Mobilizing Human Resources

Report of the Commonwealth Conference on Non-Formal Education for Development

New Delhi, 22 January–2 February 1979

Commonwealth Secretariat

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COMMONWEALTH SECRETARIAT

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Recall the face of the poorest and most helpless man you have seen and ask yourself if the step you contemplate is going to be of any use to him.

Will he be able to gain anything by it? Will it restore him to a control over his own destiny? Will it lead to self rule for the hungry and the spiritually starved? ...

Then you will find your doubts and yourself melting away.

From the Gandhi Talisman
at Rajghat

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INTRODUCTION

Since the Oxford Education Conference 21 years ago, there have been six Ministerial Conferences where schemes of Commonwealth co-operation in education have been reviewed and areas of priority action identified. The Specialist Conference held in between the Ministerial Conferences, is one such form of co-operation. The main objective of the Specialist Conference is to enable experts to examine subjects of immediate concern to member states for the purpose of clarifying concepts and identifying programme possibilities for action. The Delhi Conference on Non-Formal Education for Development was the eighth of these Specialist Conferences.

Given the fact that in most Commonwealth countries the desirable limits of public expenditure on formal education have already been reached and, in many countries, exceeded, and given the high proportion of unemployment and the constraints on access to education for the majority of the population of member states, the search for other avenues of manpower development merely recognizes the logic of reality; but it is also much more than that. In equally realistic recognition of the close integration between the needs of development and education, it was inevitable that a conference such as this, having interpreted development in terms of improving living standards, should devote itself to consideration of "education for the improvement of the overall standard of living of the most needy section of society - the deprived and the poor", the majority of whom live in the rural areas of Commonwealth countries. For two weeks, delegates consisting of academics and administrators in education, agriculture and rural development, health, and economic planning discussed the formulation and implementation of a variety of national programmes in non-formal education in all regions of the Commonwealth. This report and the conference recommendations reflect something of the enthusiasm and the urgency which marked the deliberations of the conference.

The proceedings of the conference were assisted by a large volume of lead papers as well as country reports as may be seen from the documentation list. Some twenty-three specialists, some of whom had written the papers for the conference, participated in the discussions in the different committees and contributed signally to the quality of the interchange that took place. In response to the general acclaim of the overall value of these papers, not merely to those who attended but indeed to a wider audience, they are being edited for publication as a separate document which, it is hoped, will be a useful source of information on non-formal education in the Commonwealth.

By focusing attention on a strategy for integrating education more closely with development, the conference itself showed a new awareness of the many implications of both formal and non-formal education for national development. Many delegates came to the conference to learn more about the subject and sharpen their ideas and concepts in the field of non-formal education. It would be fair to claim that everyone went away enriched by the experience of the discussions and the projects visited and certainly clearer in understanding of non-formal education. While it is still premature to assess its full impact, the commitment and urgency which were demonstrated throughout the duration of the conference and the range of recommendations for action, are certainly a valid index of its success in re-awakening national and

international awareness of the vast potential for overall development which non-formal education constitutes.

Many agencies contributed to the realization of the valuable interaction which this conference represented - the Commonwealth Fund for Technical Co-operation which financed the major costs of the conference, the Commonwealth Foundation, the Bernard Van Leer Foundation and the International Planned Parenthood Federation, which provided funds for the participation of a number of delegates and observers. To them all, and especially to the Government of India whose contribution as host enabled the conference to take place, we owe a debt of gratitude for their support. We trust that they will find in these pages satisfaction that their support was not in vain.

Rex E.O. Akpofure
Director
Education Division
Commonwealth Secretariat

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Background

The birth of the "non-formal" idea coincides with a fundamental review both of development strategies and of the educational policies which support them. The seventies have witnessed a world-wide search for educational alternatives. Increasingly these include a wide range of planned out-of-school educational programmes often for adults but also for those of school age who have been left out or who have dropped out of formal schools. This great variety of out-of-school alternatives has come to be known as non-formal education.

In many ways "non-formal" is a new label for long established activities. What is new is the recognition that such educational programmes as agricultural extension, literacy campaigns or health education are most successful when they are regarded not as separate entities but as part of the national development plan. Only then will they make the maximum contribution of which they are capable.

It was to examine the implications of the various issues involved that a Commonwealth Specialist Conference on Non-Formal Education for Development was held early in 1979 at New Delhi. The conference brought together a wide range of talent and experience from the major sectors of non-formal education and provided examples of the whole range of world development strategies and educational policies.

Participation, Learning and Change is an edited version of the conference papers and discussions, with a comprehensive commentary by Paul Fordham of the University of Southampton. It gives a more complete and up-to-date picture of non-formal education than is currently available elsewhere. Some of the papers are quoted in full; others are used as the basis for a discussion of the major current themes of non-formal education for development.

