SUMMARY OF DELIBERATIONS

INTRODUCTION

In its deliberations the Conference examined the contribution of non-formal education to development, identifying problems impeding it, and proposing ways by which member states of the Commonwealth could develop and improve existing programmes, and plan and implement new ones. This it did within the terms of the following definitions and scope:

Non-Formal Education: Any organized activity outside the structure of the formal education system that is consciously aimed at meeting specific learning needs of particular subgroups in the community, be they children, youth or adults.

Development: The improvement in the overall standard of living of the most needy sections of society - the deprived and the poor.

Scope: The problems, particularly in rural areas, of the "drop-outs", "push-outs" and "left-outs" of society (i.e. the unschooled and under-schooled children of school-age, adolescents, and adult illiterates, with special attention to problems of non-formal education for women) and the opportunities for co-ordination and co-operation at local, national and Commonwealth levels.

For convenience of presentation, the Conference deliberations, which took place in twelve committees over a period of two weeks, are summarized under the following ten headings: motivation; adult illiterates and new literates; children and youth outside school; non-formal education for women and girls; multi-media communication; research and evaluation; training; the relationship between formal and non-formal education; the non-formal component of other development services; and co-ordination, co-operation, and finance.

MOTIVATION

Motivation in non-formal education is largely a matter of providing the knowledge and assurance that betterment is possible, thereby discouraging negative social or personal attitudes to change. At present there is insufficient motivation at all levels. Leaders, policy makers, and officials responsible for implementing programmes have to be motivated to support non-formal education, and potential participants have to be motivated to benefit from non-formal education.

National Leaders

At the highest level of national policy, decisions on the role that non-formal education should play in a country's development will depend on the extent of the political will or commitment. This may in itself be influenced by the recognition of two facts: first that sustaining an existing status quo in education is as much a political act as insti-

tuting change; and second that non-formal education, as an integral part of the development process, can make a vital contribution to improving the lives of the poor and deprived. Education should create an awareness that change is possible, set out the alternatives, and help communities to identify what types of change they desire, the pace of change, and the means of attaining change. This is not always well understood by key individuals and groups in national life. Political leaders and the top echelons of policy makers may need to be informed of the potential contribution that non-formal education can make to improving the social and economic life of the nation.

Senior Officials

Officials whose job it is to translate policy into action need to be motivated to appreciate the contribution of this type of educational process in the overall context of other developmental activities while planning their sectoral programmes. They must also provide links between voluntary agencies, the client population, and leaders and policy makers.

Teachers and Other Functionaries

It is important for teachers, animateurs and other non-formal education workers to be adequately trained, as the training process itself can become a motivating factor. Where it is proposed to involve school teachers in non-formal education, they may need retraining in order to perceive their new role as being more than that of literacy instructors. Career structures in non-formal education should be clearly defined in order to motivate teachers and other functionaries to offer their services. A majority of workers in non-formal education must be drawn from within the community - many to work part-time. All these workers must be given sufficient material incentive, in addition to training, to sustain their motivation.

Contrary to prevailing notions of inertia to change and progress, there is evidence of motivation on the part of the deprived, whether in rural or urban areas, to take advantage of any education related to their needs. However, part-time workers, animateurs, or leaders immediately in contact with the community may need to be motivated to organize the people concerned to think about and select items which, in their opinion, demand priority of action.

Participants

Adult learners will be motivated only when they perceive that non-formal education programmes are capable of providing them with the knowledge and skills they need to be able to contribute to development programmes which will be of benefit to them and their communities. In adult literacy programmes especially, the learners must be able to perceive the contribution that literacy can make to their own lives in terms of economic and social gains. Potential participants are often not immediately aware of non-formal education programmes that operate in their own communities. Motivating these people is a matter of making them aware of existing programmes.

Non-formal education can be effective only when it is actively supported by the community. Motivation may be needed at the beginning in order to create attitudes favourable to change. Subsequently the community should be involved at all stages. The community itself should identify the needs of its members, advise on the details of the programmes, and participate in programme evaluation. When the community is aware of its needs, and is willing to meet these needs, it can, through non-formal education, mobilize its members and resources for the success of these programmes. However, caution is necessary. Experience has shown that initiating action on a number of projects or programmes simultaneously

can be self-defeating. Being able to demonstrate one or two successfully completed projects can be a valuable motivating factor giving people the confidence to undertake further programmes. Initially, therefore, it is useful to look for programmes with comparatively easily attainable objectives.

Women

As Recommendation 13 states, the provision of non-formal education for deprived and under-privileged women should be given more emphasis in national development programmes. It is important that the motivation behind this provision should not be solely a "welfare" proposition but a contribution to total human resource development.

In many cases women are the chief producers and purveyors of food. While programmes for these women need to train them to be more efficient in their work in order to sustain motivation, account should also be taken of the future. This is particularly urgent where development programmes threaten to render some skills redundant or unprofitable. In such cases training should be diversified to respond to the new demands.

On the other hand there are countries, and within countries there are groups or sections of society, where women are confined to their homes or are otherwise unemployed or under-employed. In these cases it is important, as an incentive, to provide programmes of non-formal education which help women to acquire the capacity to generate income. Where it is necessary for women to receive approval from men before they can participate in non-formal education, the fact that family income may rise is a particularly strong motivating factor. However, it may also be necessary to provide education for the men which encourages them to widen their concept of the role of women and support their participation. Moreover, as Recommendation 16 points out, there is need for a sustained mass campaign by modern and traditional means of communication to create an awareness of the significance of the woman's role and the multi-faceted contribution of women to society.

Non-formal education programmes for women should, wherever necessary, include concurrent activities for small children so that women who have young children will find it less inconvenient to participate.

Conclusion

Non-formal education must identify and reinforce the functional and positive aspects of the traditional value-system of the community, so that change is seen as locally inspired and the pace of change determined locally. This implies an honest appraisal of elements in the accepted mores of the society, some of which while pertinent to a particular age or era may need to be modified in terms of relevance to present-day demands. Where there has been serious disruption and erosion of traditional values, non-formal education faces a special challenge and, where possible, consideration should be given to using the traditional value-system as a foundation for facilitating positive social change.

ADULT ILLITERATES AND NEW LITERATES

Identifying needs

Non-formal education for adult illiterates and new literates should be based on national needs as determined by national development strategies, and on the needs of individuals and groups. In dealing with the latter, care should be taken to

ensure that they are identified by a process of interaction with the participants concerned. This implies careful research undertaken by non-formal education workers who should be sensitive to the various expressions of need in the community and to the existence of heterogeneous groups within the community.

Aims

Programmes of non-formal education should aim at the improvement of the socio-economic conditions of adult illiterates and new literates since this will often be the principal objective of the participants themselves. Recommendation 28 takes up this point. There are fine distinctions between programmes for raising standards of living, those for improving the quality of life, those for providing basic needs, those for creating employment, and those for generating cash income. Though all are of the same genre, they are directed to different aspects of social and economic development.

Non-formal education should be directed towards creating a critical awareness of social conditions and educating people about their country, their history, their government and their development. Creating this awareness has taken on much deeper meaning in recent years, and education programmes for "liberation" are now well established in many developing nations, particularly in Latin America and Tanzania. There may be some merit in comparing successes and failures of such programmes and examining why similar programmes have not been promoted in many Commonwealth countries.

It is necessary to maintain the distinction between non-formal education programmes in general, and mass literacy campaigns which are concerned with only one component of development, albeit an important one. The initial stages of development strategies can often be carried out without literacy and without the need for it being expressed. But it should become an integral part when, in due course, people perceive the need for it.

Whatever the specific aims and methods of implementation of non-formal education programmes may be, the value of literacy needs to be stressed. Literacy facilitates communication. For example, health workers and extension agents can reach far more people in a community where the written word can be read and understood than in one where it cannot. Literacy also affects attitudes. Thus it removes the mystique or fear of the written word, promotes an appreciation of the need for change, and provides new literates with a sense of self-confidence in their ability to communicate with others outside their immediate environment.

Language and Literacy

Early in the planning stage of non-formal education, planners usually have to come to terms with some policy questions relating to language and literacy.

National language policies differ from one country to another, but whatever the policy, planners must recognize that there are languages (the languages of national life including government and commerce) with which new literates must come into contact and which they must learn to use if literacy is to be for them a liberating experience. Confining the acquisition of literacy to the local language will do little to reduce the dependency of new literates on those who can read the national language or other languages in widespread use. However, local languages may be used as an "orientation stage" of literacy, since it is helpful for the learner to proceed from the known to the unknown.

Problems Confronting New Literates

The biggest single problem is the tendency of new literates to relapse into illiteracy. Relapse has a number of causes including insufficient access to reading materials, scarcity of reading materials, and the ability to survive without retention of literacy.

Access to Reading Material

Access to reading material is a major problem in rural areas. Distribution is often inhibited by poor transport and communications, by underdeveloped distribution networks, and by bureaucratic rules and structures. Whilst the first of these is often difficult to overcome, the remaining two are more easily surmountable. Distribution networks can be improved by providing librarians and intermediate library staff for the villages. Examples exist of village book centres with lock-up facilities that have been built and fitted with shelves by local craftsmen. Local involvement of this nature helps to diminish the traditional association of books with "bookishness" and at the same time strengthens the community links with non-formal education.

In addition to improving library services, assistance in the distribution of reading materials may be sought from groups such as young farmers' clubs, youth groups, parent-teacher associations and women's organizations. Other effective means of distribution include the preparation of mailing lists of new literates, creating inexpensive bicycle libraries, and making use of market days and festivals for distributing books and convening discussion groups of new literates.

Increasing the Supply of Reading Material

Sources of appropriate reading material for new literates are not plentiful, and there are very few suitable books available on the commercial market. To increase the material it will be necessary to obtain the support of local publishers. In addition the possibility of holding writing competitions and writers' workshops should be considered in order to stimulate the interest of local writers. The Jamaica Adult Literacy Programme has had considerable success in this area. A "new literates" page in local (or even national) newspapers is often helpful. Rural newspapers can be both a source of reading material and a medium of communication among new literates. Planners are therefore urged to promote the use of what the community already offers by way of reading materials for new literates. They are also urged to use existing institutions or newly created ones (e.g. reading clubs) to organize national reading campaigns for new literates.

The New Literate in the Community

The Workplace

It is important for new literates to be able to apply literacy in their daily lives. In some cases this may involve changing the attitudes of the literate public towards new literates. For example in the workplace new literates are often addressed as though they are still illiterate. A much more helpful approach would be to assist new literates to use their newly acquired reading and writing skills by ensuring that notices and directions are presented in a form that they can read and understand.

