REPORT RESUMES

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FOR A POLICY OF ADULT EDUCATION AT THE POST-SECONDARY LEVEL:
BRIEF TO THE MINISTER OF EDUCATION OF QUEBEC.
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GENERAL EDUCATION, QUEBEC, CANADA;

THE PURPOSE OF THIS BRIEF SUBMITTED TO THE MINISTER OF EDUCATION OF THE PROVINCE OF QUEBEC IS TO HELP ESTABLISH AN ADULT EDUCATION POLICY FOR FUTURE COLLEGES OF GENERAL AND VOCATIONAL EDUCATION, WHICH WOULD INCLUDE PROVISION FOR ADULTS AT THE FIRST STAGE OF ORGANIZATION RATHER THAN ADDING IT LATER AS EXTENSION ACTIVITY. RECOMMENDATIONS ARE LAID DOWN CONCERNING THE NEEDS OF DROPOUTS AND OTHER POTENTIAL CLIENTELE GROUPS; THE VOCATIONAL AND CULTURAL OBJECTIVES OF POSTSECONDARY EDUCATION; ADULT-CENTERED TEACHING METHODS AND STUDENT SERVICES; INFORMATION SERVICES AND GUIDANCE; ADMISSION STANDARDS; DIPLOMAS; STAFFING; RESEARCH; AND THE PART TO BE PLAYED BY THE GOVERNMENT, BUSINESS, AND SOCIAL AGENCIES IN SUPPORTING AND PROMOTING ADULT EDUCATION. POINTS OF PARTICULAR URGENCY ARE--SUITABLE MEANS OF INFORMATION AND COUNSELING; FAIR ADMISSION STANDARDS; APPLIED RESEARCH; AND PROVISIONS FOR STAFF RECRUITMENT AND TRAINING BY INDIVIDUAL INSTITUTIONS. THE PROPOSED CREATION OF ENABLING LEGISLATION TO "PORT THE DEVELOPMENT OF ADULT EDUCATION AS SUGGESTED IN THIS BRIEF IS URGED. (LY)
brief

TO

THE MINISTER OF EDUCATION OF QUEBEC

FOR A POLICY OF

ADULT EDUCATION AT

THE POST-SECONDARY LEVEL

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

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CANADIAN INSTITUTE OF ADULT EDUCATION
BRIEF
TO
THE MINISTER OF EDUCATION OF QUEBEC

FOR A POLICY OF ADULT EDUCATION

AT THE POST-SECONDARY LEVEL

CANADIAN INSTITUTE OF ADULT EDUCATION
206 east, St. Catherine Street, room 800,
Montreal (Que) - Quebec

JULY 1967
To Mr. Jean-Jacques Bertand,
Minister of Education of the Province of Quebec.

Mr. Minister,

In the present Brief, the Canadian Institute of Adult Education has the honour to submit its views on post-secondary Adult Education.

If there is one question which must draw the attention of the Leaders of our Province, it is indeed the present state of emergency of Adult Training at the post-secondary level, the consideration being given to the new legislation as ratified in Bill XI.

Being aware of its responsibilities as an agency for co-ordination and promotion in the field of education, and on the basis of experience gained from an extensive study about how to salvage the drop-outs, the CIJE set up an Ad Hoc Committee, last February, entrusted with the following terms of reference:

- to assess the modes of this type of education as well as diploma or certificates, taking into account the future development of the G.V.H.C.
- to clarify the role and responsibilities of the institutions operating at this level.
- to formulate appropriate recommendations.
Subsequently, the work of this Committee has been carefully reviewed by the Executive Committee and by the board of Directors of the CIAR.

The findings of this study are recorded in the present Brief, the purpose of which is to guide the way to the establishment of a coherent policy for Adult Education at the OEC level.

We thank you Mr. Minister for the kind attention you will direct to the proposals and recommendations of the CIAR Brief which in our mind is but a preliminary report to a more thorough study of the different issues underlined above.

Madeleine Joubert, Executive Director of CIAR.
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In its recommendations concerning the reformation of the School System, the Parent Report recommended the organization of a post-secondary level of Education. At that time, the Department of Education drafted a preliminary document to present the Staff and the programs of the future Colleges of General and Vocational Education (O.V.I.C.)