Lists for further reading and a bibliography bring the reader up-to-date documentary information. Illustrative case studies are given in every chapter.

The book provides both stimulation and guidance for non-formal educators in the important tasks which lie ahead. Development planners, institutions involved in research and in the training of personnel, and communicators will find this book particularly useful.

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CONFERENCE ARRANGEMENTS AND AGENDA

Background

Since 1960, when the need for the examination by specialists of the problems of teaching English as a second language was voiced by the majority of Commonwealth countries and the first specialist conference was organized by the Commonwealth Education Liaison Committee, member governments have agreed that such conferences represent a very valuable form of Commonwealth co-operation in education. Successive conferences of Commonwealth Education Ministers have identified areas of concern in which this method of studying a subject could assist member states in clarifying concepts and identifying practical programmes of co-operation. The reports containing the proposals of Commonwealth Specialist Conferences are given detailed consideration by the subsequent Ministerial conference at which programmes for action by the Commonwealth Secretariat are adopted.

To date seven Commonwealth Specialist Conferences have been organized. They dealt with Teaching of English as a Second Language (Makerere, Uganda,1961); School Science Teaching (Peradeniya, Sri Lanka, 1963); Education and Training of Technicians (Huddersfield, Britain, 1966); Mathematics in Commonwealth Schools (Port of Spain, Trinidad, 1968); Education in Rural Areas (Legon, Ghana, 1970); Teacher Education in a Changing Society (Nairobi, Kenya, 1972); and Materials for Learning and Teaching (Wellington, New Zealand, 1975).

Origins

At the Seventh Commonwealth Education Conference, held in Accra, Ghana, in March 1977, three subjects were identified as being suitable for the present Conference. These were (a) the integration of science and mathematics education with technical and vocational education; (b) curriculum planning and educational assessment; and (c) non-formal education. The Ministers agreed that the Commonwealth Education Liaison Committee (CELC) should, after due consultation with member governments, select the topic for the next specialist conference. Responses from governments announced at the meeting of the CELC in October 1977 indicated a consensus in favour of non-formal education.

A Working Party was set up by the CELC comprising the representatives of Australia, Fiji, India, Jamaica and Tanzania to make preliminary recommendations on the theme, aims, venue and other matters. Four meetings of the Working Party were held.

The first meeting of the Working Party, in April 1978, included, in addition to the aforementioned representatives of member countries, those Divisions in the Commonwealth Secretariat that are concerned with non-formal education, namely Food Production and Rural Development, Health, Youth Information, and Education. At this meeting, it was felt that experts in non-formal education should be involved in planning the conference. For this purpose a two-day meeting of a Working Group was held In London in June 1978. Dr. Malcolm Adiseshiah (India), Dr. B.L. Hall (Canada), Dr. Beryl Steele (Ministry of Overseas Development, Britain), Mr. Paul Fordham (University of Southampton) and Mr. John Bowers (University of Reading) participated in this meeting. Its report setting out proposals for the aims, objectives and agenda of the conference was adopted by the Working Party and approved by the CELC on 28 June 1978.

The main organizational features recommended by the CELC to member governments involved multi-disciplinary representation in national delegations, documentation comprising lead papers on the areas identified for examination supported by case study accounts, and a two-week structure. The first, which was to be diagnostic in character, would lead into the second, which would recommend a policy framework as well as projects and programmes for action. Preparations were therefore made on this basis.

The day before the Conference began, a Steering Committee, composed of heads of delegation, met at the Conference venue and approved the agenda and timetable of the Conference for the opening day. The Steering Committee also elected unanimously Dr. Malcolm Adiseshiah as Chairman of the Conference. A second meeting of the Steering Committee, held on 22 January, approved the agenda and timetable for the rest of the Conference.

Agenda

The approved agenda established the definition, scope and aims of the Conference in the following terms:

Definition of Non-Formal Education

Any organized learning activity outside the structure of the formal education system that is consciously aimed at meeting specific learning needs of particular sub-groups 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 Conference will concentrate on the problem of rural areas, in particular the "drop-outs", "push-outs", and "left-outs" of society, i.e. the unschooled and under-schooled children of school age, adolescents and youth, and the adult illiterates. Special attention will be paid throughout to the problem of non-formal education for women and the issue of co-ordination and co-operation at local, national and Commonwealth levels.

Aims

To assist member states to examine the contribution of non-formal education to development in the last five years and to identify the problems which at present impede it.

To assist in the development and improvement of existing programmes and in the planning and implementation of new programmes taking advantage of regional and Commonwealth co-operation.

