend, as well as representatives of appropriate non-governmental organizations. These conferences would be designed to stimulate establishment of policy and plans at the regional level, including plans for regional action and international support.

Regional technical seminars

Following each of the regional planning conferences, a regional seminar of senior staff and technical specialists in literacy and adult education

services would be held. These seminars would be designed to ensure that policy and methodology are fully understood by the executive staff in each country and that essential services are established and suitably staffed.

Four International specialist teams

As adult literacy and adult education are seriously handicapped by a shortage of qualified specialists and educators, any international programme of technical exchange must aim at multiplying and extending professional competence, and ensuring that such competence as exists is given the maximum scope and influence.

UNESCO would undertake to recruit for each of the four regions up to six outstanding specialists covering between them the following technical fields:

- organization, finance, legislation;
- the science of teaching, particularly methods of teaching literacy;
- training of specialists and teachers;
- production and publication of teaching and reading materials;
- audio-visual media;
- evaluation and testing.

These specialists would be based in suitable centres in each region and would visit countries to assist them in setting up their literacy and adult education services.

Before assignment to their regions, they would be brought together for a two to three months' orientation seminar in Paris and later in two or three relatively adjacent countries where adult literacy programmes are well advanced. This would ensure that each team is fully equipped with the latest technical information and thoroughly grounded as to policy and methodology.

Supporting technical services

An indication was given in Part II of the national technical services and institutions needed for an effective national programme. Their aims are, broadly, to provide for:

- study and experimentation;
- production, adaptation and distribution of books and audio-visual materials;
- production of broadcast programmes and provisions for their utilization;
- specialized training of administrators, technicians and teachers.

Many Governments would need international assistance in establishing and developing their national services. In some cases, services may be shared between several countries. National services would be supported by regional centres and services, which, in their turn, would depend upon a central international clearing house for providing up-to-date information on new developments in the world. A system of interdependent international, regional and national centres and services would, therefore, be developed in response to growing needs and priorities, to the recommendations of the regional planning conferences, and for the purpose of guiding the four international specialist teams in each region. This system could not, and should not, be rigidly planned in advance, since it would have to depend upon the expressed needs of national governments.

The proposals which follow envisage:

- the strengthening of already established regional centres;
- the establishment of new centres, especially to serve groups of countries with common problems;
- assistance to governments in developing national services and centres;
- shorter research, production and training projects.

Existing centres

Two regional centres, namely: The Regional Training Centre for Education for Community Development in the Arab States (ASFEC) and the Fundamental Education Centre for Community Development for Latin America (CREFAL) will continue to operate under the aegis of UNESCO for a further period of some ten years. It is proposed that the international specialist teams for these regions use these two Centres as their operational bases for developing research, and devising training and production services to respond to the needs of national literacy programmes, as well as to the requirements of community development programmes in the two regions. For this purpose, it would be necessary to strengthen the specialist staff for adult literacy work and to provide an increased budget for the adaptation, reproduction and distribution of literacy materials and of training manuals and handbooks.

A number of other regional centres have already been established by UNESCO to assist Member States in educational planning and development and in the expansion and improvements of services which contribute to the eradication of mass

illiteracy. These include the Regional Office for Education in Asia (Bangkok, Thailand), the UNESCO Regional Centre for Educational Information and Research in Africa (Accra, Ghana), the African Textbook Production Centre (Yaoundé, Cameroon), the Inter-American Rural Education Centre (Rubio, Venezuela), the UNESCO Regional Centre for Reading Materials in South Asia (Karachi, Pakistan) and two UNESCO Centres for Training Librarians (Dakar, Senegal and Kampala, Uganda).

With appropriate strengthening of staff and equipment, these Centres would play an important part in providing information, documentation and technical support to national literacy programmes in the various regions.

New Centres

In response to needs expressed by Member States for international support, new centres would be established to help groups of countries with common problems in carrying out research, in training administrators, supervisors and specialists for national literacy services and in the production and adaptation of both printed and audio-visual materials for literacy teaching and continuing adult education. Particular importance is likely to be given to pilot centres to produce and test educational materials.

In most countries, primers, readers and audio-visual aids are available for teaching reading in the schools. However, teaching materials produced for children are unsatisfactory for adult literacy work, so the most urgent need is the development of materials and techniques specially adapted to the needs and interests of adults.

In countries where a multiplicity of languages handicaps the expansion of literacy, linguistic studies may be needed to establish alphabets, basic grammar and syntax, and to prepare teaching materials in languages not previously used for literacy.

The great potential value of the media of mass communication, such as radio and television for motivational and teaching purposes and the possibilities of new developments in programmed learning, should be explored and fully exploited. Pilot experiments will be needed to produce and evaluate educational programmes and materials.