(Education Document #3, January 27, 1967). This proposition was ratified by an Order-in-Council (no. 921) on March 30, 1967. At the end of the following month of November, a General Directorate of post-secondary Education and Vocational Training was created. After a long delay, the Bill that was to create these Colleges was presented to Parliament. This Bill is which was recently adopted.

For the majority of the population, this new level of Education will be the aim of continuing education. Consequently it is of primary importance for Adults. However nothing in the Bill suggests the paramount function of the O.V.I.C. It is true that the O.V.E., due to their autonomy, will have to develop by themselves this type of Education. But the silence of the Law, even though it seems to leave plenty of latitude, might lead to the neglect of Adult Education. We might find ourselves again in a situation whereby the Adults will be considered to be an exception in most colleges.

In fact, as far as Adult Education is concerned, there has always been some discrepancy between the Law and its application. It was hoped that the new legislation would provide the opportunity to meet this problem by determining clearly the responsibilities of the O.V.I.C. and assigning upon them the necessary authority and staff.

In view of these facts, the Canadian Institute of Adult Education pressure, as well as other agencies. Its role is to deal with this question, so much so that this level of education rests entirely upon the eventual education of adults. For this reason, a study Committee was set up in this connection in February 1967. Its task was not to make an exhaustive analysis of all the aspects of the problem, but instead to introduce a more global approach to the whole situation.
5. As a consequence of this work, the CIAE presents today a brief which delineates the main elements of a policy of adult education at the post-secondary level. In the first point, the needs and characteristics of the adults are outlined as well as the main issues to be taken into consideration. Finally, point 9 deals with the question of division of responsibilities.
Under the provisions of By-Law n.3 (Order-in-Council n. 591), the level of education offered at the O.V.E.C. lies in between the secondary and University level. For some students it will be the end of their regular studies and for others it will be a preparation to University Education.

For Adults, this level of Education is of special importance. Considering that:

1) For adults arriving at that level of education and because of their former training, the motivation to further their studies is strong;

2) Young adults, having just finished their secondary education are more inclined to return to their studies;

3) Many young people still drop out after the secondary level, for various reasons, with the intention to resume their studies at some future date;

4) The training of management is more and more necessary as the level of training of labour improves;

5) The new standards of employment based on the school system bring back to school a host of people who are not any more at the required level (an example can be found in the case of nurses or teachers);

6) According to the opinion of experts, the constant progress of automation will require fourteen years of schooling;

7) The technological evolution calls for continuing improvement;
8) The change of occupation, up to 3 or 4 times in a lifetime, has become common practice in our time;

9) Due to the increase of leisure time, the contemporary man is more inclined to acquire culture but at the same time in order to cope with the situation, he requires a preparation;

10) The present trend of democratic participation calls for a higher information and training;

it is absolutely necessary to foresee the significant number of adults at this level of Education. In short, it can be said that this will be the turning point of Adult Education. As a matter of fact, even if a large area of population needs basic education and if this trend is going to last indefinitely even though it improves, it is important to consider the needs of another constantly increasing part of the population to which these institutions will cater.

8. In our Society, undeniable right of the individual to education is recognized by offering, in principle, continued access to education. But in order to be efficient, this principle must be built into the structures of the system. This means actually that adults must be accounted for at the very first stage of organization of the post-secondary level of education instead of including them later in an extension program which more or less will not really belong to the system.

9. In order to implement this objective, the two following interrelated principles must be kept in mind:

1) to avoid in any way to penalize or to bear unjustly upon the adult who wishes to continue his studies; in other words to give him the same rights as the regular student as to the quality of education, the value of diplomas and certificates, and teachers' attention.
2. To take into account the typical characteristics of the adult: time available, needs, ambitions, experience, skills, pressures of the environment.

10. The need to immediately establish a coherent and appropriate policy will appear from these few considerations about the state of emergency and the indispensable approach to remedy the situation. In the following pages, an attempt will be made to enumerate the main aspects to be considered in view of the development of such a policy.
OBJECTIVES OF THE POST-SECONDARY EDUCATION.