Frequently employers are reluctant to recognize the skills acquired by new literates in non-formal education programmes. This is really a problem of certification in that certificates issued by non-formal education agencies to their grad-

uates may not be readily recognized. It is axiomatic that courses, and likewise certificates, must have genuine value. It is no use seeking accreditation for courses which do not fully equip the learners to carry out the appropriate tasks. Recommendation 27 incorporates a request that governments should examine problems of the equivalence of qualifications and accreditation.

Industry and commerce should be encouraged to help new literates either by financing education and publishing projects or by providing continuing education programmes for newly literate employees. Governments might consider legislation requiring employers to provide new literates with day release, etc, so that they can continue their education.

National Life

It should be borne in mind that the new literate needs to communicate with others. Local centres may be useful where new literates can meet and where reading material is located for in-house reading or deposited for local distribution.

In responding to the needs of new literates, policy makers and planners are urged to play an active part in stimulating reading and in encouraging new literates to play fuller roles in local and national life. Nationwide mass media campaigns which portray the new literate as someone who has acquired a valuable skill and a high level of esteem can be very effective. Whenever possible, opportunities should be provided for new literates to express to the public the significance in their lives of the achievement of literacy. Thus, in Jamaica, a new literate was invited to read the lesson at the opening of a parliamentary session. Such gestures can make a positive impact on national attitudes.

Continuing Education for New Literates

Links with Formal Education

New literates who wish to continue their education often have difficulty in doing so, and there is a need for special bridging programmes to prepare them for formal education. These programmes should concentrate on upgrading the basic learning skills acquired in literacy programmes so that new literates can achieve the level of proficiency required to enter the formal education system at an appropriate point.

It is necessary to provide these "bridging" programmes at the three levels of the formal education system: primary, secondary, and higher/further education.

At each level, educators in the formal system may not be convinced that the new literate is capable of succeeding in the formal system. There is therefore a need to encourage the educators to communicate with new literates and provide them with the "bridging" programmes they need. Where the formal education system is not sufficiently flexible to cater for the needs of new literates, it should be made so. This can be done by establishing close and constructive relationships with formal educational institutions including schools, ministries of education, and accrediting bodies. The kinds of relationship between formal and non-formal education advocated by the Conference is set out in Recommendations 10 and 34.

Where Links are not Feasible

Where the formal education system is overcrowded or where the available courses are limited, as in many developing Commonwealth countries, movements between the non-formal and formal education systems are not feasible. In these circumstances non-formal education programmes will be the sole means of enabling new literates to continue their education and achieve a better way of life.

All new literates should have access to an organized post-literacy phase of non-formal education which should open doors to a continuing education (on a part-time basis where they are employed) from the village level upwards. In addition, where a large number of new literates are unemployed it may be necessary to provide continuing education programmes which enable them to become self-employed or which provide them with skills that make them employable.

It is likely that non-formal education at the post-literacy stage will be provided not only by education ministries but also by other agencies or government departments. Frequently these agencies operate in the same area unaware of one another's programmes. Frequently, too, the people they are intended to serve are not aware of their facilities and services. Both these failings call for better co-ordination of programmes.

In some countries the demands of national manpower requirements are likely to exert a considerable influence on the types of programmes provided, since an important objective of non-formal education is to play a dynamic role in development. This must be taken account of by non-formal educators (particularly in literacy programmes) who are called upon to assist the various agencies in planning education programmes.

CHILDREN AND YOUTH OUTSIDE SCHOOL

In most Commonwealth developing countries there are more young people between five and 18 years of age outside the formal school system than inside it. These are the left-outs who have been by-passed by the formal school system, the drop-outs from both primary and secondary schools, and the "push-outs" who never managed to gain entry to secondary education. In addition there are significant numbers of this age-group who have completed secondary school but are unemployed.

Family Factors

A number of social, economic, cultural and educational factors within the family keep children away from school. One of them is poverty: the family may need the income from children's labour or may be unable to clothe or feed children at school. Another is that older children may have to look after younger family memers while parents work. A third is that parents and children may be indifferent to formal education, especially where it does nothing to improve opportunities for employment.

The System Itself

Certain aspects of the formal school system itself make it difficult for children to remain in school. For example, high pupil-teacher ratios often militate against effective teaching and learning. Curricula in formal schools are often rigid or irrelevant to the needs of pupils, failing to provide them with the skills necessary for earning a livelihood. Where the curriculum is dull and unattractive, the children lose interest and leave school out of sheer boredom. In addition, many children live in rural areas where there is no school nearby or where the only available school is overcrowded and cannot provide places for all the children in the area. In the latter case the education provided is often marked by the deficiencies already mentioned - thus raising the numbers of children outside school. Quite often, too, the set timings for the school day and school holidays

are inappropriate for rural areas where life is controlled by the dictates of the farm calendar.

It is therefore evident that a large number of children are outside school either because of deficiencies in the formal system or because there is no space for them. This leads to the suggestion that non-formal education should be regarded as an alternative strategy to that of expanding or attempting to revitalize the formal system to accommodate children outside school. However, there are other alternatives. In some cases non-formal education strategies may operate independently of the formal education system (e.g. where non-formal education is designed to compensate for missed formal education). In other cases non-formal education programmes may be designed to complement or supplement formal ones so that formal and non-formal education are closely linked. Recommendation 10 deals with the integration of formal and non-formal education, and Recommendation 11 with second chances for drop-outs and school leavers.

Aims and Approaches

Children as Learners

Planners, teachers and others involved in non-formal education for children must be sensitive to particular characteristics of children as learners. These characteristics include the levels of physical, mental and emotional maturity of the children. They also include such needs as the need for security, the need for authority and the need to achieve. Children have a natural sense of wonder and a sense of curiosity which influence the way they learn. Care should therefore be taken to provide a learning environment in which children can explore the world around them. Furthermore, the value to children of play must be recognized as a means of developing interpersonal relationships and as a way of learning practical and creative skills.

Children need help to develop their potential as individuals, learners, workers and thinkers and to formulate values appropriate to their social and family lives. But they also need to learn how to evaluate changes in society, including changes of which they, as thinkers and workers, might be the progenitors. They need to be encouraged to think critically and to strive for equality, harmony and justice.

Consulting the Community

In designing a curriculum for children out of school, non-formal education workers should encourage the community in which the children live to articulate what it hopes the target group will achieve in terms of such skills as self-help, play, social help (in the family, the workplace, and the wider community) and written and oral language and numeracy. In addition, the community may have opinions on what the children need to learn about community culture and values. The community should also be consulted to determine appropriate times and places for non-formal education programmes for their children. It may be possible to carry out community surveys to acquire some of this information and identify usable community resources. The emphasis, however, should be on encouraging the community to articulate its needs and aspirations, and informing it of the way these are being put into effect. Curriculum matters are dealt with in Recommendation 34.

Economic Activities

In most communitites non-formal education for children should be linked with economic activities. Often the children will have clearly defined roles in the economic life of the village, and programmes for them (just as those planned for adults) should, wherever possible, help to broaden and diversify the economic base of the community and enable the children to improve their economic circumstances. This has implications for the curriculum. It also has implications

for methods which should be sufficiently flexible for learning activities to move from the classroom to the workplace where necessary.

Curricula

Curricula which take account of the needs and aspirations of the community and the children, and which are designed around economic activities, should embody particular concepts, skills and knowledge. The concepts include space, time, number, money, the nature of life and death, self, beauty, the cosmic and the divine. They also include social concepts, values (including vocational values) and an understanding of what is good and true and what is not good in relation to concrete experiences. The most important learning skills include assembling facts and ideas and synthesizing them, understanding spoken and written communication, calculation and estimation with numbers. They also include social skills such as relating easily to people of all ages, combining self-respect with respect for others, and playing in groups. Skills concerned with work include simple tasks associated with economic roles, and manipulative skills which should develop from handling materials like clay, wood and paint.

The knowledge to be embodied in the curriculum includes folklore and the kind of truth it expresses (as distinct from the factual truth of mathematics and science); basic topics in modern atomic, astronomical and biological sciences (with some experience of the process of discovering and testing scientific truth); knowledge of local social and political realities; rights and duties of the children as citizens; economic and political structures; and some basic knowledge of national and international issues.

Resources

Programmes which link the education of children with the economy and the needs and aspirations of the community, require access to all the resources the community can offer. It may be the principal source, or indeed the only source, of finance, teaching materials, motor vehicles, teaching personnel, and buildings. Community specialists may be invited to help in areas like agriculture, craftwork, health and hygiene. Programmes may be located in school buildings between regular sessions as well as in such other locations as community centres and even houses.

The question of finding suitable teachers for non-formal education programmes must be approached flexibly. Local schoolteachers may be available to teach children in such programmes; indeed they are sometimes the only qualified people available. However, teachers from the formal school system need to be fully aware of the differences in needs and characteristics of children in non-formal and formal situations and the implications of these differences for teaching style, approaches to curriculum, assessment and so on. Where local schoolteachers are unwilling or not suitable for non-formal programmes, planners should make every endeavour to seek out health workers, extension personnel, parents and others to serve as teachers. It has been shown that unemployed formal school graduates, who are often ignored, can be trained on the job to become good teachers in non-formal education programmes.

Programmes

A number of countries have non-formal education programmes for children outside schools. Skill training is the major emphasis in some of these including the Multi-craft programme in Fiji which helps children to become self-employed or trains them for technical trades. Similarly, in Sri Lanka the Department of Labour has two permanent and a number of mobile training centres to train unemployed youth

for skilled and semi-skilled work. Botswana's Youth Brigades are a further example where young girls and boys form groups to learn particular skills such as brickmaking, weaving, carpentry and pottery. Each group stays together for about three years generating its own finance by selling the products of its work.

Basic skills in literacy and numeracy are the principal offerings of many programmes for children. In Lesotho the "Canvas Campus" teaches unskilled youth over the age of nine years (particularly herd boys) some literacy and numeracy. It is envisaged that the programme will create a "canvas campus" which will make it possible for children in remote areas to receive education. In Madras, India, a programme operates which provides oral and written communication skills to children from rural villages and urban slums. The programme encourages parental participation which is facilitated by classes being held between the hours of 7.00 and 9.00 p.m.