Centres, established on a regional or sub-regional basis, would therefore have the following functions:

- to promote and conduct educational and social research and linguistic studies relevant to literacy programmes;
- to produce prototype materials for literacy and continuing education for adults, including both printed and audio-visual materials;
- to carry out tests on the effectiveness of such materials, and especially to facilitate their adaptation to local needs;
- to organize workshops within the centre for specialists from the countries of the region;
- to organize training courses;
- to advise national centres, governments and agencies on equipment, production and training questions;
- to facilitate supply and bulk purchase of audio-visual materials and equipment;
- to provide a clearing house service for the exchange of technical information.

National centres and services

National production centres

With the support of the regional or sub-regional centres, national centres and services would need to be established or expanded:

- for the production, adaptation, testing and distribution of educational materials, including primers, readers and audio-visual aids;
- for the development of broadcasting and television services as instruments of the national literacy and adult education programme.

Estimates of the total investments necessary in each country and of the recurring costs would, of course, vary considerably. As an illustration of the order of magnitude, it can be stated that a single national centre, equipped to produce some five motion-picture films per year, in addition to posters and other graphic and photographic material, would require capital investments of the order of \$200,000 and an annual operating budget of some \$250,000.

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National training centres and services

The various regional centres mentioned above, including ASFEC and CREFAL, would train planners, organizers and specialists for countries in the different regions. It would be the task of national and local training centres to train local administrative and technical staff, as well as teachers for national and local literacy programmes. This would require a systematic development of training institutions and of special courses in existing institutions, such as universities and teacher-training colleges. It is assumed that international support would be needed to assist these operations in a number of countries.

National literature bureaux and publishing houses

Literature bureaux and publishing houses for the preparation, publishing and distribution of reading materials for new literates, as well as book centres for the promotion and co-ordination of publishing, would then be necessary to ensure the massive supply of popular literature without which a large proportion of new literates would fall back into illiteracy. Existing centres would need to be expanded and improved and new ones established with international support.

Library services

Hardly less important than publishing are the services which bring reading materials within the reach of the new reading public. A pilot library service which would include the establishment of community reading rooms and reading circles might be developed in one country in each region to stimulate the establishment of public and school libraries on a national scale as part of a national literacy campaign. These would serve to demonstrate techniques and train staff for other countries of the region. In addition, other Member States would need assistance in developing their national library services.

Media for Motivation

Pilot projects would be needed on a national basis to develop media of motivation, including museums and exhibitions, to assist adult literacy and mass education. They would include experimental mobile museum units as well as educational exhibitions as means of bringing useful knowledge to people emerging from illiteracy.

Short-term projects

The preceding paragraphs have dealt with the establishment of centres and services intended to continue for at least ten years. Although these centres and services would eventually undertake studies, action research and training within their regions, there would be a need, at least until the centres were fully established, for short-term studies and training activities which might suitably be organized by UNESCO. A number of projects of this kind are proposed below.

Studies on adult literacy techniques and media

In order to make the experience gained in one country or literacy campaign available to all other countries facing similar problems, a range of studies on methods and media would be required as the World Literacy Campaign developed. Some of these could be carried out by the international teams proposed above; others would require the employment of outside specialists and consultants.

Workshops for planners and organizers

In order to help Member States in launching national literacy programmes to develop their technical services, a six-week workshop would be organized in each region. These workshops would bring together three or four teams of four to six members each from selected countries in the regions embarking on national campaigns. The teams would include international specialists assigned to those countries as well as planners, organizers and specialists of national literacy services.

Training courses for specialists

Short training courses would be organized to meet immediate needs and especially to develop greater familiarity with the techniques of production required by literacy campaigns. These would be of one to three months' duration, and each bringing together some twenty-five participants for training in different regions covering such fields as:

- the writing, illustrating, testing and publishing of reading materials;
- the production of films for mass education and community development;
- the preparation of radio and television programmes for mass education and community development.

Expert assistance to governments

It is assumed that the various projects proposed in this programme, and the needs of governments for advice in the planning and execution of their national campaigns, would require (in addition to the services of the regional teams), the assignment of experts for varying periods. This might be done under the Expanded Programme of Technical Assistance or by recruitment and assignment through a special service of UNESCO in charge of the World Literacy Campaign. It is assumed that some twenty senior and twenty junior experts would be needed each year.

Fellowships for study abroad

To reinforce the various training activities proposed, and to prepare higher administrative and technical personnel for national literacy services, as well as counterpart personnel who could eventually replace international experts, a flexible programme of fellowships would be required in the order of 100 fellowships a year for three to nine months each.