11. The students engaged at the post-secondary level have two possible choices: according to their aspirations and means, they can choose either a vocational training which enables them to enter the labour market immediately after their training, or a preparation for University Education.

12. However, in addition to these possibilities, it should be mentioned that various courses considered as being extra-curricular and meeting special needs of one group of persons, must be offered at this level, even if they do not lead to diplomas or credits.

13. Whether the student chooses one option or the other or follows extra-curricular courses, he will be immersed in the same cultural dimension. A very dynamic meaning must be given to the word "cultural". It constitutes the sort of knowledge which enables man to understand the world around him, starting with self-knowledge. It is also an attitude and behaviour flexible enough to make him adjust to the changes of society. Thus the student in search of a vocational training for instance, is not only learning a new occupation or new techniques but he is at the same time trying to comprehend the position occupied in society by an ensemble of techniques and functions. The purpose of this training is not only meant to benefit him professionally but also to give him the necessary flexibility to adjust to the rapid technological evolution. This culture is not exclusively based on knowledge of the past and is not limited to the field of art or literature.
3. ADULT INTEGRATION

14. Contrary to the regular student, the adult undergoing training is not characterised by the mere fact that he is studying. He can rather be defined by his socio-economic situation connecting him to the "world of labour". The responsibilities he assumed previously made it possible for him to acquire a particular experience on one hand, and on the other to take new pressures into account. These acquisitions and obligations give a particular "pattern" to his studies. For instance, the most remarkable aspect must be taken into consideration: impossibility to organise his time at will.

15. Traditionally, the system of Education has been designed and organised around the regular child or student. The persons who could not adapt themselves to this particular framework, as it was especially the case for adults, were treated as exceptions. In such a system the danger was to neglect this part of the school population. But the adult student, particularly at the post-secondary level is not exception nowadays. It is therefore imperative to include him immediately in the new system which is to be developed.

16. Consequently, the O.V.E.C. must be made available to the whole population and must consider the adult as a regular patron. Normally then, the Institution will be open from morning to night including all regular services: janitor, cafeteria, library, etc... The facilities will be designed with the adult student in mind: meeting rooms, classrooms equipped according to their needs, etc...

17. In the same manner, management, administration and training will have to be put into the hands of a qualified staff. All too often, these functions have been considered overtime duties.
18. It will be up to the management of the concerned institutions to find the appropriate means to meet these needs. This will probably lead to innovations, because no "models" are provided by the existing levels of education.

19. On the other hand, it is the duty of the Department of Education to stimulate and supervise local initiatives. Consequently, strong and specific recommendations will have to be issued in order to make room for the adult in the very structures of the institutions. Moreover, the Department will have to provide this sector of the population with an adequate and efficient service according to its needs and characteristics.

20. However, the Department of Education must also coordinate its internal services which seem sometimes rigidly defined. Adult Education must be taken into consideration in all areas: administration, finances, construction, equipment, human resources. It is in effect unthinkable for the Department to approve plans for multipurpose complexes when the adult student is not accounted for. In the same manner, budgets with no provisions for this kind of education should not be accepted.

21. The establishment of appropriate standards to be applied in all circumstances is imperative. Responsibility for coordination in this field lies in the hands of the General Directorate of Continuing Education. It is indispensable that all other directorates consult this service each time adult education is concerned.

22. For their part, Student Associations must also take adult students into consideration. The latter will contribute as well as the younger ones to the development of their institutions. It is suggested that both groups of students should cooperate in the manner they deem fit.
4. INFORMATION, GUIDANCE AND ADMISSION

23. The Adult wishing to complete or improve his vocational or general training needs information about the available resources and the goals he might be able to achieve. Consequently, he has to select the appropriate means in relation to his aspirations and skills. At last, he must be admitted to an Institution. This sequence of steps generally takes place at the time of registration. This practice is due to a lack of organisation and leads to multiple disadvantages.

a) Information

24. Information represents an important condition for the Adult to return to his studies. The Adult is more motivated to get involved when he is well informed about the existing possibilities and he has also more chance to select what is best suited for him. Consequently the most complete information must be made available to him.

25. For this purpose, it is suggested to initiate an organisation or Bureau, at the provincial level, in view of pooling all documentation from Labour and Education. This office would not meet the need of post-secondary level exclusively, but on the contrary would serve the population as a whole. Its role would be also to circulate informations.

