
CONFERENCE RECOMMENDATIONS

Recommendations to Member Governments

Co-ordination
Planning and
Organization

1. The Conference recognizes the importance of non-formal education for national development, and requests governments to give due recognition to the role which this form of education can play in their overall development efforts. To be effective, non-formal education activities should be an integral part of each government's strategy for development with the aim of improving the conditions of the poor in their societies. To achieve this objective governments should attempt to increase inter- and intra-ministerial co-operation in the field of non-formal education. In addition each government should make efforts to co-ordinate all non-formal education programmes offered both by governmental and non-governmental agencies. To do this, it is recommended that:
 - (a) Where a national council/board/commission for the non-formal education of adults and children does not already exist, one with recognized legal status should be established. The functions of this council should include
 - (i) Advising the government on policy and helping with the co-ordination of the various non-formal education activities in the country so as to ensure that these support and reinforce each other.
 - (ii) Advising on evaluation and research into non-formal education and ensuring that such research is undertaken.
 - (b) Each department or ministry concerned with development should have its own co-ordinating body for those non-formal education activities being undertaken by its various branches or divisions.
 - (c) Wherever possible government departments which are responsible for the co-ordination of non-formal education programmes should be located in those ministries dealing with finance and/or development.
2. In order to plan effective strategies for development-oriented non-formal education, high-level seminars and consultations should be held by governments, bringing together senior policy makers in relevant ministries and other development agencies.
3. Since effective planning of non-formal education depends on reliable data, those national censuses that do not at present include the necessary information should be redesigned to elicit data on levels of education and literacy, access to mass media, and levels and patterns of economic activity.
4. When national development plans are being formulated, an analysis of the total budgetary allocation for non-formal education should be included, and a proportion of the total

- budget for non-formal education projects should be ear-marked for non-formal education research and evaluation. During the implementation of the plan, the performance of non-formal education should be monitored by the national council/board/commission for co-ordinating non-formal education.
5. In order to attract personnel to work in rural areas, governments should consider the provision of special remuneration and other incentives.
 6. Governments are urged to encourage and support voluntary agencies in non-formal education. Encouragement through funding and material support should be provided without rigidly controlling the administration of these agencies. Greater use of such agencies should be made by:
 - (a) including their representatives (i) on national councils/boards/commissions concerned with rural development and with the co-ordination of non-formal education, and (ii) on similar bodies at other levels;
 - (b) consulting them when government policies on non-formal education are being discussed;
 - (c) involving them in planning and implementing specific government programmes and projects in keeping with their interests and expertise;
 - (d) involving and sponsoring appropriate non-governmental personnel in training programmes for non-formal educators;
 - (e) offering grants-in-aid to those non-governmental agencies capable of initiating and managing development-oriented non-formal education programmes and projects;
 - (f) extending technical support to their development programmes;
 - (g) assisting them in objective evaluation of their own programmes on a regular basis to ensure optimum utilization of resources.
 7. Governments should also make use of national voluntary associations linking together professionals in non-formal education in appropriate specific tasks such as information gathering, clearing-house activities and research.
 8. Existing regional and international non-governmental organizations devoted to non-formal education (e.g. the Asia and South Pacific Bureau of Adult Education, the African Adult Education Association, and the International Council of Adult Education) should be consulted, used and supported by governments.
 9. Governments should not overlook the contribution that private enterprise can make in some countries to the promotion of non-formal education for development. They should consider taking action to ensure that industry and commerce contribute to the education of new literates, whether by organizing and funding programmes or by providing work time for class attendance. Where industrial training funds exist, they should be available for non-formal education purposes as well as for strictly vocational training. Where private educational enterprises exist, such as correspondence colleges, steps should be taken to encourage them to adopt a development orientation; and governments should consider contracting with suitable private businesses to undertake specific non-formal education programmes.