Participants

One hundred and nine delegates from 27 Commonwealth countries participated. In addition there were observers from the host country, UNESCO, UNICEF, the IPPF, the University of Southampton, and the British Council. The deliberations of the Conference were assisted by 19 resource persons who had been invited to prepare lead and support papers for the Conference. A list of the conference documents and a list of the participants appear at the end of this report.

The participation of a number of delegates and resource persons was made possible by generous assistance from the Commonwealth Fund for Technical Co-operation, The International Planned Parenthood Federation, The Commonwealth Foundation and the Bernard van Leer Foundation. The Commonwealth Secretariat places on record its grateful appreciation of the co-operation received from these organizations.

Inauguration

The Conference, which was hosted by the Government of India and held in the Taj Mahal Hotel, New Delhi, was inaugurated on 22 January 1979 by Mr. Morarji Desai, Prime Minister of

India. His address and those of two other speakers at the ceremony - the Conference Chairman and the Commonwealth Assistant Secretary-General are printed elsewhere in this report. The Conference also heard an address given by Mrs. Renuka Barkataki, the Minister of State for Education, and a message sent by the Commonwealth Secretary-General and read on his behalf by the Conference Chairman. Later that day the Keynote Address was delivered by Dr. Robert Gardiner, formerly Executive Secretary of the UN Economic Commission for Africa.

The First Week

For the remainder of the first week, the work of the Conference was undertaken by eight committees. The topic for Committee 1, chaired by Dr. N. Haines (Australia) was "Motivation in Non-Formal Education". That for Committee 2, chaired by Mr. D.R.B. Grant (Jamaica) was "Content, Teaching and Learning for Children Outside School". That for Committee 3, chaired by Prof. E.A. Tugbiyele (Nigeria) was "Content, Teaching and Learning for Adult Illiterates". That for Committee 4, chaired by Dr. Beryl Steele (Britain) was "Evaluation and Research Components of Non-Formal Education". That for Committee 5, chaired by Professor N.O.H. Setidisho (Botswana) was "Multi-Media Communication in Non-Formal Education". That for Committee 6, chaired by Mr. T. Mulusa (Kenya) was "Interaction of Formal and Non-Formal Education. That for Committee 7, chaired by Mr. A. Wahiduddin (Malaysia) was "Continuing Education for New Literates". That for Committee 8, chaired by Dr. Chitra Naik (India) was "The Non-Formal Component of Other Development Services".

A Conference Bureau consisting of the Chairman, Secretary and Co-Secretary of the Conference, the Chairmen of the eight committees, and some of the resource persons and Secretariat staff, held daily meetings to review progress and exchange views. Advance planning for the second week of the Conference was undertaken by a small task force headed by the Conference Chairman. The Steering Committee also met on two further occasions to consider and approve the procedures for the second week of the Conference.

The Second Week

The first day of the second week of the Conference was taken up by plenary sessions at which the Chairmen of Committees 2 to 8 and the Secretary of Committee 1 summarized their Committees' deliberations, and consideration and approval was given to a draft report on the first week's proceedings.

For the next three days, the participants met in four newly constituted committees. Committee 9, chaired by Mrs. A. Dayanand (India) dealt with"Programmes of Non-Formal Education for School Drop-Outs". Committee 10, chaired by Dr. M. Selim (Bangladesh) dealt with "Programmes of Non-Formal Education for Adult Illiterates." Committee 11, chaired by Mrs. Joyce Robinson (Jamaica) dealt with "Programmes of Non-Formal Education for Women". Committee 12, chaired by Alhaji Kasimu Idris (Nigeria) dealt with "Co-ordination and Co-operation at Local, National and Commonwealth Levels". Meetings of the Conference Bureau were held as in the first week of the Conference.

The Conference ended with two plenary sessions which were held on the afternoon of Friday 2 February. During the first of them the chairmen of committees 9-12 reviewed their committees' deliberations, and the Conference considered the Second Draft Report containing the record of the proceedings of the four committees and 61 recommendations assimilated from all those proposed during the Conference. It was agreed (a) that minor additions and modifications should be made to recommendations 40,52 and 59;

(b) that the major recommendations directed to the Commonwealth Secretariat should be submitted through the usual mechanism to the next Commonwealth Education Minsters' Conference so that their priority could be determined; and (c) that in preparing the final report the Secretariat should abridge and rearrange the material contained in the two draft reports so as to eliminate repetition and overlapping, and indicate, where appropriate, significant differences of view. The Second Draft Report was then accepted unanimously.