26. For this purpose, local services will have to be provided. One function of each G.E.S.C. will be to operate an information service through all available media for the benefit of the whole population of the area.

b) Guidance.

27. Nevertheless this information about objectives and methods will not indicate specifically what each one is supposed to do to reach the goal.
The Adult needs a thorough knowledge of the requirements of the goals he has in mind and the best ways to reach them from his personal situation. This requires the creation of a guidance service available to everybody.

26. The Counsellor appointed to the Adult students will need a thorough knowledge of the different jobs and positions, their requirements as well as all information about the corresponding curriculum and courses. He is expected to have enough experience and maturity in order to be able to make a correct appreciation of the situation of the adult looking for guidance.

Admission.

29. Admitting anyone to a certain level of Education means that he is considered as having the ability to pursue his studies at that level. Until now, individual aptitudes were measured in terms of the grades obtained previously. This situation, although it might be acceptable to the regular students bears injury on Adults as a consequence of frequent modifications of the schooling system and the lack of consideration towards their personal achievements. For instance, an adult having just finished his secondary level only a few years ago has no longer the required diplomas in order to enter the post-secondary level to-day. This does not mean he is not qualified to study at this level.

Consequently, the question is to measure the aptitude of a given candidate by using a method which will not take into account the diplomas exclusively. It is suggested to set up a system of skill evaluation instead of evaluating the acquired knowledge. American Colleges are presently using methods of this type.

31. The same holds true in the field of equivalent standards. There is presently no system which could free a person from such courses that have been studied and assimilated previously. The equivalences are many times granted haphazardly.
32. Intensification of research already undertaken in this area is imperative. It is urgent to define standards of admission as soon as possible in order to avoid frustrating the potential adult student. The Adult is often obliged to follow inadequate programs or is simply barred from the post-secondary level.

33. It is evident that the admission standards for the extra-curricular series of courses will have to be very flexible. The interested person will be required to be able to follow the course concerned, without undue insistence on his knowledge in other areas unless this is a prerequisite to the understanding of the course.

34. Let us stress finally the special problem met by adults who have been trained in a different country. It is often difficult to evaluate such programs and to grant fair equivalences accordingly. For this purpose, it is urgent to establish a precedent based on the jurisprudence relates to the applications. In this manner the procedure would be expedited and it would be a further step towards unification of some official recognitions. The Department of Education should look into this matter systematically so that it would not bear unjustly on the new citizens of Quebec.
The Adult process of learning is different from the teen-ager's. Due to the multiplicity of his experiences, the adult has built many representations of his surroundings and developed at the same time various areas of interests. Consequently, he is not supposed to disregard his knowledge and attainments, but on the contrary to make full use of them.

Moreover, the Adult demands more in terms of efficiency. He refuses to waste time if matters under consideration seem far from reality to him. This constitutes an important factor which motivates the adult to follow or to drop a course.

Above all, the type of relation which must take place between teacher and student is most important. A relation of a paternalistic or authoritative type, as was often the case in traditional pedagogy, clashes with his personality and is often rejected by the adult: this cannot take place explicitly with the regular student. On the contrary a non-directive relationship appealing to the experience of the individual and to his group has to be established.

It then becomes evident that the same teaching methods cannot be applied without discrimination to adults and to regular students. It seems then appropriate to develop methods tailored to the adult and which do not remind him of his childhood. To this effect, the new education techniques, such as programmed education, seem to be of particular advantage for the adult when they are carefully mixed with discussion and comparison of experience.
This type of pedagogy and methods imply the use of new means of assessment. The "traditional examination" is not the only means of control which will have to be adjusted to the new methods. Consequently, the necessary research in the field of pedagogy and methods must include also the field of the means of evaluation.
The diploma obtained by the adult at the end of his studies should have the same value as the regular student's diploma even if it has been acquired within a shorter period of time or according to different methods. Diplomas are meant to recognize a certain level of skill or knowledge without consideration of the length of the studies or the method according which the knowledge was acquired. Then it would be to the disadvantage of the Adult to give him a special certificate which might have less recognition.