Integrated Rural Programmes

A number of countries have widely based programmes for children which seek to integrate non-formal education with various aspects of rural development. One example is the Young Pioneers of Malawi, a national voluntary programme for out-of-school and unschooled youth, aimed at increasing political awareness and participation in national development. A second example is a programme for young farmers in Papua New Guinea. It began in 1973 and is designed to help out-of-school rural youth to find satisfying work in agriculture in their own communities. The programme, called "Yungpela Didiman" (Young Farmers' Organization) operates through clubs and meetings, and produces simple agricultural pamphlets in Pidgin. A third is a number of broadly-based programmes supported by a voluntary community development organization in Trinidad and Tobago call SERVOL (Service Volunteered for All) which helps to set up projects for pre-school children, handicapped children, and unemployed youth. The aim of many of its programmes has been self-help among a wide variety of groups.

Special Groups

Programmes designed to meet the needs of particular groups of young people are operating in various Commonwealth countries. In Malawi the Young Offenders Programme offers care and protection to youngsters who have been in trouble with the law. The young offenders are taught functional literacy and other useful skills. The Sophia Centre in Guyana meets the special needs of unstable children and youths who are not easily accommodated in the formal education system. These young people are taught literacy and numeracy and given rudimentary vocational skills.

NON-FORMAL EDUCATION FOR WOMEN AND GIRLS

The role of women in development is undervalued, poorly developed and constrained by a variety of social and economic factors. The most important of these factors are economic insecurity, over-concentration on livelihood with little time and less interest in any form of education, and a general feeling of powerlessness against the economic and social structure which seems to be hostile or indifferent to women. Apart from poverty, time constraints, and lack of motivation, women are often constrained by certain dominant attitudes that prevail in their societies which regard them as inferior and suited only to home-making, child-care, and certain low-skilled, low-productive, low-status occupations calling for little intellectual aptitude and few high-proficiency skills. The part played by women in production and

distribution is often ignored, particularly in rural areas. So are the managerial roles of women in elite groups. If, therefore, the individual and collective potential of women is to be fully realized, intimate and sensitive questions have to be examined openly and without cynicism, and explored with tolerance and sincerity. In addition, governments need to place more emphasis on non-formal education programmes for women. This is the subject of Recommendation 13.

Existing Programmes

Existing non-formal education programmes for women concentrate either on nutrition, child care and home economics, or on conventional vocational skills in such areas as tailoring, embroidery and traditional crafts. They make little or no call on modern technology and such expertise as managerial skills or accounting procedures. Even these limited programmes are often undertaken in the face of local hostility and suffer from limited resources and finance. Moreover, the views of educational planners on the needs of women are often conditioned by traditional attitudes.

Among women themselves there is widespread acceptance of discriminatory attitudes and the biases in existing programmes. Often this is a device that women use to rationalize their lack of options and make a virtue out of necessity. As a result they tend to opt out of non-formal programmes and remain poorly educated. This exacerbates their inferiority. Their powerlessness is intensified and their frustration increased. As Recommendation 36 shows, every effort needs to be made to counteract this situation. One means of doing so is proposed in Recommendation 14; another in Recommendation 15.

Objectives

The objectives of non-formal education for women are justice, dignity and the right - as well as the opportunity - to participate in development. Non-formal education programmes for women and girls must be designed around these objectives, challenging - where necessary - tradition, custom, existing educational provision and the constraints of home and family.

Two Groups

It is useful, for purpose of discussion, to focus on two groups of women - girls out of school, and women at work both at home and outside the home.

Group 1: Girls out of School

This broad category includes (a) girls between the ages of six and 18 who never enter school; (b) girls who are unable to complete formal education; and (c) girls who complete one or more stages of formal education but cannot acquire further education.

Many factors limit girls' access to education. There are many places where provision for schooling does not exist. Parents may be reluctant to send their daughters to school if their sons remain unemployed after completing formal education. Boys in poorer families may rely on the women and girls for their upkeep whilst they are in school. The demands on girls may be such as to inhibit their performance in school and discourage them from continuing their education. The marriageability of girls may in some countries be impaired if it is known that they have been or are going to school. Early marriage and pregnancy may limit girls' access to education. The result is reflected in the fact that in 1970 an estimated 60% of the world's illiterates were women.

Motivation

To increase the participation of girls in formal and non-formal education, the girls themselves must become self-aware

and self-determined so as to recognize their potential role in society. Women need to be made aware of the valuable part they can play in society. Parents need to be motivated to accept new roles for girls at home and in the community. Development planners, teachers, employers and other male-dominated groups need to be motivated to act as local change agents, using their influence to develop community awareness of the potential of girls.

Programmes

Non-formal education programmes to enable girls to enter formal school and to complete interrupted education should be encouraged. The Meadow Schools of Maharashtra in India offer girls the possibility of entry into Grade Four. In Lesotho, those girls whose schooling is interrupted by pregnancy are able to complete it through a non-formal education programme. In Bangladesh, mothers' clubs and women's co-operatives provide functional literacy opportunities for those who have some schooling but who are unable to maintain regular attendance. The Anganwadi (Courtyard) Programme for mothers and children in India makes similar provision. In Kenya and Jamaica, girls with some formal education are able to maintain their literacy and their academic and political interests through the use of village library schemes. Other programmes are designed to improve the employment prospects of girls. In Kenya the national youth service offers a two- to three-year training course in a variety of trades. The Government assists in the eventual placement of girls in jobs. In some Commonwealth countries urban girls in employment meet for some learning sessions, although this kind of provision is very limited.

Frequently, girls who have some academic qualifications cannot successfully compete for employment with their male counterparts. This points to the need for programmes which increase the confidence of girls and prepare them better for successful job competition. Employers should be encouraged to adopt fairer recruitment practices which do not discriminate against girls.

Group 2: Women at Work

Women at work at home and outside the home include those in low-income occupations, working women with irregular incomes, and those who have no monetary return for their work. In agrarian societies such women play a major role in agriculture and are often the main supporters of the family through subsistence farming or wage labour. In addition to cooking, caring for children and collecting water and fuel, women often play a prominent role in the traditional market economy as retailers and producers of handicrafts and food. Urban women are often employed in low-skilled and low-paid occupations which, combined with low access to further training, prevent both lateral and horizontal mobility in employment.

Motivation

Societies the world over have consistently displayed a lack of understanding of the multiple roles of women - particularly the economic role. A prerequisite of any serious attempt at programme design is the need to ensure adequate motivation of society.

At the national level there is need for a sustained campaign with the help of the mass media to motivate measures to correct prevailing social attitudes that women should be confined to certain roles. This appears as Recommendation 16. Films and other documentary material depicting the hard labour, responsibility and self-reliance of women at work can help to correct discriminatory attitudes. In this context the Women's Audio-Visual Education (WAVE) package of

the Women's Bureau of Jamaica is relevant. It is a public education project with emphasis on small workshops directed at special target groups, such as policy makers, rural women, students, and youth groups, to highlight the problems women face, suggest solutions and stimulate discussion.

Women in the Home

The work undertaken by women at home is no less responsible than that undertaken by those in paid employment and should be given equal consideration when programmes of non-formal education are being planned and implemented. All too often, however, the burdens of home management and looking after a family are so great as to cause physical exhaustion and prevent the women concerned from participation in the programmes they need. As Recommendation 17 points out, research on the simplification of household tasks is required in order to remove some of the constraints of women's participation in non-formal education.

Though women's work in the home is crucially important, those who undertake it are often inadequately prepared for the tasks involved. A knowledge of budgeting of time and money, of nutrition and economy in food preparation and consumption, and of health, sanitation and family planning, are all essential. Education programmes are therefore needed to provide this information. At the same time they should seek to enable women to acquire greater self-confidence of expression and action, and to generate in families the understanding that household responsibilities should be shared so that genuine partnership may be engendered. Given these circumstances, women will have the opportunities they need to share in cultural, educational and social development.

Women in Paid Employment

Non-formal education programmes for women in paid employment should aim at improving the economic position of women. The example of the National Women's Organization of Tanzania shows the possibility of organizing programmes on a national scale. It has played a vital part in organizing, mobilizing and educating women. By establishing economic-based projects it has assisted women to run their own restaurants, shops and other business activities in addition to child care. This type of commitment has helped in bringing together women for joint effort in raising their income and learning, as well as finding solutions to developmental problems. The effect is felt all over the country since the organization has branches down to the village level as well as communication from that level to the highest decision-making authorities.

It is important to note that the planning and execution of women's programmes, whether governmental or non-governmental, have so far been mainly entrusted to middle-class urban elites which despite good intentions, have little understanding of the constraints to which women in rural areas are subjected.

There is need for extensive investigation of problems, not merely as an academic exercise but to obtain data on which projects and programmes can be based. In order to ensure that these projects and programmes will be acceptable, the characteristics and needs of the target group should be taken into account in identifying the best time and the most effective way to begin the work. It is also necessary to convince women and their families that the educational experience will be of economic value.

In identifying vocational skills it may be possible to build on existing skills of women as long as such training can increase their efficiency, productivity and earning power, a point taken into account in Recommendation 21. This is particularly the case in rural areas where training in new agri-

cultural techniques, or animal husbandry, or processing agricultural products, can strengthen the productivity of women already engaged in agricultural operations. In providing such training, however, it is necessary to keep in mind the developmental plans of the area, both short-term and long-term, so that women can be trained to participate in any new activity likely to be developed through such plans. Such training should aim to ensure that women who are displaced by new technology can acquire alternative income-generating skills. This point is made in Recommendation 20. Co-ordination and liaison with agencies which can provide developmental assistance in the way of essential inputs have to be established right from the beginning if the attempts for skill development are not to end in futility.

An important issue in programme strategy is to identify ways of organizing women for learning and production experiences. The most acceptable form of organization will depend on the local situation and the characteristics of the group. Co-operatives, associations, clubs, informal groups, labour unions and credit unions are all in a position to initiate action. Organizations such as these are essential even for self-employed women who otherwise find it virtually impossible to obtain access to the development inputs they need to pursue their occupations. It strengthens their participatory role in economic and community decision-making and thus contributes to their overall development. The Self-Employed Women's Association (SEWA) of Gujerat, India, is an illustration of this.

Trade unions have a special role to play in providing programmes for the improvement of skills, including literacy (Recommendation 40), and for making women aware of labour rights and laws. Women's membership in trade unions should therefore be encouraged (Recommendation 41).