A programme for non-governmental organizations

A vital contribution to a World Literacy Campaign would certainly be made by non-governmental organizations, both international and national. This might include organizing conferences, seminars, training courses or actually carrying out literacy programmes.

In the preparation of reading materials, literature bureaux might obtain valuable assistance from local non-governmental organizations having direct experience of the needs and interests of new literates. Special types of materials might be prepared for use by some of these associations on specific subjects related to their programme, such as techniques of co-operative organization, trade union systems, child welfare, youth work, civic education or education for international understanding.

Distribution of this type of material might be combined with the promotion of local non-governmental organizations, especially parents' associations, trades union organizations, arts and craft societies and women's and youth groups, according to the interests and needs of particular communities. This approach might stimulate the active participation of the new reading public in the life of the community and create the habit of regular reading.

In order to carry out such a programme of literacy promotion through non-governmental organizations, it would be necessary to select prospective leaders, give them intensive training and provide them with the means to launch and develop new groups.

Subventions would be made available, together with expert assistance where called for, to international or national non-governmental organizations with the approval of the governments concerned, to stimulate and assist activities directly contributing to the World Literacy Campaign.

Central services

Certain services should be available from an international organization such as UNESCO in order to ensure that regional and national programmes are linked together into a World Campaign. The functions of such services would be primarily those of promotion of, liaison with and assistance to national campaigns.

International clearing house and publications programme

The World Literacy Campaign would need to be supported by a clearing house system, working through regional centres and national authorities, in order to ensure that experience gained and techniques developed in any part of the world are rapidly available to specialists and teachers everywhere in languages they understand. This would require efficient data collection, storage, recovery statistical analysis and translation services. The clearing house would issue mimeographed reports and regular publications and examples of educational materials. Publications would include a periodical, similar to the present International Journal of Adult and Youth Education, manuals, bibliographies and abstracts.

The clearing house would handle audio-visual as well as written materials though the collection and dissemination of more costly materials, such as motion picture films, would be severely limited and would be achieved mainly by promoting direct exchanges.

A public information service

Parallel to the clearing house services for the exchange of technical information, a campaign of public information would be required to draw attention to the problem of world illiteracy, to inform governments and people of the world

effort and as far as necessary to elicit their support. National information programmes would be needed to stimulate action, obtain financial and popular support and prepare the population. All media of mass communication - press, radio, television and film - would be engaged.

A central unit would prepare press material and make and issue a limited number of films, recorded radio and television programmes and other materials. UNESCO's regional centres would need to support this service by the translation and dissemination of materials.

The World Campaign would be launched with an Appeal to governments, non-governmental organizations and people. In conformity with the proposal of the Conference of UNESCO at its twelfth session a draft Appeal for this purpose has been prepared and is attached as an Annex to this document.

Evaluation of national literacy campaigns and of methods and media

Within the framework of the World Literacy Campaign, it would be essential to carry out objective and comparative evaluations, in co-operation with national authorities, of national literacy campaigns, including their organization and methods and media used. These should aim at making available to all countries, irrespective of regional boundaries, significant experience gained in each national campaign. A permanent group of specialists with training in education and in evaluation techniques would be employed and enabled to travel widely as an active arm of the central clearing house service.

Administrative structure

The administrative structure needed to develop the international programme proposed above would take account of:

The need to conduct the campaign on two fronts - the expansion and improvement of primary schooling, and adult literacy and adult education - as well as the necessity of integrating both these actions in the totality of the educational system;
the essential relationship of literacy with community development and economic and social development;
the diversity of disciplines and technical services engaged;

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the variety of international and non-governmental organizations involved; the need for action on at least three levels: central, regional and national; the urgency of the problem and the consequent need for speed, flexibility and efficiency of action, free as far as possible from the restraints of complex administrative procedures.

These requirements and conditions might be met through the establishment of a special body within the framework of UNESCO or of a special service of the Secretariat. In either case, the operational and administrative staff would be guided and assisted by an International Advisory Committee.

The cost of the proposed international action

It is estimated that the cost of the various international activities proposed above might be of the order of \$10 million per year when the campaign is in full operation.

ANNEX

WORLD LITERACY IN THE DEVELOPMENT DECADE

AN APPEAL

TO THE GOVERNMENTS AND PEOPLES OF THE WORLD

At the beginning of the Development Decade, in which the governments and peoples of all Member States of the United Nations have pledged themselves to a sustained and co-ordinated effort for the promotion of human progress, more than 700 million people - that is about half the adult population of the world - are still unable to read and write and are consequently cut off from all communication by written language and largely deprived of access to education. In a world where science and technology are daily revealing new discoveries, perfecting new skills and making possible further progress in the battle against poverty, hunger and disease, these people are isolated, disinherited and handicapped by a sense of inferiority among their fellow men.