In our Society where diplomas occupy a first rank position, the adult has to be protected against exploitation stemming from their proliferation. Any institution of learning assumes the right to deliver diplomas. Of course these are but certificates stating that somebody attended the courses of a given institution. But this situation leads to confusion if the public is not made aware of the exact value of these certificates. It is hoped that a sort of accreditation office will be set up in order to check the value of diplomas and to inform the public without impairing initiatives.
42. What has been mentioned above leads to the conclusion that Adult education is a specific task, requiring specially trained personnel. Consequently, the O.V.E.C. must provide the necessary staff along with management, administration, research and education.

Mention has already been made about the lack of desirability of using personnel working overtime. The whole system has to be re-designed in a new perspective. Legislation, regulations and interpretation of collective agreements concerning in particular the standards of employment and working conditions require a thorough study and possibly some re-organisation in order to really meet the needs of continuing education. Using evenings, week-ends and summer months should be considered in order to cater to these categories of persons. This is an entirely new task and it is not desirable to act within a frame which was never set up for that purpose.

43. It is true that the training of this kind of personnel has not yet been undertaken in our environment, even if several Universities are presently studying the matter. The lack of graduate specialists should not prevent us to organize such an essential service for the institution. Competent and interested persons could be called upon to form a group and they should be given the means to upgrade their knowledge on the spot. For instance within an Institution, seminars and meetings could be organized, or in co-operation with several other institutions in order to pool and evaluate different experiences and to study various relevant questions.

44. In the meantime an effort should be made to free some members of the staff in order to enable them to pursue their studies in this field. For this purpose, the Department of Education could provide the necessary funds by granting scholarships for instance; and the General Directorate of Continuing Education assumes the necessary co-ordination.
5. RESEARCH.

45. All points touched upon in this brief report stress the same urgent problem: Research. Indeed this field on adult education is comparatively new in the world and absolutely new in our country where we never really assessed the experiences that have been undertaken. To cope with this task is an essential condition to obtain an appropriate and efficient adult education.

46. Along with basic research on psychology of the adult, pedagogy, management, applied research must also been carried out by the teaching staff. Then it is not appropriate to leave the question entirely into the hands of Universities and to wait for the completion of their studies before experimenting with new methods, techniques and new means of control. It is the duty of each G.V.R.C. to look for new ways to meet the needs as they appear.

47. For this purpose, we suggest the appointment of a research director for each G.V.R.C. who would be in charge of the guidance and co-ordination of the experiences conducted by the teaching team.

48. On the other hand, it would be important to co-ordinate these experiences at the provincial level in order to avoid duplication and hasten the progress of the work. This could be achieved through regular meetings between the various research directors.
Adult education belongs to the field of public service. Consequently, it must serve the population as a whole and commands a common effort to meet its objectives. As already noted, in passing, some of the responsibilities bestowed upon the institutions and the Government in this respect. Without coming back to what has already been said, let us consider now the responsibilities of the Government, of the business world and of the socio-economic agencies.

a) Responsibilities of the Government

It is not enough for the State to organize services and to publicize them through appropriate media of communication, its task is also to make them available to all.

The distances and the shortage of teachers are among the first difficulties to be overcome. Particularly for adults, it would be important to decentralize some education services. It is impossible to expect someone who has been working all day, to travel fifty or one hundred miles three times a week to attend courses. On the other hand, it is possible today to get in touch with the person even in his home, to dispense the education she needs, without necessarily multiplying the number of teachers.

The communications media like radio, television or programmed education make it possible to abolish distances and remedy the shortage of teachers. However, these tools are not absolute. It is necessary to combine them and to arrange personal and collective meetings if they are to be fruitful. It has already been suggested to set up teams of teachers or animators who would visit and meet with the students regularly. On the other hand, if the pooling of correspondence courses with radio and TV programmes is considered, which would be excellent, than a complete change of the method curriculum should be provided for.
53. The provision for the organization of the system lies with the State. The analysis of methods and the assessment of efficiency also lies with the State. The cooperation of the O.V.C.C. in this operation would naturally be required, mostly as far as production and assessment of the results are concerned.