Conclusion

All in all, the strategy for successful implementation of non-formal education programmes for women calls for national commitment to the objectives of women's development, for professional training of programme designers, investigators, and field workers involved in the programmes, and for built-in provision for participation by the women at the grass-roots level. Women working at home need education aimed at enabling them to manage their households more satisfactorily. For those in paid employment, production skills must go hand in hand with some managerial skills (e.g. in finding markets for their own products, obtaining access to raw materials, and being able to learn simple accounting procedures) so that they do not have to depend in perpetuity on project authorities. Women have demonstrated their capacity for performing supervisory and managerial roles in traditional economies. It is necessary to develop these capacities so that they can adapt themselves to the process of economic modernization that is changing their lives throughout the Third World. It is therefore essential that programmes for women's education and development should be integrated into the general plan for development so that they do not continue to be on the periphery of the development process or marginal in recognition and importance. Unless this is done, the allocation of resources for such projects will always receive low priority. Finally, the Commonwealth Secretariat should encourage governments to undertake studies of their administrative machinery for planning and implementing non-formal education programmes for women and should assist the exchange of these studies between the member states (Recommendation 48).

MULTI-MEDIA COMMUNICATION

The selection of media for non-formal education depends on the purpose and scale of the educational programme, the

media available, and the economic, social and cultural setting. As a general rule, programmes with modest aims and objectives which involve relatively few people will utilize fewer and more basic media. In such cases the media are likely to be used to complement teaching techniques, and for demonstrations. Large-scale programmes such as mass education campaigns (in health and agriculture, for instance) frequently utilize a wide variety of media, including radio and television which may become very influential in determining methods and even content.

Classification of Media

Traditional media suitable for individuals and small groups include art, dance, demonstration, drama (live and puppet theatre), exhibitions (specimens, models, displays), festivals, group discussion, person to person communication (extension workers, tutor, etc.), songs, visits, and writing. Other media for individuals and small groups are audio cassettes, tapes and discs; books and pamphlets; charts; computer terminals; closed circuit television; films and filmstrips; flannelgraphs; flashcards; handbills; newsletters; photographs and projected slides; posters; telephones; video cassettes, tapes and discs; and view data. Media for mass communication are print materials (correspondence lessons, books, magazines and newspapers), radio and television.

Traditional Media

Traditional media have been used for centuries for fostering culture, preserving values, and shaping new attitudes. It is a pity that their value has been so often overlooked in modern education for they actively involve the learner and are usually inexpensive. Radio and television make good use of traditional media such as demonstration, discussion and drama. For example, a popular and long-running radio programme in Britain is a dramatized serial about country folk in which incidents in the story draw attention to features of rural life and inform the listeners how members of the community deal with their problems. Another example of a combination of traditional and mass media for community education is the use of song in public education campaigns. Songs with catchy tunes can be learned easily and are useful for conveying informative messages.

New Media

Audio cassettes, tapes and discs are particularly suitable for the non-formal education of individuals and small groups. They are relatively inexpensive, easily copied and packaged, and can be used by literates and illiterates alike at times they find convenient.

Additions to the range of new media for individuals and groups are computer terminals for computer-assisted learning, telephone link-ups for one-to-one discussion or conference calls, and view data by which the learner has access through television to data-banks of information. Although these media are being used increasingly in developed countries they are rarely available for non-formal education in developing countries as they are costly and require sophisticated telecommunications networks.

Mass Media

The media with the greatest potential for promoting change through mass campaigns are newspapers. Rural newspapers particularly have played a vital role in community development by conveying information on agriculture, health, and home and family life. They are the subject of Recommendation 30. The use of bold print for such newspapers is particularly valuable for newly literate adults.

Printed materials are used extensively for publicity, reinforcement and direct teaching. They can be produced with reprographic equipment ranging from the simple felt-tip pen and broadsheet to the more complex offset litho printing

machine. Silk screen printing is a useful low-cost method for reproducing coloured posters for local publicity campaigns. The need for such basic materials as writing implements, notebooks and blackboard chalk should not be overlooked in planning non-formal education projects or new manufacturing enterprises.

Correspondence materials are a form of mass media as they are used by thousands of students simultaneously. Some correspondence institutions are able to reinforce the print medium with audio-visual media such as audio or video cassettes or tapes, slides and filmstrips. Recommendations 9 and 55 deal in part with correspondence courses.

Radio is an attractive medium for non-formal education. It is not expensive to establish a small radio station, and modern technology makes it possible to operate one with a staff of one or two. Transistor radios have become commonplace even in the remotest parts of the world. None the less, they are still too expensive for many poor people, and governments should consider regarding radios as special education aids and exempt them from licence fees and sales tax where they apply. This is the subject of Recommendation 29.

Radio has been used, for example, in Botswana to help people understand the National Development Plan. In India it has been used in farm improvement programmes; in Tanzania for nationwide health and hygiene campaigns; in the Pacific, the satellite PEACESAT has provided radio links between individuals and groups; and in Australia many children in remote areas receive their schooling using radios powered by specially developed pedal generators. Recommendation 56 asks the Commonwealth Secretariat to collect studies on the use of communication satellites for non-formal education and make them available to member states.

Television has a more powerful impact than radio, but it has limitations and is more expensive. Ground relay networks can extend the range of television but their expense can be justified only in densely populated areas. Geostationary communications satellites can extend the range of television across huge areas without the provision of a ground network. This was how India, using its Satellite Instructional Television Experiment (SITE), was able to reach 2,400 rural villages with television programmes for schoolchildren and adults.

High cost may rule out the selection of some media, while low cost can influence the selection of others which may be found unsuitable. Costs must be balanced against flexibility and adaptability. For example, the capital cost of a 16mm film projector is almost the same as a video tape machine but the former is much less adaptable. The flexibility of various printing processes can vary considerably, and the selection of machines will normally be determined by the nature and number of publications required.

It is often claimed that distance teaching is less expensive than conventional schooling, and that educational technology reduces the cost of schooling. This is not entirely true since the fixed costs involved in setting up a system can be very high. These costs cannot be recovered until the number of students using the media has reached a certain level. Beyond this break-even pont the cost per head falls rapidly.

The choice of media for any non-formal education project should be based on a rational attempt to analyse the likely costs and benefits. However, it is almost impossible to be precise in comparing the benefits of different combinations

of media. Cost benefit analysis is not an exact science and is rarely the factor that decides which media are selected. Nevertheless, accurate costing has a significant effect on the attitudes of authorities providing the initial funds and also on their continuing support.

It is essential to separate capital costs from running costs and to recognize that the accuracy of any costing decreases rapidly the further into the future it is projected. Ideally, there should be a commitment by the funding body to support the complete costs so that those working on projects are not continually worried about finding funds and matching expenditure to budget heads.

There are many hidden costs that need to be taken into consideration if a true assessment is to be made. For example, the cost of broadcasting time given to ministries of education, agriculture and health for their programmes is often not calculated. Savings are also possible. The common practice by correspondence institutions of using part-time teachers and lecturers for marking students' assignments is much less expensive than using full-time staff.

Choice

A choice of media is not always possible. In local programmes particularly, the media used may depend solely on what is available. It is important for planners to know what media are already available, and what can be managed with their financial, technical and staff resources. There is no point in dreaming of a huge multi-media literacy project reaching large numbers of people if funds are sufficient only to provide a spirit duplicator and two literacy workers.

No prescription for the best medium or even the best combination of media is possible. Ultimately the choice will be determined by the circumstances surrounding a particular project. For example, the most appropriate media for a nationwide programme in a small country like Singapore will not be appropriate for a programme with similar aims in a large one like India. None the less, it is reasonably certain that a combination of media is preferable to a single medium, and wherever possible non-formal education programmes should adopt a multi-media approach.

Evaluating Multi-Media Communication

Non-formal education programmes are largely intended for deprived audiences not previously fully exposed to the modern channels of communication. Increasingly, such programmes have to depend on the development of new methods and techniques and the utilization of new and existing channels of communication. In this context, evaluation plays an even more significant role as it provides an understanding and assessment of new learning situations and the impact and contribution made by media. Some aspects of media which may need to be studied are audience understanding of pictures, moving images in film and television, and radio broadcasts.

The evaluation of the contribution of media to non-formal education should be project specific. The generally accepted indices of measurement are gain in knowledge, change in attitude, acquisition of skills, and acceptance and adoption of new ideas and practices. Other socio-psychological indices which can be measured are adaptability, innovativeness, and need-achievement motivation.

Emphasis should be placed on the practical utility of the findings rather than on their theoretical implications. Simple and functional procedures will need to be developed to evaluate certain kinds of non-formal education projects. In some situations simple observation may be sufficient.

The aim of evaluation should be to develop methodologies suited to the requirements of projects and the skills available in developing societies. For purposes of collecting the information the services of local personnel should be used, with communication research specialists being involved when necessary to design the evaluation methodology.

Providing an Infrastructure

To use traditional forms of communication and other media for non-formal education effectively requires considerable understanding of the potential of each medium. Yet little serious study has been carried out on traditional media and their use or adaptation for developmental needs, or on the effectiveness of the new media (especially mass media) with audiences that have no previous experience of them.

More research has to be done by those engaged in media work to discover the most effective media for unsophisticated audiences and how programmes and software can be made more relevant to their needs. Because some of the assumptions made by media specialists do not apply to such audiences, educators who work with them require special training.

For the systematic consideration of these and other problems, it may be necessary to make special provision for the study of media communication in non-formal education for development. Where institutions of mass communication or centres for educational technology exist, they should undertake this task and provide guidance and training for workers in non-formal education. They should concern themselves with the application of new media and folk forms of communication to the needs of non-formal education for development.

These institutions should work in close collaboration with development agencies, media organizations and those directly concerned with implementing non-formal education programmes. Where such institutions do not exist in member countries, provision should be made to offer information, research and training facilities on a regional basis.

RESEARCH AND EVALUATION

Wherever possible research and evaluation should be regarded as an integral part of non-formal education programmes and be closely associated with all their operational aspects. It is advisable to allocate between five and ten per cent of programme costs to evaluation, although evaluation of pilot projects might be more costly. The importance of research and evaluation is stressed in Recommendation 33.

One purpose of evaluation is to produce data which will influence decision making. But it should also be part of an educative and problem-solving process, built into a project on an ongoing basis and carried out jointly by clients, field workers, organizers and researchers. A critical appraisal of the non-formal education programme should also be undertaken after the programme has been completed, since it is at this time that the permanent results become evident. In all research and evaluation it is necessary to keep in sight the interest of those being "researched".