The final plenary session began with a resolution of appreciation to the host country which was proposed by the delegation from Malawi, supported by the delegations from Australia, Cyprus, Dominica and Malaysia, and adopted unanimously. After the host country had responded, a resolution of appreciation to the Commonwealth Secretariat was moved by Sri Lanka and supported by Britain, Ghana, and Papua New Guinea. It, also, was adopted, and the Conference Secretary responded on behalf of the Secretariat. This was followed by a valedictory address given by the Commonwealth Assistant Secretary General and by a closing address given by the Conference Chairmen. The text of both addresses is given in this report.

The programme of the Conference included visits to non-formal education projects and a full complement of social events. The Commonwealth Secretariat is deeply indebted to the Government of India for the excellent contingent of staff seconded to the Conference and for the hospitality - both official and private - extended to the participants, and for the numerous courtesies which contributed to the success of the Conference.

OPENING ADDRESSES

1. Dr. Malcolm S. Adiseshiah (Conference Chairman)

First a word of warm welcome to all members of the Commonwealth attending this Conference who share a common set of problems and are here to learn from one another. To them I would say that it is appropriate that we meet here in India which has all the problems of development and non-formal education you have at home, and on top of all that some further problems uniquely her own. No other country could have provided a more comprehensive sampling and representative situation for our rendezvous than this one. I welcome, also, the representatives of the various organizations and agencies who are present here, and look forward to their help and support in our work and deliberations.

The Meaning of Development

Let me turn around our theme of non-formal education for development and begin by considering the meaning of the term "development" in the Commonwealth today. There are 900 million men, women and children in Commonwealth countries of whom 100 million live in rich countries and 800 million live in poor ones. At this level, development means a new international order which will narrow the economic gap between the two groups of countries. Next, within the Commonwealth developing countries themselves, 500 million people live in poverty and 300 million in relative affluence. For these countries development means ending this state of inequality and enabling the poor to develop an adequate standard of living. Moreover, in these same countries 60 million people are unemployed, under-employed or thinly employed, and 15 million young people are attempting to enter the labour force every year. Development for them means gainful employment, which in turn means employment at a fair living wage. In this year of grace, 1979, that we have solemnly proclaimed as the International Year of the Child, 150 million of our children below the age of eight exist in conditions of under-nourishment or malnutrition that prevent their intelligence from developing normally.

In such conditions development means providing adequate food for these children and their mothers so that Commonwealth citizenship will ensure their common wealth. Again, in our less developed Commonwealth countries, 650 million people live in the politically neglected, economically exploited and socially and culturally starved rural areas, while 150 million people live in relatively well-endowed urban enclaves. Development in these circumstances means some equalization of living conditions between our villages and our cities.

A Wide Ranging Concept

Now let me turn to the subject of non-formal education which, despite its apparent negativism, is a wide ranging, complex and powerful concept. It is wide ranging because it comprehends all learning outside of the formal system, and has no parameters of time and space. It can be classified in various ways. One of them is by age group in terms

of the non-formal learning organized for pre-school, unschooled and underschooled children up to 15 years of age, and that organized for youth and adults - unschooled,underschooled or needing new additional skills - in the age group 15 to 60. It can also be classified by the learning content involved, in terms of those organized activities where the major emphasis is on general education, and those where the content is mainly vocational.

The institutions and agencies involved in non-formal education are also wide ranging. They include federal, state and local government departments and agencies bearing various development labels such as agriculture, health, labour and employment, information and broadcasting, rural development, social welfare, industry and education; the political parties and their various cadres and organizations for youth, women, labour etc.; universities and colleges; banks and public sector agencies; private-sector firms; trade unions; and a host of voluntary organizations. Non-formal learning thus reaches out to pre-school children; to school and college drop-outs; to illiterate adults; to the unemployed and underemployed; to agricultural, farm, animal husbandry, fishery and forestry workers; to extension agents, health workers, family planning personnel, village-level workers, and adult education instructors and supervisors; to management personnel at various levels; to factory workers and workers in the unorganized sectors; and to the physically and mentally handicapped. In addition it encompasses a great variety of remedial, recurrent and updating courses including those in universities and national science laboratories, for scientists, engineers, technicians and university alumni.