54. Another obstacle preventing the adult from taking advantage of the education offered is the financial one. The State should then revise its student aid policy, taking more into account the special condition of adults. Moreover, the time has come now to develop some laws concerning the leaves-of-education. Several systems are already in existence in other countries. It should then be convenient to study the advantages and limitations of these systems in order to establish a legislation suitable to our environment.

55. We will never insist too much in this brief about the role of the General Directorate of Continuing-education. It is not useless to remind that his field of activities covers all the education sector. It belongs to this Directorate to be pre-occupied by adult education at all levels, to be present when the governmental politics concerning adult education are elaborated.

56. On these points, as well as on the adult education services as a whole, the State must start a genuine communication with the population. Information and feedback about the situation and the comparison of the solutions offered on either side are essential for the implementation of consistent and appropriate policies.
b) Business responsibilities

57. Business has a role to play in order to support the efforts made in the field of education. Furthermore, this service rendered to society remains to its advantage. Thus the constant need for improvement of its staff will be met in as much as efficient tools will be provided for adult education.

58. The first responsibility of the business world is to create the appropriate climate for continuing education. Management must be concerned with the person who wishes to further his vocational or general training by introducing some flexibility in working conditions. It is not unusual, for instance, to find businesses ready to pay for the costs of training, but the same businesses are reluctant to set up the proper organization in order to free their staff from evening work or to adjust the tasks accordingly.

59. Another contribution would be to develop a field for training and experimentation. In cooperation with the O.V.E.C., the Manpower Centers, the Joint Committees and the Vocational Centers, the improvement of staff could take place mostly on the job. It would be adequate to allocate a number of periods to theoretical studies, by freeing the persons concerned so that they could attend courses offered in the institutions or by providing facilities and television sets if the courses are televised, or "teaching machines" if instruments for programmed education are available in this field.

60. Moreover, the business world may share some of the costs of this education. One can mention, for instance, scholarship programs or paid training-leaves, taking into account the achievements of the adult student, this not only allows some supervision but at the same time encourages the more gifted and serious students. The business must also draw its attention to the field of research. In addition to offering a field for experimentation it can bear part of the financing of this research.
61. Last, but not least, these agencies of the economic life should discuss their employment policy with the competent authorities. Such a consultation would allow perhaps a better adjustment between the demand of the employers and vocational training. This remark is especially relevant to the adults who need further training.

c) Responsibilities of the socio-economic agencies.

62. The socio-economic agencies have a double function. The first concerns their members or their environment. It is primarily to make the population aware of the need for training and to disseminate information about the resources available.

63. The second function operates at the decision-making level. These agencies are elements within a consultative structure and function accordingly as feedback channels. Normally their role is to inform the decision-making centers about the needs and aspirations of the people and to channel feedback from part of the population concerning the proposed solutions.

64. Such a dialogue including information and feedback, comparison of the objectives and implementation methods in order to reach a fair agreement, constitute genuine consultative participation. In this area, we depart from political pressure, public consensus and expert appraisal. The agencies to be qualified for this task in this connection are only those with specific and well-defined objectives, with a representative structure and means of formation directed to their members.
CONCLUSION.

65. This brief glance at the question under study gives us the opportunity to stress the necessary essence of the approach upon which our efforts must be directed. The CIA is of the opinion that milestones have been laid on the road towards fostering a coherent and appropriate policy and that at the same time the urgency of his application to our environment has been demonstrated.

66. It is important to underline the basic issue that will support the development of adult education as has been suggested in this Brief. It is of paramount importance to immediately integrate adult education within the whole system in order to avoid a later link that might prove superficial or detrimental.

67. Consequently, a set of laws to foster the post-secondary level of adult education should be formulated without delay together with appropriate measures and means in order to implement efficiently these laws.

68. In this Brief, the C.I.A. takes the liberty to pinpoint three points of particular urgency: the first one concerns the student himself; the proper means of information and counselling must be devised and at the same time the establishment of fair admission standards must be accelerated. The second point deals with the staff: each O.Y.E.C. must hire the necessary staff and organise his training; applied research must be initiated along with evaluation of the findings in order to improve the techniques of adult education programs.

69. Adult Education calls for a pooling of the efforts. The responsibilities do not lie with a few only, but must be shared between all. It is only through this collective mobilisation that such an important task will be carried out.