Approaches

A number of approaches to research are used in non-formal education. These are (a) conventional research (such as knowledge, attitude and practice (KAP) studies), surveys, and other social science and quantitative research methods; (b) "action" research or "feedback" research where results are immediately fed back to operational staff and are basically qualitative in approach; and (c) participatory (or anthropocentric) research which emphasizes dialogue, dis-

cussion, interaction and collective analysis with those being "researched" and is "democratic".

Conventional Research

Conventional basic and applied research is necessary to improve the planning and organization of non-formal education programmes. Where universities are involved, interdisciplinary research by different departments is particularly relevant and needs to be encouraged and supported.

While there is need for democratic and qualitative research at the local level, the need for quantitative research is probably greater at the national level where consideration for the provision, continuation or discontinuation of funds is guided by statistics aggregated from various projects. In many countries these statistics are unreliable, and measures may have to be taken to ensure reliability of quantitative data that affect policy decisions. India has plans to set up management information systems for collecting minimal but necessary data to help planners and administrators at the national level to monitor the progress of various programmes.

Quantitative research, in literacy programmes for example, is necessary for setting norms for class sizes, hours of instruction, etc. At present, these crucial questions are often solved by arbitrary decisions. Quantitative research can be used also to establish levels of literacy through language-specific standardized tests. Quantitative and qualitative research should complement each other in non-formal education programmes. For example, while it is valuable to know how many people have become literate, it is also important to know how acquisition of literacy has affected their lives.

Action Research

"Action" or "feedback" research has practical application to non-formal education. Action research is systematic study incorporated into operational programmes. The results of such studies are immediately fed directly back to the operational staff to help them to improve the effectiveness of their ongoing activities.

Democratic Research

Recently there have been attempts to democratize the research process. "Democratization" involves a belief that unschooled or underschooled villagers themselves often hold the answers to their problems. It involves also the belief that since non-formal education is about people, research and evaluation must be concerned with the personal knowledge, thoughts, feelings, problems and aspirations of the people "researched", as perceived by the people themselves.

The terms "participatory", "anthropocentric" and "activist", which describe democratized research processes, deliberately focus on those who are traditionally the "researched" in project formulation, data collection and interpretation. Advocates of these approaches believe that research itself should be a learning process which emphasizes dialogue, discussion, interaction, collective analysis and action. In democratic research the responsibility for design and execution of research shifts from the visiting researcher to the people. Thus in Tanzania, villagers successfully designed appropriate grain storage facilities using their own knowledge and expertise. They were later invited to present their findings to the university faculty of agriculture.

Democratic research is integrated into the non-formal education programme itself. This way it comprehends the total process from the establishment to the final evaluation of a programme. In doing so, it is able to catch all the subtleties and nuances of what actually happens in a project. It is a process which simultaneously involves education, social

investigation and action for solving practical problems.

Democratic research implies a change in the researcher's role from a gatherer of information to a "democratizer" and facilitator, creating conditions in which research becomes genuine joint activity. Some researchers regard "democratization" as "liberation" in which the researcher is someone who can identify with a community which he/she regards as oppressed and encourage the people to action. Thus it may be difficult to find the most suitable kind of person to be a facilitator. On the whole, a local person (or at least a national) who is sensitive to the language and culture is preferable to a complete outsider.

Political Implications

The premise that non-formal education programmes are mainly designed for the poor and deprived has political implications. The democratic researcher has to understand the constraints and limitations of the socio-political environment in which he/she works. The identification of the researcher with the disadvantaged may imply conflict with the existing power structure. In such cases the researcher must have a clear understanding of the kind of participation he/she can encourage, and the political implications. Ideally, the demand for democratic research should come from the community itself, as it is the community that has the best understanding of its freedom of choice within the prevailing socio-political framework.

From a professional viewpoint the democratic researcher typically works in a social system that believes research is value free and neutral. But every researcher has his/her own convictions that influence his/her approach to research. Thus, one of the challenges he/she has to cope with is to create a new professional approach that acknowedges that research is not a neutral activity.

Wherever possible research workers should be recruited from the local community and trained in special skills. A frequently expressed concern that these workers may use their skills to the disadvantage of the people with whom they are working can be allayed by building in the community an organizational structure that protects it against undue influence.

Communication and Application

The beneficiaries of research and evaluation projects in non-formal education are most frequently institutions rather than the people "researched". One reason for this is the practical and financial difficulty of disseminating research results. Another is language (translation) difficulties. A third is the traditional researcher's view that research results are for personal professional advancement, or for satisfying funding agencies that something has been done, or for meeting the needs of governments or institutions rather than those of the "researched".

Certain kinds of research results (e.g. academic and macro-quantitative studies undertaken by universities or government institutions) are usually not appropriate for dissemination at grassroots level though there is sometimes a case for distilling practical points and communicating them in simple language. On the other hand, some studies undertaken by university departments of adult education, have practical utility. Such studies, as stated in Recommendation 39e, should be reported in a manner which can be readily understood.

Research reports to governments, their agencies, and institutions, are frequently left unread and consequently not acted upon. Very often this is because the reports are badly written or poorly presented. When disseminating research reports, measures should be taken to ensure that they reach those "researched" as soon as possible after the evaluation is carried out; care should be taken to make them clear and readable for decision makers; and the researcher should clearly spell out the policy and operational implications of the research.

Commonwealth Research Association

Though a number of formal and informal networks exist through which research findings are already exchanged, a Commonwealth Association for Research and Evaluation in Non-Formal Education, with funding powers, might fulfil a number of useful functions. Among these might be: (a) assisting in the exchange of digests of information about research projects undertaken or planned, especially those aiming to identify solutions to common problems; (b) promoting a programme for exchange visits of Commonwealth non-formal education researchers to each others' countries to study research projects relating to non-formal education in development (in particular those using participatory research methods which are best experienced rather than described); (c) promoting and supporting a series of training programmes/workshops/seminars throughout Commonwealth countries to facilitate the sharing of professional experience and ideas; (d) trying to find means of encouraging decision-makers to make more use of research and evaluation findings in non-formal education; and (e) serving as an enquiry point for information concerning the work of Commonwealth professional researchers in non-formal education. Recommendation 45 proposes a means of giving this suggestion more detailed consideration.

TRAINING

Personnel and Groups

In formal education the principal recipients of training are teachers and supervisors. In non-formal education, the scope has to be widened to include many more groups and individuals. Indeed, it could be argued that the whole society needs to receive some kind of training to be aware of the contribution non-formal education can make to social and economic development. Non-formal education requires widespread commitment by participants at all levels down to the grassroots. To achieve this commitment it may be necessary to provide training programmes for a great number of groups. The most important of these are listed in Recommendation 22.

Senior-level Personnel

Policy makers and planners may need training to become aware of the objectives and potential of programmes in non-formal education. They also need to be kept informed of the progress and effectiveness of programmes. Furthermore, officials at this level should be aware of the need for interaction between non-formal education and other development services provided by government departments and non-government agencies. In order to create the kind of flexible structures necessary to back up effective development-oriented non-formal education, administrators require a proper understanding of its principles and practices. In particular they need to know the implications of a people-centred development strategy and what this means in terms of non-formal education.

Training for these officials can be carried out in a range of courses and orientation seminars in which workers and

functionaries from other levels also participate to explain the aims of programmes and report to the officials. In addition, personal contact through community councils and other official bodies can be valuable in explaining the purposes and functions of non-formal education to senior-level personnel. In all these efforts, the primary aim should be to involve these key personnel in the programmes.

Senior-level personnel are usually responsible for arranging the release of lower-level workers for in-service training. Release arrangements are likely to be made more smoothly where the senior officials themselves are trained to understand the purposes, methods and the value of non-formal education for development. This may require the provision of special training.

Senior and middle-level professional staff responsible for non-formal education may be able to learn a great deal from the experiences of programmes in other countries, through short-term multi-disciplinary team visits and long-term attachments to major non-formal education projects. Such bodies as the Commonwealth Secretariat and the Commonwealth Foundation should support and assist suitable programmes along these lines.

Local-level Workers

Training programmes for professional workers at the local level must take account of their vital role as educators. It is particularly important that they understand government development policies, structures and resources, the role of their agencies and their own roles in social and economic development. It is also important that they should be aware of all the sources of help available at community level. The aim ahould be a total consciousness of development.

The most suitable teachers for non-formal education are educated and intelligent members of the local community who take up the work more for the service they can contribute to their community's future than for monetary or other rewards. The teacher from the formal school may or may not be suitable. Formal teachers may be unable to offer the type of expertise which non-formal programmes require unless they see their work in the wider context of the total development effort within their local community. However, it should be recognized that teachers in the formal system have a part to play in development-oriented non-formal education, just as development agencies have a responsibility to work with the schools. The preparation of teachers for a more development-oriented role is essential and must begin in teacher training programmes. Indeed, reform of teacher training towards development objectives, (in both in-service and pre-service programmes) should be treated as a priority area for action.

Teacher training should provide teachers with communication skills and techniques for working in community settings. It should increase teachers' awareness of the need for integration of the school and the community, encourage the teachers to recognize the part they can play in non-formal education and help them to see how the community can be involved in their own teaching programmes.

Teachers may have a role in designing courses for those seeking entry, re-entry and/or alternative qualifications. Planning and implementing those courses require very special skills, the supply of which may be limited in many developing countries. This type of expertise could well be developed with the assistance of international training and exchange programmes in which both formal and non-formal educators have a role to play.

Village-level workers should be chosen from and by the villagers themselves. Their training must build upon the knowledge and culture of the village, that is traditional non-formal education must merge with new ideas, skills and attitudes. In some cases village-level workers may be generalists supported by specialists at a higher level; in others they will be local specialists in their own right. They will all need to be skilful at facilitating communication between local communities and the development agencies.

Inter-agency co-operation in training field personnel is necessary if non-formal education is to contribute positively to development. Every effort should be made to encourage interchange between trainees from different agencies through inter-agency courses at all levels. Some of this training should be undertaken on a collaborative basis and should include teachers from the formal system. Fully integrated rural development is difficult to achieve: a sense of identity amongst all non-formal educators has to be developed together with the feeling that they are engaged in a common task.

Extension workers should operate on the basis of a concept of extension that recognizes both the developmental and educational aspects of their work. This means that part of the extension workers' training should be to increase their understanding of their role as educators.

Field workers in development agencies need training to prepare them to initiate and contribute to non-formal education for children and young people outside the school system. This can be given in pre-service and in-service training/ orientation courses.