10. Non-formal education should be seen as complementary to formal education in each country's development effort. Governments should therefore ensure that different programme structures are integrated into a total system of recurrent education. To effect this, linkages between schools and communities should be strengthened so that best use can be made of existing educational resources.
 11. Although the provision of universal primary education should be the goal, governments are urged in planning their total education provision to ensure that non-formal education programmes are available to provide drop-outs and school leavers with second chances for education, thus enabling them to acquire knowledge and skills for wage and self-employment.
 12. In order to overcome shortages of instructional materials for non-formal education, secondary and tertiary-level institutions should undertake organized programmes to help to produce them.
- Women and Development
13. While recognizing the efforts of governments in existing non-formal education programmes for women, it is recommended that more emphasis be laid on these programmes in all development sectors.
 14. Governments should ensure representation of women on all bodies responsible for the formulation of policies and programmes for non-formal education at all levels.
 15. Where national women's bureaux do not yet exist, they should be set up and charged with national programmes of non-formal education for women.
 16. There is a 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.
 17. Since one of the constraints on the participation of women in non-formal education programmes is the tediousness of much household labour, governments are asked to initiate research into simple labour-saving devices through alternative technology so as to simplify household tasks.
 18. Governments should encourage employers to provide non-formal education facilities for women during the working week.
 19. It is recommended that in special circumstances, such as women in pardah and where social constraints militate against women being able to benefit from non-formal educational opportunities, more women extension workers should be deployed.
 20. Where the introduction of modern technology displaces women workers, special programmes should be developed to help them acquire alternative income-generating skills.
 21. The existing indigenous skills of women should be identified and reinforced by short-term training programmes where appropriate.
- Training
22. Governments should ensure that all workers involved in non-formal education activities are adequately trained. Particular attention should be directed to the following groups:
 - (a) Senior policy makers.
 - (b) Specialists, such as doctors, nurses and other health

workers, agriculturalists, veterinarians and others working with community groups.

- (c) All those who work in a non-formal education capacity with community groups and organizations (e.g. agricultural extension workers and village-level workers).
- (d) Those who train the trainers of non-formal educators.
- (e) Curriculum developers and researchers engaged in non-formal education activities.

23. In order to create a sense of identity amongst all non-formal educators and to break down any barriers which may exist between members of different services, governments and training agencies should consider the idea of a core curriculum for middle-level and field-level staff.

24. Governments should also ensure that teacher trainers and teachers who are preparing to work in the formal system be made aware (a) of the importance and possibilities of non-formal education among children and adults, and (b) the needs, aspirations and resources of the local communities. Where training does not already exist, appropriate courses in the principles and methodology of non-formal education should be added to the teacher training curriculum.

25. Institutions training leaders for non-formal education should ensure that due recognition is given to the potential of traditional media and mass media. Training should include practical experience in the use of media for non-formal education projects.

Programmes and Certificates

26. Governments should find ways of adjusting the recruitment and selection policies of public and private enterprise to give equal opportunities to those qualified through formal and non-formal education, and in particular should strive to reduce their reliance on certification as a measure of competence.

27. Governments should facilitate entry and re-entry into the formal system and examine the problems of equivalence of qualifications and accreditation.

28. Governments should design their non-formal education programmes for adult illiterates so as to increase their wage employment or self-employment prospects through upgrading existing skills or the acquisition of new ones.

Support Services

29. In view of the importance of radio as a special non-formal education aid, governments should consider freeing radio receivers from licence fees and tax.

30. In countries where there is a scarcity of suitable reading materials for the new literates, governments should explore possibilities of establishing rural newspapers to support and accelerate non-formal education efforts.

Recommendations to Planners

31. All planners of non-formal education programmes should be aware that:
- (a) To be effective non-formal education programmes should be characterized by diversity, flexibility, innovativeness and sustainability.

- (b) Non-formal education must identify and reinforce the functional and positive aspects of traditional value systems and whenever possible should use the traditional value system as a foundation for facilitating effective social change.
- (c) Programme content should be designed to impart skills and knowledge which enable the learner to gain greater control over his environment.
- (d) The success of non-formal education will depend on full participation by the learners and other members of their community in the programmes.
- (e) Where the mass media are used in non-formal education care should be taken to ensure that content material is closely related to the actual situation of the participants.
- (f) Locally produced visual aids should be encouraged and facilitated; local cultural groups and artists should be encouraged to participate in the production of radio and television programmes; and traditional media should be used wherever possible.
- (g) The selection of non-formal educators should be based on an ability to act as facilitators of learning rather than as teachers or instructors; the personality and style of approach of facilitators are particularly important when a programme is aimed at illiterate or minimally educated adults.