This is certainly a wide-ranging canvas, which we cannot cover in a fortnight of work. And so at the preparatory phase of the Conference we decided in effect to restrict ourselves very largely to the education and training of school drop-outs and adult illiterates. There was a good pragmatic reason for this self limitation - namely the need to concentrate on the immediate short-term pressures faced by all of us in the developing world. I have a feeling, however, that another reason for this restriction is that, as educators, we are uneasy when dealing with the educational mandate that development, as I have described it, imposes on us. It is very tempting to escape from the cruel realities of inequality and injustice and confine education to teaching the three Rs. Thus, I recall that at the closing session of the annual conference of the Indian Adult Education Association a couple of months ago, the valedictorian - one of our leading agricultural scientists - listened with increasing puzzlement to the reports of the commissions of the conference. Turning to me he said "I thought that I was asked here to share my thoughts on how adult education can organize our farmers to formulate their projects in order to increase their productivity and incomes. Why, then, this exclusive emphasis on adult literacy?" I calmed him down and explained the "deformation process" that we adult educators suffer from. I am not sure that we will entirely escape that deformation at this Conference because so many of us belong to the noble or brahminical caste of "educators". But at least we can be conscious of the fact that we are dealing with only a part of the wide canvas that non-formal education is, and to that extent make sure to continue and fill out what can only be a partial beginning here.

A Complex Concept

Non-formal education is a complex concept, and in this it is like development. It is complex in that its learning content has to be improvised for each group of clients. It is complex in the multiplicity of techniques it uses, of which the teacher with the book is only one - and increasingly a marginal one. It is complex in that its end-products should be

measured not by pieces of paper called certificates, degrees and diplomas, but by such criteria as income generation for the millions who live below the poverty line, employment creation for the millions of unemployed, and the provision of protective food for the millions of children who are under-nourished. It is a part of the total education system and in that sense we must delve into the integration and harmonization of the formal, informal and non-formal components of the system. But I believe that an even greater imperative is to integrate non-formal education with the development system. For to me, an economist, there is an indelible link between non-formal education and development.

A Powerful Concept

Non-formal education is a powerful concept. Its power stems from its being, like all education,the source of knowledge which is power. But even more than that, non-formal education feeds back into our societies a rather grim and explosive power process by assisting the poor and down trodden majority of the people to organize themselves so as to end the state of injustice in which they have been forced to live. We can call this "dialogue and action", "conscientization", or, as in India, "redistributive justice". No matter what term we use, non-formal education is people's power - the power to change society and make it move towards the paths of justice, tolerance, understanding and charity.

The Aims of the Conference

I end with a reminder of the aims of this Conference. We meet together to assist member states to examine the contribution of non-formal education to development over the last five years and to identify the problems which at present impede it; and to assist in the development and improvement of existing programmes and in the planning and implementation of new programmes, taking advantage of regional and Commonwealth co-operation.

Bearing in mind the wise words we shall be listening to from the Prime Minister and the larger canvas that I have tried to trace, I have no doubt that the double aims of the Conference - to learn from each other, and to learn to serve a little better the deprived people we represent - will be achieved. I hope this can be achieved; I know it must be attempted.

2. Professor K. S. Murshid (Commonwealth Assistant Secretary-General)

Mr. Chairman, Mr. Prime Minister, Excellencies, distinguished delegates, ladies and gentlemen: it is my privilege, on behalf of the Commonwealth Secretary-General, to extend to you a cordial welcome to this Conference.

India's Heritage

India has long been a pioneer in the field of education. It is particularly opportune that this Conference should bring to India representatives of 27 Commonwealth nations, specialists concerned with non-formal education for development. For India's educational soil has always been fecund. Poet-teachers and sages, the popular arts and rituals, parishads or gatherings of learned and concerned people, not altogether different from the present assembly, are major features of India's educational history - of which the Mahatama's 'Naiya Talim' and Tagore's efforts at Sree Niketan constitute two resonant chapters. India's heritage is that of a great matrix of culture and learning; so much so that, in the midst of today's problems of development, in a vast land where the matter of scale can reduce so many good intentions to impotence India is still a matrix of bold initiatives, enterprise and commitment.

Specialists attending this Conference on non-formal education for development will find this nowhere more apparent than in the gigantic National Adult Education Programme, inaugurated on 2 October 1978, and intended by 1984 to provide adult education programmes for 100 million previously illiterate persons.

Problems and Solutions

It is well to remind ourselves of the scale that practical solutions to the problems of development can take. As we sit in conference for the next two weeks we must however remember that we have not come for one another's polite society - we have come to make a contribution to the solutions.

This was certainly the intention of the Commonwealth Education Liaison Committee as it set about developing the nature of this conference and its theme. The Committee intended that the conference should be multi-disciplinary, that this should be reflected in the collective efforts of five different divisions of the Commonwealth Secretariat besides the Education Division in preparing for the conference, and that this should be finally reflected in the range of participants from different Commonwealth countries and in the composition of the conference programme. Although we are "specialists" then, ladies and gentlemen, we are bound to develop our specific recommendations against the broadest background and considerations.