Librarians and Sub-professional Librarians

An essential part of post-literacy programmes is the provision of reading materials for new literates. In some cases, difficulty may be encountered in distributing reading material. To overcome this the Jamaica Library Service has trained "para-librarians" to distribute reading materials at the village level. Para-professionals such as these play a particularly important role where demands on local libraries grow as the number of literate people in the community increases. Moreover, professional librarians themselves may need to be trained to be sensitive to the special needs of new literates.

Research Workers

In non-formal education, research should be an integral part of educational activity. However, research itself requires particular skills that have to be acquired through specially designed training programmes. Training should ensure that the skilled researchers have a genuine commitment to development-oriented non-formal education and that they will use their skills to the community's benefit.

Trainers

The number of people able to plan and teach in training programmes may be very small. Where this is the case it is vitally important that skilled personnel are used to train trainers rather than spread their skills so thinly that they are ineffective. Some countries are already concentrating their human resources in this way; for example, the Institute of Adult Education has responsibility for such programmes in Tanzania.

Methods

Efforts should be made to decentralize training, since it should be carried out in close proximity to non-formal programmes. Emphasis should be on in-service and on-the-job training. Initial training may be appropriate for some workers, but, as many countries have recognized, the inte-

gration of non-formal education with development is more likely to be successful if non-formal education workers are given post-experience training to upgrade pedagogical skills.

On-the-job and in-service training can be organized in a series of training sessions and seminars which need not be lengthy but must have a practical orientation.

Courses may combine pre-service and in-service training. In such cases the full-time pre-service component may be followed by part-time training with a practical field-work element.

Content

Aims

Training courses have to be aimed primarily at promoting a sense of identity among non-formal educators so that they may be equipped to meet the multiple demands inherent in their work. This is the subject of Recommendation 23. The commitment of the teacher to non-formal education is also a very important quality. Where it is absent, a programme is less likely to succeed.

Training programmes should take into account the class and cultural background of those who are being trained and the groups they will be working with. An understanding of these backgrounds and their implications in non-formal education should form part of the training. Trainees need this knowledge in order to be able to interpret national development goals to the communities in which they are required to work.

For the same reason that the learner should be the focal point of the non-formal curriculum, the trainees should be the focal point of the training programmes and should participate in planning and developing the curriculum of their own course.

Skills

Emphasis should be placed on methods of communication: above all the non-formal educator must be a competent communicator. In training programmes for extension workers particularly, high priority should be given to communication skills. Moreover, successful communicators in non-formal education should have a good understanding of how learners (particularly adults) learn. They should also possess the skills of planning and evaluating non-formal education programmes.

THE RELATIONSHIP BETWEEN FORMAL AND NON-FORMAL EDUCATION

The Need for Interaction

In many developing countries financial constraints on the expansion of the formal education system are now such that it is unlikely that the system can meet the needs of the community as a whole. Indeed, in the past the formal system has seldom attempted to provide for those outside the age groups for which primary, secondary and tertiary education is normally designed.

There is often disharmony between formal and non-formal education. This may stem from professional distrust, contrasts in financial position, factors of prestige and status, and a range of differences that may arise as a result of separate historical development of formal and non-formal education.

As Recommendation 10 points out, formal and non-formal education should complement one another. But experience suggests that this will not come about spontaneously. It is more likely that pressure for change will grow in society itself as the mismatch of formal academic qualifications affects more people and as more are excluded from the formal system (either as left-outs, drop-outs or push-outs).

Recurrent Education

Some countries are seeking to provide recurrent education in which relevant learning is available to each individual throughout his life. In such a system education does not terminate at any particular age. Instead, periods of work may alternate with periods of education, or people may take part-time education while they work. It is argued that formal and non-formal education will be fully integrated only when a wide range of recurrent educational opportunities is available.

For many countries, however, recurrent education is a distant possibility. The more immediate need is to find forms of interaction that will improve educational provision in the short term. Thus there is a need to help the uneducated and undereducated to recognize that there are means by which they can acquire education.

Bridging Programmes

Interaction is needed also to facilitate entry and re-entry into both formal and non-formal education programmes. This suggests the need for bridging programmes which link the two kinds of educational provision - giving rise to the complex issue of accreditation. Bridging programmes have been successful in some cases, the Kenya Institute of Adult Studies course leading to university entrance being an example. In the United Kingdom, the Open University is still grappling with the issue of transferable credits.

Linkages

However, planners and policy makers need to examine carefully the ways in which links and transfers are to be established. On no account should flexibility and relevance, two distinguishing features of non-formal education, be compromised. The proposed linkages should not reduce non-formal programmes to the status of second-rate adjuncts to the formal system. They should be meaningful lines of educational movement in their own right. This point is brought out in Recommendation 27.

Interaction between organizational structures is also necessary. There is a need for schoolteachers, health workers, and agricultural extension workers to share resources and mutually benefit from an appreciation of each other's roles. Co-operation is essential at all levels from the village to the national government to enable agricultural workers to appreciate the relationships of their work to that of health workers, and for school teachers and community workers to understand one another.

Both formal and non-formal education have features which may be constructively transferred from one to the other. For example, non-formal education has shown how education can be democratic, learner centred, and related to local needs. Formal education, on the other hand, offers a range of personnel, physical resources and learning packages which can be adapted for non-formal programmes.

Linkage Structures

Programmes of non-formal education vary considerably in scope, target groups, purpose, and organization. It is difficult to establish general rules for organizing non-formal education or for linking formal and non-formal education.

Therefore, each programme should be examined separately in order to see how best to link it with formal programmes.

At the National Level

Experience in a number of Commonwealth countries indicates that the ministry of education is not the only ministry which can effectively co-ordinate interaction between formal and non-formal education. In fact when it is located elsewhere, interaction is often very constructive. This is the case especially when the responsibility for non-formal education is in a relatively powerful ministerial office where its bargaining position for the use of resources and finance is relatively strong , a point made in Recommendation 1c. None the less, in Tanzania where the fusion of formal and non-formal education is more advanced than most countries, the ministry of education continues to play a central role in co-ordinating the provision of both formal and non-formal education.

At the Local Level

Interaction at district and local level may be hindered by barriers of individual status and inequalities in remuneration and conditions of workers in formal and non-formal education programmes. A concerted effort may often be required to bring about an awareness of the role played by everyone involved in a community's education whether they are individual members of the community, teachers or extension workers.

The community colleges in Botswana, which provide non-formal programmes for the country's Youth Brigade as well as regular secondary education, may provide one model for the provision of common services for all. Elsewhere in the Commonwealth, the idea of the community school has provided the inspiration for a variety of experiments, for example the use of primary school teachers and premises for adult education centres. However, it should be cautioned that if such a school simply makes resources available on its own terms, non-formal community needs may not be well served. Such an institution must become an integrated education centre for the community if it is to maximize its effectiveness.

In Britain local authorities, which are responsible for providing formal education, are examining the idea of the community school as a centre for a variety of educational services. This is likely to mean a number of adult education, youth and community organizations using the facilities of the school as and when they can out of formal school hours, although in the case of a few authorities the facilities are being opened to a wider public throughout the day.

In many countries the school building often provides a focal point for educational activities although this does not necessarily lead to an agreement of common purpose. In Nigeria, primary schools, in some localities, are used as training centres for farmers attending short-term classes run by the extension arm of the Ministry of Agriculture. Training includes work on the school garden and links in with the agricultural work of the school students. This pattern is now being developed at the secondary level, and it is an approach which health workers may also pursue. This kind of interaction genuinely seeks a two-way flow and does not draw on resources at the expense of the formal system.

The use of school buildings and teachers for non-formal education programmes is characteristic of many countries. This is likely to involve the teacher in evening and holiday courses. Teachers may welcome the extra money that the work provides, but their employmnet in non-formal education raises many issues with regard to training and the ways and means by which formal teachers can offer effective support to non-formal education. It is argued that not all formally

trained teachers are equipped to meet the needs of non-formal programmes and that even with in-service training the formal mould is difficult to break.

Entry and Re-entry

There is often a demand for non-formal education programmes which facilitate entry and re-entry into the formal system. In India courses which encapsulate the first five years of formal school are offered to drop-outs to enable them to re-enter at Grade Six. In Zambia children study at evening classes or by correspondence to regain entry to the junior secondary school.

The terms of re-entry are often stringently laid down by the formal sector which specifies certification, levels of literacy and minimum hours of class attendance. This often means that very few students gain re-entry to the formal system.

Over-crowding and over-taxing of limited resources in the formal sector are further factors which limit the possibility of re-entry for large numbers of people. Moreover, entry via non-formal programmes is often prevented because scarce places in the formal system are filled by those coming from lower ranks of the system who are treated preferentially.

Thus, there is a need for alternative ways and means of equipping people for employment (and for further education). Such alternative routes may be provided by non-formal education programmes. The formal education system will usually be a factor in these programmes, providing expertise, resources, personnel and accreditation. It will also provide a measure for standards so that non-formal programmes offer qualifications that are acceptable to employers and institutions of further education. Programmes of this kind are being offered in India's adult schools for literacy, commerce and vocational education. Over the next four years 50 of these polyvalent centres will be developed to offer a range of vocational and academic courses which will utilize personnel and resources from the formal system. They will also utilize the expertise of the formal system in pedagogical training and curriculum development. In this situation the formal educators themselves may be influenced to apply their experience with learner-based, needs-oriented non-formal education to the formal system.

School and Community

In many countries formal education is moving out of the institutional setting and into the community. Students from formal institutions are discovering the wealth and usefulness of community culture and gaining valuable experience and expertise by learning and working outside the classroom. Traditional forms of communication like dance, mime and myth are becoming incorporated into formal pedagogy.

Community service, work-study and volunteer work schemes often break into the traditional rigidity of academic demands. They also force the formal school or college and their students to examine the learning and occupational needs of community members who are invariably less well off than themselves. Moreover, the students learn that folk knowledge and wisdom may find expression in forms other than the written word.

The way schools develop roles in the community varies from country to country. In Tanzania, following President Nyeyere's "Education for Self-Reliance", schools seek ways of contributing to the economic and social needs of the community. In Sri Lanka, vocational skill courses are being offered in schools after Grade 9. Ghana provides an example of handicapped craft teachers gaining non-formal training

experience prior to working in the formal school system. This last example opens the door to the vast range of community wisdom and skill which the formal school may be loath to draw upon and yet by so doing ignores the collective experience of the society in which it functions.