- Training 32. Workers in non-formal education should be trained (a) to judge their programmes by their relevance to local needs and conditions, and (b) to appreciate the wider whole of which they are all a part. In order to bring about these understandings, and thus to motivate the workers to perform better, training and orientation courses should be regularly mounted for them.
- Research 33. Research and evaluation must be given importance and priority in any non-formal education programme and should, wherever possible, be linked with training in the same institution. Carefully designed research and evaluation projects incorporating new democratic approaches, particularly suited for community-based research, should be given priority consideration. An important area of research should be the use of folk media to convey messages of a developmental significance. The evaluation components of any non-formal education programme should include preliminary considerations of (a) the rationale for evaluation, (b) the audience for evaluation, (c) the personnel to undertake the evaluation, (d) the strategy and timing, (e) periodicity, (f) methodology, and (g) the style and language of evaluation reports. Principles recommended in the body of this Report to guide the dissemination of research results should be adopted,
- Children Outside School 34. Non-formal education should aim at promoting appropriate strategies to help children outside the school system to develop their potential as individuals, as members of society, as workers, as learners and as thinkers. It should help them to understand their social environment and develop their capacities to reflect critically upon it and act effectively to bring about change for greater equality, justice and harmony. It should also help them to understand the prevailing value system. Cognisance needs to be taken of the importance of early childhood education (i.e. education for children below school age) and the part that non-formal education can play in the development of quality

learning experiences for this age group. Guidelines for curriculum development for non-formal education of children given in the body of this Report are recommended to all concerned. Generally, the curriculum should result from dialogue with the community within which the children live. It should seek (a) to recognize the existing socio-economic basis of the community; (b) to contribute to the development of appropriate aspects of the society and economy; and (c) to introduce new factors tending to broaden the socio-economic basis of the community (e.g. crop diversification, health education, etc.). Specifically, the curriculum should seek to inculcate a habit of respect for cause and effect relationships. Community resources should be utilized in all possible ways for the non-formal education of children. For example, community specialists should be invited to help in the teaching of skills on a part-time, full-time or voluntary basis; physical facilities should be made available; community fund raising should be encouraged; and vehicles and/or equipment could be provided by the community. Support services for non-formal education of children should involve social facilities such as health and study circles, the private sector, government and voluntary youth movements, and bilateral and multilateral agencies.

- Adult Illiterates 35. Stress must be placed on the education of adult illiterates. Programme content should be designed to impart not only literacy but also skills and knowledge enabling adult illiterates to gain greater control over their environment and to take account of the needs of individuals, groups, the community and the nation. These needs should be harmonized wherever and whenever possible at the design, planning and execution stages of the programme.
- Women 36. Women should be encouraged to participate in all non-formal education programmes. Besides imparting knowledge of health, nutrition, sanitation, family welfare and literacy, non-formal education for women should lead to the acquisition of income-generating skills. Non-formal education for women must provide opportunities for them to enrich their lives by an awareness of their roles and by socialization. Moreover men should be motivated to encourage participation of women in non-formal education.
37. The content of non-formal education for women should include knowledge of their legal rights.
- Support Services 38. In order to motivate both workers and learners in non-formal education to perform effectively, it is essential that they should be able to perceive their tasks as achievable. To this end it is important to ensure that support services such as transport, materials etc. are easily accessible at the necessary times.

Recommendations to Universities and Other Institutions of Higher Learning

39. Universities and other institutions of higher learning should see themselves as important participants in non-formal education. Ways in which they should participate include:
- (a) Formulating alternative entry qualifications to facilitate access to their courses by learners with non-formal educational backgrounds.
 - (b) Mobilizing their resources for their own non-formal education programmes and projects, and making facilities available for the programmes of other agencies.

- (c) Ensuring that participation in non-formal education programmes becomes part of the accepted activity of students and staff.
- (d) Training non-formal educators for their own and for other programmes.
- (e) Designing and carrying out their own programmes of research and evaluation in non-formal education and assisting similar programmes of other agencies. Research findings should be published in such a way that they can be readily understood and obtained by participants in non-formal education programmes.

Recommendations to Trade Unions

- 40. Recognised workers' unions should provide education for labour rights and laws, programmes for the improvement of skills, information about promotion opportunities and the provision of functional literacy facilities. They should also include in their programmes education for social justice not only in working relationships but also with regard to the less fortunate members of society in the unorganized sector.
- 41. Membership of women in workers' unions and in leadership roles should be encouraged.

Recommendations for Commonwealth Co-operation

- 42. The integral role of non-formal education in development demands that non-formal education should be more generally included in the work of major Commonwealth meetings on development, in particular those centred on education, youth, health, science and technology, and rural development.
- 43. The contribution that universities and other institutions of higher education can make to non-formal education should be on the agenda of the next Commonwealth Education Conference.
- 44. The value of regional co-operation - including exchange of information and regional workshops in non-formal education and other areas - requires serious consideration by Commonwealth member states and the Commonwealth Secretariat with a view to facilitating such co-operation among Commonwealth states on a regional basis and encouraging interaction with other regional bodies and non-Commonwealth national programmes. In particular the Commonwealth Secretariat should arrange seminars and workshops on a regional basis for personnel concerned with the direction and leadership of non-formal education for women. It should also assist regional workshops in specific areas of non-formal education identified as being critical by the region concerned.
- 45. The Commonwealth Secretariat is requested to refer the proposals for a Commonwealth Education Research Association made in the course of the Conference to an expert group with a view to formulating more considered and articulated proposals for consideration at the 1980 meeting of Commonwealth Ministers of Education.