This is why, when we examine the conference papers, we find that we are already committed to a fortnight where we shall consider not only the scale of problems and their solutions but their detail. Talking of solutions, it is clear that these must be directly relevant, integral and achieveable in a finite context of resources and time. It is also clear that the precondition of success is a demonstrable relationship between effort and its material benefits as a means to at least minimal dignity for men and women too long without it.

This is by no means to denigrate the other objectives of education,namely the enlargement of knowledge and enrichment of the spirit, but merely to suggest that to treat the process of education, formal or informal, as a tranquil way out of the cruelties and inequities of existence, as a kind of ersatz "nirvana", is positively obsolete. Education has always been a means to power, variously exercised by privileged groups in society. Now in the changed context, it is for the development of the masses, and seeing that the true agents of their development are the people themselves, they must possess this power to transform their fate.

Motivation

Of all the questions raised by the background papers, some seemed to me fundamental. The question of motivation, for instance, is not simply one of public exhortation. There is, I think, overwhelming motivation on the part of those who are deprived to take advantage of any meaningful educational opportunity related to their needs. Motivation is in fact concerned with political will. Our governments must be ready and prepared to extend education (in this case, non-formal educational) opportunities. This is why it is opportune that this conference should be hosted in India - because of the availability of political will.

Political will is not itself a one-dimensional object. It must cut through what one background paper calls "bureaucratic imperialism" so that a range of government resources can be mobilized, so that governments in turn can be multidisciplinary in their approach.

In exactly this manner, I think we must beware of persuading ourselves that there is a single thing called non-formal education, and that there should be those who alone are non-formal educators. Non-formal education is not a profession but one part of a broader development process that demands the integration of all its parts. Non-formal education, therefore, is not just a replacement for formal education. Nor, to take a western view that is sometimes expressed, is non-formal education meant to be the harbinger of a dream-like non-formal society. Rather, it works towards the betterment of that society in which it exists by enabling those people afflicted by the problems of development to meet those problems. They are problems of attrition. Non-formal education is no single cure-all, just as, in more developed western societies it cannot by itself lead to a higher state of society and a new enlightenment of social intercourse.

Democratizing Research

Finally, in studying the conference papers I was particularly pleased to find an emphasis on the democratization of research. This advocates the removal of the distinction between the researcher and those who are researched, on the basis that each has much to learn from the other and that perhaps it is those who are being researched who hold within themselves the keys to proper and meaningful solutions. In like manner, the democratization of research is apparent in the fact that interest in the problems of development is no longer incidental to the well-funded research institutes of the North, but of central concern to the rapidly developing research institutes of the South.

This democratization of research, involving a shared humility to learn, lies at the heart of any philosophy of non-formal education.

Commonwealth Co-operation

This interchange of information, not only between North and South, but between one area of the South and another, has particular relevance to the work of the Commonwealth Secretariat, growing as it does from the emphasis of Common-

wealth governments. Since the first Commonwealth Education Conference at Oxford in 1959, through the succeeding Conferences at New Delhi, Ottawa, Lagos, Canberra, Jamaica, and Accra in 1977, this emphasis has stood out.

We look forward in particular, therefore, to your recommendations for future Commonwealth co-ordination and co-operation in the field of non-formal education, assuring you that your recommendations will receive careful attention within the Commonwealth Secretariat.

We anticipate that this conference will clarify many issues, and provide a structured balance between philosophy and action which will further Commonwealth co-operation.

It is by way of Commonwealth co-operation that this conference is now taking place. But assistance has come from many quarters. I place on record our gratitude to the Bernard van Leer Foundation, the International Planned Parenthood Foundation, and the Commonwealth Foundation for their financial support.

It is the Commonwealth context, however, that has most encouraged our assembly here. It was in the spirit of Commonwealth co-operation that the Government of India offered to host this meeting, and our thanks go to the Government and people of India for their generosity and care.

Mr. Prime Minister, I can only convey to you my deepest appreciation of your personal support. The encouragement that your presence brings to us is something that will benefit our deliberations in the two weeks ahead. In the midst of urgent preoccupations of state you have borne home to us the true importance and urgency which you and your Government attach to non-formal education for development.

Ladies and gentlemen, it is in this context that I welcome you to this conference.

3. Shri Morarji Desai (Prime Minister of India)

Mr. Chairman, Commonwealth Assistant Secretary-General, Minister of State for Education, delegates from all the Commonwealth countries, and friends. I am very happy that this Conference is held here in India, and I hope that you will find that there is much in this country to show the nature and significance of the problems of education and to give some keys to the solution of those problems.

This Conference is held to discuss the problem of non-formal education for development. I hope we don't get lost in a controversy over the definition of what is formal and non-formal education. Many times that is what has happened. This will not happen if we keep in mind the basic purpose of education. If that is agreed upon, I have no doubt that there will not be much difficulty in finding solutions for the various problems that each country of the Commonwealth faces in the matter of education.