Interaction with the community poses many problems, not least in finding people who are able to provide experiences for students which incorporate two-way dialogue. Teachers in the formal mould may find incursions into the outside community an uncomfortable experience. Conventional school buildings may be less than suitable for activities such as craft work, trade courses, art and recreation. It is argued that there should be a move away from institutions built and assigned for a particular age group and that the content and method of the learning experience demand a structure open to a wider meeting of minds. It is true that schools often create their own culture and the presence of members of the community does not necessarily result in a two-way dialogue.

Some problems can be overcome by training: teachers may benefit from in-service courses which help them understand the significance of community life in education. And members of the community who offer their services may also benefit from short training programmes which help them understand the learning needs of the students and assist them as teachers.

Universities

Universities and other institutions of higher learning can provide both leadership and support services for non-formal education programmes. They are in a unique position to promote educational reforms towards a more development-oriented approach throughout the education system. In order to cut across the barriers between formal and non-formal education they should make every effort to facilitate interchange, both by introducing more flexible policies of admission, and by relating their programmes to the needs of local communities and national circumstances. This is a major challenge that merits further investigation.

One way to facilitate a university's contribution to non-formal education, is to establish a unit within the institution to help identify what steps can be taken to break down the rift between the formal and the non-formal systems. Other ways to increase a university's contribution are: (a) training of professional personnel in non-formal education; (b) extending the practical and field work base of degree and diploma courses; (c) deploying students and professional staff to non-formal education programmes; (d) promoting action-oriented research to increase the effectiveness of non-formal education as a multi-disciplinary and development-oriented activity; (e) providing facilities for the non-formal education programmes of outside agencies. Methods by which universities and other similar institutions can contribute to non-formal education are set out in Recommendation 39.

Assessment

Entry and re-entry, and the increasing use of non-formal methods in formal education are issues that have implications for examinations and other conventional forms of assessment. They often raise questions as to the purpose and suitability of examinations and the whole system of assessment and accreditation in the formal sector. Examinations are criticized as hurdles which many students fail to negotiate, or because they are designed merely to confer status on those who pass them.

Within the formal system many countries are experimenting with a range of new or modified forms of assessment besides terminal examinations. Continuous assessment, regional and

school-based papers, and credit units are a few of the ways which attempt to meet the needs of individual learners in terms of relevance and pace - ideas central to non-formal education.

However, it is true that the formal certificate invariably remains the parents' measurement of their children's success and a number of non-formal education programmes in the developing world have failed because parents have been unwilling to accept programmes which did not appear to lead to employment or continued studies. Neither is this inbuilt concern with certificates necessarily unwarranted in societies where opportunities are few and applicants legion. Recommendation 26 urges governments to alleviate the certification problem.

A related problem is that of equivalence for re-entry and for employment. As mentioned earlier, the formal system often lays down rigid requirements, and employers may be less than certain of qualifications gained outside the school system, unless they themselves are involved in drawing up syllabuses and assessment mechanisms.

This is an area for which ready solutions are not easily available. But, put in the context of recurrent education where learning experiences are not age and stage related but occur periodically through working life and beyond, the examination issue becomes less of a make or break factor. That this stage is distant in the majority of countries points to the immediate need for involving all elements of society in a search for ways of recognizing worth at different levels and ages. This requires co-operative effort not only among educators, but among representatives of different walks of life who are able to pinpoint the strands of relevance that must run through the learning experiences of school and non-formal education programmes if the individual is to contribute his worth to economic and social development.

THE NON-FORMAL COMPONENT OF OTHER DEVELOPMENT SERVICES

Non-formal education can assist all development agencies to achieve their goals. Those development services which frequently have non-formal education components are those dealing with agriculture, health, housing, water supply, transportation, industry and commerce, trade unions, recreation, sports and culture, and programmes for women and for youth. Priority groups for these services should be the rural poor and other deprived groups, youth (especially the non-literate) and women. The problems arising out of youth unemployment and under-employment in particular require urgent attention. Furthermore, as Recommendations 13 to 21 indicate, high priority should be given to government initiatives to increase women's involvement in development and to strengthen women's organizations. Non-formal education can provide these groups with knowledge and skills to enable them to improve their circumstances. The main aim of non-formal education in development services should be, however, to mobilize people to participate in the total development process.

Community Integration

One of the main social problems in Commonwealth developing countries is the migration of rural prople to urban areas. Among the factors encouraging this migration are greater access to formal schooling and the image of a better life. Non-formal education alone cannot discourage this, and Recommendation 5 recognizes the fact. If non-formal education is to make any significant contribution to rural development, it must be linked with the introduction of tang-

ible measures for improving rural community life. To this end, national policies and plans should concentrate on rural development as an integrated process. Decentralized approaches and co-operative structures have particular potential for the achievement of rural development objectives.

In this context non-formal education can be linked to rural employment creation. Its content must be such as to prevent dissolution of rural communities and develop values such as community loyalty and pride. However, the psychological factors in value development related to rural and urban life preferences are not well understood. Why, for instance, should a particular religious community in a rural part of Nigeria have sufficient hold on its members that although they travel far and wide for their studies, they still return to a rural way of life after they are qualified?

When a philosophy of self-reliance and participation is at the root of national development planning, people at all levels in the society can be motivated and mobilized to improve their own conditions of life. In Kenya, for instance, the *harambee* approach which has been the basis of development since independence, has resulted in widespread local initiatives - such as setting up schools and hospitals and building roads and bridges - on the basis of community networks for fund raising and provision of free labour. In Tanzania *Ujamaa* principles which embody equality, brotherhood and the spirit of co-operation in communities are at the heart of a democratic approach to a national policy which emphasizes rural development based on the achievement of village self-sufficiency. This is based on a highly decentralized system of planning, with the needs and aspirations of village dwellers as its core concern. *Ujamaa* villages, which are generally resettlement communities, are established as multi-purpose co-operatives. As such they have access to banking facilities and are linked to a National Co-operative Union, with all the services that it can provide. Education, both formal and non-formal, contributes fully to the co-operative idea of *Ujamaa* with considerable investment in leadership education designed to strengthen co-operative endeavours.

Institutions and Groups

A wide range of social welfare, religious, cultural, recreational, local-interest and special-interest groups can contribute to non-formal education for development, as can such local institutions as rural community centres, village schools, extension training centres, agricultural colleges, and medical and health training institutions. The value of involving voluntary organizations is recognized in Recommendations 6 and 7, and of private enterprise in Recommendation 9.

Co-operatives and Trade Unions

Co-operatives and trade unions have a particular contribution to make to non-formal education for development. Both specialist and multi-purpose co-operatives offer personnel and administrative structures that can strengthen and be strengthened by development-oriented non-formal education. Thus, non-formal education can provide essential leadership training for co-operative workers on the one hand, and support for co-operative principles and co-operative development on the other.

Trade unions can provide a setting for organizing non-formal education courses with a development emphasis, including civic education. Such courses can do much to increase work-

ers' understanding of the part played by productivity in development. Trade union members, if motivated, can be a source of skilled volunteers for non-formal education. Recommendation 40 deals with these and similar matters.

Other Organizations

Examples exist where the armed services participate in civic programmes and community action, thus making available their skills and financial resources for local development efforts. Governments considering such a move will need to prepare the personnel concerned for their new roles in development by training them to act as community-level non-formal educators. Ex-servicemen's organizations also can be drawn into the development efforts of local communities, both as sources of personnel for non-formal education and as recipients of development-oriented education. National youth services, too, should broaden the base of their activities towards greater involvement in community development. In so doing they should avoid over-ambitious tasks which cannot be completed, and concentrate on projects that young people can realistically undertake.

Prisons offer a challenging setting for non-formal education for development. They should be encouraged to provide development-oriented education for inmates, including skills training, literacy, and education about national development. Resources should be set aside for this purpose, either in national education budgets or in those of the prison services themselves, so that buildings and teaching resources are available. Special attention should be paid to women prisoners who have a particular need for occupational skills that will be useful when they return to their communities.

Where a country has to cater for refugees, development-oriented non-formal education can play a part in helping them to adjust to their changed circumstances, and to the country's development goals.

Methods

Indigenous and traditional education offer considerable untapped potential for development-oriented non-formal education. On the one hand, modern knowledge and skills can be woven into traditional education structures, such as the apprenticeship systems of master craftsmen. On the other, traditional knowledge and skills can be transmitted using modern methods and structures. Either way it is important that programmes maintain a balance between the familiar and the new in order that participants experience some aspects that are already familiar to them. The educational methods used especially by extension workers should be selected for their effectiveness in conveying useful and relevant information, keeping in mind the clients' own perceptions of their needs.

Traditional Approaches

There are many communities in which the oral tradition is predominant and in which this oral base is rooted in the cultural fabric. Village bards and story tellers, traditional plays and songs, and community singing can all serve as channels for non-formal education programmes. Yet extension workers particularly, have made little use of traditional communication. Instead their standard approaches are restricted to demonstrations of methods and results. They should be encouraged to use traditional methods and approaches where appropriate. Though Recommendations 31b and 31f which deal with these matters are addressed to planners, they apply to all involved in non-formal education. The influence of local community leaders is equally important as they can either promote or obstruct development efforts. Given the right approach and orientation, they can have a

far-reaching educational impact.

Support Services

Those who participate in development-oriented non-formal education programmes need assistance to enable them to use their new knowledge and skills. As they may have no other access to this assistance, it is essential to put participants in touch with support services as part of the planned educational programme. Recommendation 38 deals with this point. Agencies capable of providing such assistance are: (a) those that work towards economic development (including public services that help to raise living standards); (b) those that organize social activities with an underlying principle of self-help in which large numbers of the community can participate; and (c) those concerned with raising the level of cultural activities through recreation and mass media, (including learning resource centres such as libraries). In addition, extension programmes can provide an important back-up service by reinforcing and following up the initial non-formal education effort, and co-operatives can enable small groups of skilled people to extend their activities by obtaining credit facilities and by increasing their opportunities for entering the systems of marketing and obtaining raw materials.

Where private enterprise is involved in education, as with some correspondence schools and colleges, steps should be taken to encourage them to adopt a development orientation in their programmes, for instance by regulating their standards through national accreditation systems and by asking them to undertake specific programmes. This matter is dealt with in Recommendation 9.

Evaluation

As part of their training, extension workers and field workers should learn how to use evaluation as a tool for improving programme operations, and be made aware of the importance of accurate record keeping.

CO-ORDINATION, CO-OPERATION AND FINANCE

Co-ordination, co-operation and organization are means by which resources are put to use; they are not ends in themselves. They are needed to prevent wasteful overlapping and ensure that non-formal education interacts effectively with other development changes.