The Right to Education is a basic human right which must be made a reality for all men within the Development Decade. It is in men's minds that human progress is conceived and planned; it is by their wisdom, knowledge and skill that it must be achieved. If literacy then is the foundation of effective and continuing education, education, in its turn, is the very infrastructure of development.

Education is thus seen as a prerequisite of material progress; but it is no less a preparation for its proper use and enjoyment. The Development Decade will fail in its real test if it succeeds only in raising the gross national product of each Member State, in increasing output, expanding mechanization and industrialization, achieving higher levels of prosperity and more leisure. These attainments will indeed make a very limited contribution to human happiness unless they are accompanied by moral, cultural and artistic achievements; nor will they disperse the clouds of mistrust and fear and the menace of war which cast their shadows on mankind, unless they help to bring about a wider appreciation of the common aspirations of the human race, an attachment to the ideals of peace, mutual respect and deeper understanding among peoples. To the struggle for these intangible but vital objectives of the Development Decade education must lend its full support.

The eradication of mass illiteracy from the world is therefore a declared aim of the Development Decade. Nor must the struggle be abandoned or the effort relaxed at a point where men and women have acquired no more than a basic ability to read and write. Literacy must not only be attained, it must also be maintained. It must be maintained by the continued practice of reading and writing for pleasure and profit. It must lead on to the acquisition of useful knowledge, personal inspiration and practical skills.

A world campaign against illiteracy must be waged simultaneously on two fronts. For the first, the objective is universal primary schooling; for the second, the eradication of mass illiteracy among adults. In a world of rapid social change and technological progress, adult education is an essential complement to schooling, not only because the knowledge acquired at school is necessarily limited and soon out-of-date, but equally because ideas, knowledge and skills communicated to adults can be directly applied, with immediate results in economic and social development. Moreover, the success of primary schooling is dangerously undermined where there is widespread adult illiteracy, for children returning to illiterate communities soon lose the knowledge they acquired at school.

Already in Asia, Africa and Latin America great programmes of educational expansion are being undertaken during the Development Decade, aiming at the provision of universal primary education by 1980 or before. These plans must be transformed into reality with unrelenting vigour. Meanwhile campaigns for the eradication of mass adult illiteracy must be launched as a preliminary to widespread and continuing adult education.

Plans for the development decade will be concerned to provide the necessary infrastructure of economic organization and services, such as harbours, roads, power plants and irrigation schemes, which will permit the economy of each developing country to become self-energizing. These plans must also provide for the requisite social and educational infrastructure, including such services as broadcasting facilities for educational radio and television and libraries and publishing houses to bring reading materials within reach of the new reading public. These are the basic instruments which are needed by any literacy programme in order to prepare hitherto illiterate men and women to begin and to continue to participate effectively in the economic, social and political changes of the Development Decade. Even while planning specialists are preparing the

campaign, there must be energetic action to ensure provision of these basic instruments on a scale never before conceived. To this end, the efforts - sometimes spontaneous and voluntary - of educationists, writers, artists, publishers, broadcasters, librarians, and creative people from all over the world will be needed - and the work must start at once.

The primary responsibility for effective, energetic action against illiteracy must, however, be borne by the governments of Member States in which the problem of illiteracy is still acute, since this action depends for its success on mobilizing the hearts and minds and will of the people. Without this mobilization, backed by the national, political and administrative acceptance of its importance, no hopeful aspiration or outside aid will bring about the desired results.

Nevertheless, States adopting such measures and resolutely taking up the struggle against adult illiteracy, at the same time as they are pressing forward with the provision of universal primary education, will need assistance. The great concern of member governments of the United Nations with this question must be directed to a substantial increase in international assistance; the eradication of mass illiteracy must be regarded as an objective of high priority for the provision of foreign aid and its allocation in national development plans.

Therefore, recognizing the complete interdependence of mankind everywhere, guided by the lofty principles expressed in resolution 1677 (XVI) adopted by the United Nations General Assembly which calls for "the eradication of mass illiteracy throughout the world", and prompted by concern for the progress and welfare both of the present-day world and of future generations, the General Conference of UNESCO appeals to Governments, social and political organizations, and cultural and educational associations, all peoples, and men and women of goodwill to embark on a world campaign for the eradication of mass illiteracy during the United Nations Development Decade.

Governmental bodies, political parties, trade unions, voluntary organizations, educational institutions, and indeed the whole of the population, should play their part, bearing in mind that the struggle against illiteracy and ignorance is a vital task for all, a task in which success can be won if the resources and energies of every country are used to the full - a task which can be and must be achieved through the united efforts of all mankind.