46. The Commonwealth Secretariat is requested to convene a group of experts to consider in detail the proposals for multi-disciplinary teams, particularly from developing Commonwealth countries, to assist governments and other institutions in specific training, research, curriculum development and material preparation programmes for non-formal education. The group's report and recommendations should be included in the agenda of the 1980 Commonwealth Education Conference.
47. Consideration should be given to the establishment in an appropriate country of a Commonwealth resource centre for non-formal education which would link together research, training, and materials development.
48. The Commonwealth Secretariat should encourage governments to undertake studies of the administrative machinery for planning and implementing non-formal education programmes for women and should assist the exchange of these studies between the member states.
49. The Commonwealth Secretariat should identify a panel of resource persons who can be called on to contribute, on the basis of practical experience, to the development of non-formal education programmes in the Commonwealth countries. The panel should include persons from both government and non-governmental organizations, not overlooking those in the private sector.
50. In order to explore the practical experiences of those working in community-based non-formal education programmes for out-of-school groups, the Commonwealth Secretariat should organize an experimental seminar of community-level practitioners in non-formal education and communicate the results throughout the Commonwealth.
51. The Commonwealth Secretariat in co-operation with governments should make every effort to arrange and support training placements, study visits and attachments to non-formal education projects by small multi-disciplinary teams of key personnel as well as by individuals from both government and non-governmental organizations including the private sector. Among the purposes of these visits should be increasing the knowledge of non-formal educators about literacy and post-literacy programmes, the application of all types of media in programmes for new literates, non-formal education for women, the certification of non-formal education workers, and early childhood education, in countries where these matters are being successfully undertaken. In addition to such visits, the Secretariat should facilitate working exchanges of non-formal education personnel among Commonwealth countries to broaden and deepen their experience. Facilities should include publicizing opportunities for exchange, encouraging the provision of such exchange places and, where appropriate, providing CFTC finance in support of the participants.
52. Commonwealth and bilateral technical assistance, including where necessary regional and third-country training, should give due emphasis to the training needed by non-formal educators. The skills needed for support services include writing for new literates, correspondence lesson writing (including programmed lesson writing), script writing, illustration, animation, drama, radio and television production, photography, media management and evaluation, the manufacture, repair and maintenance of equipment including such basic education equipment as blackboards and chalk, and the distribution of books and other media.

53. The Commonwealth Secretariat should consider publishing a directory of Commonwealth agencies active in non-formal education.
54. The Commonwealth Secretariat should commission a series of monographs/case studies on specific on-going non-formal education programmes for children and adults and ensure that they are widely circulated.
55. The Commonwealth Secretariat should consider publishing a handbook for trainers and supervisors on the use of distance education methods for non-formal education programmes (i.e. the use in various combinations of correspondence courses, the press, radio and TV), and a handbook of on-going programmes of non-formal education for women in Commonwealth countries.
56. The Commonwealth Secretariat should collect national studies on the use of communication satellites for non-formal education in member states and make the studies available to the ministries of education and other interested institutions in member states.
57. As part of its clearing-house role the Commonwealth Secretariat should consider providing an information service on non-formal education to cover on-going projects, training and research in Commonwealth countries. The service should attempt to assist the exchange of reading materials suitable for new literates. In addition, part of its services should specifically be geared to the needs of non-formal educators who are working in difficult physical conditions. Among its tasks it could provide up-to-date information on relative costs, advantages and the length of life of fundamental media items including radio, cassette recorders, and small printing presses. It should also take account of the exchange of audio-visual material on programmes of non-formal education for development and assist member-countries to become aware of organizations which are producing materials for non-formal education.
58. The Commonwealth Secretariat is requested to make the facilities of the Australian Curriculum Development Centre known to member countries and, in conjunction with Australia and other interested member countries, to facilitate the use of the Centre.
59. In planning and undertaking activities in response to these recommendations, the Commonwealth Secretariat should co-operate closely with UNESCO, UNICEF, FAO, WHO, ILO and other international and regional agencies.

Recommendations to Funding Agencies

60. Efforts should be made by funding agencies to speed up and simplify their procedures for aiding non-formal education projects.
61. The Commonwealth Foundation should consider widening its programmes for professionals, to include those involved in programmes which cross professional boundaries as is the case with the non-formal education personnel.