When national and local resources are being using in non-formal education it is necessary to have administrative machinery to mobilize and co-ordinate their use.

Non-formal education should be presented as a comprehensive whole in national development plans to demonstrate at the highest level that government has recognized non-formal education as a significant national investment. Such high-level concern about the effectiveness of non-formal education is essential if efforts at co-operation and co-ordination among agencies at other levels are to be sucessful.

National Boards

At the national level the co-ordinating machinery most likely to be successful is a structure that is an extension of the government's own administration. A national agency on which all relevant government and non-governmental agencies are represented can facilitate integration and quality control of non-formal education. In addition, such a board might be responsible for training and commissioning appropriate research and evaluation. This matter is dealt with in detail in Recommendation 1. National boards, however, should not dominate programmes, and the planning, programming and evaluation of most projects should be decentralized. However, co-ordinating structures are needed. Thus at the village level there should be co-ordinating machinery where

workers from different agencies are involved. In Tanzania, for example, the village council is the focal point for planning, programme implementation and evaluation.

Other Co-ordinating Structures

Unofficial, less formal structures for co-ordination and co-operation are useful. Organizations, such as adult education and non-formal education associations, can facilitate interdisciplinary work among agencies. These structures can also play an important role as pressure groups to promote necessary changes in national policy and resource allocation for non-formal education.

Whenever several agencies are involved in non-formal education, regular inter-agency meetings at all levels can keep agencies informed of one another's activities and facilitate regular assessment and appraisal of integrated efforts.

Division of Responsibilities

At the Local Level

The initiative for setting local development goals, for implementing local plans, and for evaluation, should be the responsibility of local government organizations or village management groups. In addition to their central concern, which is with the development and operation of the local educational programme, responsiblities at this level should include management of local non-formal education facilities, payment of staff and training field workers.

At Provincial and State Levels

At provincial and state levels non-formal education responsibilities include framing state-level policy, curriculum development for training field workers, training supervisory staff, quality control through a system of inspection, evaluation of field programmes, the development of curricula and material for field education, and the organization of state-wide programmes.

At the Centre

At the central level, responsibilities should include framing the overall national policy for non-formal education, development of curricula and teaching materials for training supervisory and senior personnel, training senior staff, setting national standards through accreditation, evaluating state and national-level programmes, and commissioning whatever research is required. Since effective planning of non-formal education depends on reliable data, this should be gathered during censuses, as recommended in Recommendation 3.

Governments and Non-Government Bodies

The value of voluntary effort in support of development programmes is exemplified by the major part played by voluntary organizations in establishing existing non-formal education programmes. Structures are needed to harness this potential and to increase the contribution of voluntary bodies to new and existing programmes. As Recommendation 6 states, better use can be made of non-governmental organizations by (a) including their representatives on national boards and commissions concerned with rural development and co-ordination of non-formal education, and on related bodies at other levels; (b) consulting them when non-formal education policies are being framed; (c) involving them in planning and implementing programmes that are in keeping with their interests and expertise; (d) extending technical support to their development programmes; (e) assisting them with evaluation; (f) involving and sponsoring their personnel in non-formal education training programmes both as trainers and trainees; and (g) offering grants-in-aid to non-governmental agencies capable of initiating and managing development-oriented non-formal education.

In the interest of promoting greater professionalism in non-formal education, governments should endeavour to give favourable consideration to the support of non-governmental organizations concerned with non-formal education at regional and international levels. This is the subject of Recommendation 8.

Initially, at least, attempts to promote co-ordination and co-operation between agencies and organizations involved in non-formal education may meet with resistance, even where high levels of mutual interdependence exist. The goal of co-ordination and co-operation may be less to eliminate tensions than to understand and resolve them - to achieve unity of purpose but not necessarily uniformity. Nevertheless, strategies for co-ordination and co-operation should seek to help agencies realize mutuality of interest, agree on their objectives and work jointly to achieve them.

Interaction

Within Non-Formal Education

Within non-formal education itself there is fairly constant interaction between participants from central decision takers to planners, administrators, field workers, community-based intermediaries, volunteers, and a range of workers at the grassroots level. Non-formal education also interacts with a number of organizations involved in development activity including formal education and many other development services.

Formal Education

Formal education is increasingly being regarded as a part of life rather than simply a preparation for life. It is moving into the community and playing an active part in improving the lives of the poor and deprived outside formal education institutions. Moreover in many cases, formal institutions are becoming more easily accessible to people who have been hitherto excluded from them.

Other Development Services

Non-formal education is most effective when it is co-ordinated with other development services. At the local level especially, people may become confused when a plethora of agencies and departments with non-formal education components are simultaneously operating separate, unco-ordinated projects. To prevent this from happening, a co-ordinating structure is needed. This structure should aim at inducing co-operation among agencies and departments without dominating their activities at the local level.

Location of the Co-ordinating Structure

In deciding the best location for the structure, a balance must be maintained between central direction on one side and local commitment and participation on the other.

To achieve this balance a number of problems have to be overcome. First, a co-ordinating body may not be both a good co-ordinating unit and a good implementing agent at the same time. There is a danger that the best energies and resources may be concentrated on co-ordinating non-formal education at the expense of practical implementation. Second, the nature of non-formal education itself demands creativity, flexibility, a need-centred approach. Yet tight co-ordinating structures have a habit of becoming rigid and therefore antithetical to the essential characteristics of non-formal education.

In some situations the location of a co-ordinating structure may not be a significant issue. For example, where all the agencies and departments concerned demonstrate a high degree of commitment, clear unity of purpose and real attention to

needs, the location of the co-ordinating authority may be self-evident. Similarly, if the approach of the government strongly stresses co-ordination among ministries, and the growth of the system itself is based on principles of co-ordination and co-operation, ministries will readily place the responsibility for meeting their non-formal education needs in the hands of the appropriate implementing body. In other words, where there is already a spirit of co-operation among ministries and departments, they will be prepared to request the most appropriate ministry to co-ordinate the provision of non-formal education programmes to meet their needs.

Most Commonwealth countries seem to favour locating the responsibility for co-ordinating non-formal education close to the centre of political power. In some it is placed in the office of the president or the cabinet office so that the power and prestige of the office itself will facilitate co-ordination and co-operation. Malawi provides an example of this. In others there is a separate central co-ordinating office, with direct access to influential policy makers. In Swaziland the co-ordinating body is chaired by the Prime Minister. Its members are permanent secretaries of government departments, and its secretary is the Secretary to the Cabinet.

In Botswana the co-ordinating mechanism is located in the Department of Finance and Development Planning. The underlying rationale is that all ministries have an interest in finance and this interest may produce co-operation. One of the Conference recommendations is that co-ordination should be located in those ministries dealing with finance and/or development. However, it should be noted that non-formal education is educational activity and therefore has a claim to be located within a government agency concerned primarily with education. By placing responsibility for its co-ordination in a finance ministry, for instance, the educational function of non-formal education might become subordinated to other activities of the ministry. To return to the case of Botswana, The Ministry of Education through its Department of Non-Formal Education provides a central pedagogical resource and a production centre on which other ministries and agencies can draw.

Some Commonwealth countries have attempted to settle the problems of locating the co-ordinating authority for non-formal education by placing it outside the direct control of government. In Kenya, for instance, general co-ordination of non-formal education is undertaken by the Board of Adult Education which comprises representatives of government and voluntary organizations. The Board advises the government on policy changes which need to be made in an effort to improve adult education. Some government involvement is necessary to implement decisions and to call upon the various ministries for support. In Zambia, the National Adult Education Advisory Board draws its membership from voluntary agencies, government departments, parastatals, the political party, churches and trade unions. In the Zambia case there is also an Adult Education Association which is a voluntary body with branches at local and district levels.

Finance

Mobilization and Co-ordination

Planners and policy makers are advised to think in terms of resource mobilization rather than central government budget allocation. The reason for this is that resources are not limited to finance. Personnel, physical facilities, transport, and programme materials are equally critical. When thought of in these terms, the resources needed to provide and sustain non-formal education require inputs by community

groups, voluntary organizations, and a whole range of other contributors. To make resource mobilization effective, it is necessary to encourage participation by whole communities and to co-ordinate the use of resources. Such "hidden" elements (e.g. use of formal education physical facilities and personnel and community contributions) are often as large as those contained in formal budgets. It is important that the non-formal education planning process for non-formal education at all levels should identify such "hidden" resources to allow their effective mobilization and co-ordination.

The potential contribution of non-formal education needs to be made clear to key personnel involved in planning and financing development so as to assist them in making informed decisions on resource allocation. This requires particular attention to setting clear programme targets, providing progress reports and preparing evaluated surveys of results.

Attention needs to be paid to reducing wasteful use of resources which do not really advance non-formal education or development. The objective is not to curtail expenditure or reduce the level of participation but to redirect the resources so as to develop more effective programmes whose sustainability and continuity may be assured. Recommendation 31a underlines this point.

Simplified systems of allocation, accounting and reporting of results are practicable as demonstrated by the Tanzania Regional Development Fund and Community Development Trust Fund and by the aid provision and reporting system of SIDA. There is no reason why the need for accountability should create rigid bureaucratic procedures that crush creative and innovative participation by communities and voluntary agencies.

Foreign Aid

National co-ordination of foreign financial contributions is critical to ensure continuity and avoid deflecting programmes away from national development goals. For example, non-formal education activities of voluntary agencies may not always fit into national development activities. In Nigeria all foreign aid is channelled through a ministry responsible for foreign aid, although religious organizations do not come under its purview. In Dominica before a voluntary organization starts a project, it is submitted to government for scrutiny in respect of feasibility and possible duplication. However, the value of diversity - especially in respect to small voluntary agency programmes (e.g. for the deaf, dumb and blind) - should be borne in mind.

Commonwealth Co-operation

There are many ways in which Commonwealth co-operation on a pan-Commonwealth, regional, or bilateral basis can assist member states in improving existing non-formal education programmes and developing new ones. They are the subject of a number of recommendations. Thus Recommendations 49 and 46 deal with the identification of a panel of resource persons to serve as consultants, Recommendation 47 with a resource centre, Recommendations 44 and 50 with seminars, and Recommendation 51 with extending the provision of training placements so as to enable multi-disciplinary teams as well as individuals to profit from them. Several clearing-house projects and publications are proposed in Recommendations 53 to 59, and a meeting of experts is advocated in order to prepare a detailed report on the proposals underlying Recommendations 45, 46 and 47 for consideration at the Eighth Commonwealth Education Conference.