The Purpose of Education

I believe that the purpose of education can only be one. It cannot be merely teaching people how to read and write, or education for arts or sciences. The real purpose of education should, in my view, be to enable every human being to know his own capacity and his limitations (for we all have capacities and limitations in different degrees) and also to enable him to get a proper sense of discrimination between right and wrong. For by understanding his capacity and understanding his limitations, he can reduce his limitations and increase his capacity to discriminate between right and wrong, seeking the right path and giving up the wrong path.

There are rare people in the world who do not require any education from anybody. They are people without any education - formal or non-formal - who acquire all the wisdom that is possible. They also guide the world, many a time in many things, but they do not require any help from anybody. They are not concerned with the work of governments; nor have governments any effect on them. But for all the rest of us it is necessary to have an instrument which enables us to understand and to develop our capacities in the right manner. That, in my view, is the purpose of education.

The education that is given in universities, colleges, secondary schools or primary schools may be called formal education, and all that is given outside those institutions may be called non-formal. But the purpose of both ought to be to enable a man to fulfil the purpose which I have tried to define, and it should continue throughout one's life till the end of life. Nobody can say that he is completely educated till the end of life: he has always something to learn, and learning in that way is non-formal education. Whether you learn it yourself or from others makes no difference. The purpose of education ought to be to enable a person to learn from everywhere. If this is done, the learning of arts and sciences will become much more useful to society and also to the person himself. After all, what is our purpose? As human beings the main purpose ought to be to help each other to be happy and in the happiness of all lies the happiness of everybody. If this purpose is

achieved, the person will be useful to society; and he will not be dependent on anybody. If education does not enable a person to have the confidence in himself to do what he has to do in life, and if it does not make him optimistic in facing the problems of life, I am afraid the purpose of education is not served. That is what is happening in this country, more than anywhere else. We are therefore engaged in revising our educational structure, the whole of it, in order to find out the best way of fulfilling the purpose of education through formal education and through non-formal education.

Literacy

Those adults who have not had the chance to get any education in schools are illiterate; they do not know how to read and write. Their number is large in nearly every country of the Commonwealth. It is no fault of theirs, but the fault of circumstances, if I may say so. They are handicapped because they do not know how to get knowledge, and they become a liability for future generations because they have no interest in the education of their own children. Therefore, adult education is very vital.

But what is adult education? Merely teaching reading and writing cannot be the sole purpose of adult education. That is only an instrument to be given to people in order that they can educate themselves. Literature can be published so that they can read it and think about it. That is one purpose of adult education. It must also see that the person who receives education is able to educate himself further than he could before.

Educating Ourselves

If we want to have proper education - and I hope this conference will enable us to do that - we cannot seek to educate other people and not ourselves too. The real teacher goes on educating himself. That used to be the ideal of this country but we have forgotten it today. We have got to recapture that spirit. This country will give you all the problems on earth - that is what this country's peculiarity is. No country has such a large variety of climate, men, religions, customs and castes and what not. but there is also unity in this diversity which has kept this country alive throughout the centuries. It had correct education at one time. We cannot forget it even if we want to forget it; that is the strength of that education.

Education, therefore, teaches us to know our own shortcomings and not only to find shortcomings in others. It is the key to make the whole of society happy and one, and that is why I attach such importance to this Commonwealth Conference. It is a miniature Commonwealth of nations; it represents nations from all continents, of all races, and of all stages of development from the poorest to the richest.

The Commonwealth can be the real basis of a future commonwealth of all nations, but that can happen only when we work as one family. I am therefore very happy that this Conference and various other meetings are being held in different parts of the Commonwealth, so that there is a feeling of oneness - of problems being tackled together which ought to be the purpose of the whole of humanity.

The Right Sort of Education

As I said, education can be the instrument to give us this capacity, but it has to be the right sort of education. That is what you have to grapple with in this Conference. Whether you call it non-formal or whether you call it formal education, all education must have the same purpose. Otherwise there will be a difference between the two, and you will make one more important and the other less important, and that will ruin all education. So if we say non-formal education is

what is given outside the school, and formal education is what is given inside the school, there will be no difficulty because that is an easy demarcation. But for both of them the purpose must be properly defined, and that is to enable a person to educate himself and not depend upon others; to fight the whole world, if necessary standing alone; to have self-confidence if he does what is right; and to give the same to other human beings. In my view we have to bring that out in every human being, and until we have arrived at that state of development, I am afraid we will not be able to contribute to the making of a proper human society. Our purpose should be to work for that, so that there is peace and not war and we all live to enrich our lives.

I therefore hope and trust that in your deliberations you will give some thought to what I have said. I do not say you should accept it. You are all educationists, and I cannot call myself an educationist, in the formal sense. In the non-formal sense, I am. In the formal sense too, I am qualified because I am the Chancellor of not one but several universities. I have taken the deepest interest in education though circumstances have so happened in my life that I have never been able to look after the portfolio of education in all my career of ministership. But now that I am Prime Minister I can dabble in everything. That is why you have invited me: otherwise you would not have invited me. But as I have said, my deepest interest is in education because that alone can solve the problems of a world which is threatened with destruction. Future generations will bless or curse us depending on whether we succeed or fail. I therefore earnestly request you to pay some consideration to what I have told you, and if you agree with some of it to find out solutions to these problems in a practical manner and not get lost in controversies.

As I have said, I have the deepest interest in the Commonwealth and its future. In my view this Conference is of the greatest importance, and I feel it an honour that you have invited me here. I have the greatest pleasure in inaugurating this Conference and thank you for inviting me.

KEYNOTE ADDRESS

By Robert L. Gardiner

It is well-nigh impossible to speak in global terms about non-formal education because of differences in resources endowment, levels of wealth and growth, and national idiosyncracies and traditions. However, I hope that the experiences we shall share here will be of some benefit to participants in this conference in serving the countries from which they have come.

The Challenge

Contemporary world opinion is that poverty is no longer necessary nor is it the inevitable lot of man. The scientific and technological achievements of our age reinforce the belief that it is possible to develop and sustain a poverty-free world. The key instrument for achieving this objective is the application of knowledge and skills to the resources at our disposal. However, there are limits to this optimistic opinion because known natural resources are finite, the rate at which we are consuming them is high, some of them are not renewable, and the population of the world is growing rapidly. To these physical limitations must be added human weaknesses and social and institutional constraints. I venture to suggest that life at all times has been a mixture of opportunities and risks not fully foreseen, as well as a challenge. The subject of this conference accepts the challenge and indicates that opportunities for acquiring knowledge and skills should be available to all sections of every community to enable them to contribute effectively to the fight for a better life in a better world.

This conference has been asked to search for ways of drawing rural areas into the mainstream of education and also of bringing people often neglected into the mainstream of economic growth. The President of the World Bank has spelt out the nature of the social, economic and political implications of the challenge in the following words:

> Some 800 million individuals continue to be trapped in absolute poverty; a condition of life so characterized by malnutrition, illiteracy, disease, squalid surroundings, high infant mortality, and low life expectancy as to be beneath any reasonable definition of human decency. Absolute poverty on so massive a scale is already a cruel anachronism. But unless economic growth in the developing countries can be substantially accelerated, the now inevitable increases in population will mean that the numbers of the absolute poor will remain unacceptably high even at the end of the century.

For the theme of this conference we could hardly have chosen a better venue than India where non-formal education has been used and continues to be used as an instrument for political, social and economic change. A great leader of this country - Mahatma Gandhi - used non-formal education to arouse political and social awareness and to stimulate the liberation of subject peoples throughout the world. Today we are to examine aspects of non-formal education which concern national development; that is, we are to find out how we can mobilize all

our human resources for the task of social and economic transformation. This will require us to pay particular attention to the rural areas where the bulk of the population lives and where the need to improve the conditions of life is greatest. It might be apt here to quote Gandhi who said; "Freedom and progress are fundamentally related to self-government and the economic regeneration of the villages ....."

Political and Social Awareness

Mentioning non-formal education as a means to stimulate political and social awareness might alarm some people; but it is a legitimate function of adult education to deal with the realities of life! In studying economics, adult classes have been concerned with the lot of the under-privileged, the conditions of life of the peasant, the struggles of trade unions, housing problems, factory conditions, and so on. In history, politics and world affairs, non-formal education tends to take a human interest in socially and politically oppressed people and their struggles to liberate themselves. From my own observation I know that, in the UK, workers' education classes dealing with the anti-colonial struggle are well-attended whether they be on India, the West Indies or Southern Africa. Even in dealing with literacy, technical and vocational subjects, adults recognise and value links between what they learn and their living experience. Apart from the precedents we know of, there is, surely, every justification for non-formal education not confining itself to vocational or material needs but seeking the broadening of minds and the understanding of life.

Increasingly, United Nations conferences on a variety of topics - such as the environment, population, international trade, food, technology, and human rights - are providing subject matter for national study and action. For instance, the estimates of the FAO Indicative World Plan for Agriculture Development, and the documents of the UN World Food Conference of 1974, point to a food shortage in the 1980s which will hit the under-developed countries very hard. In this respect what India has done in spite of natural disasters to reverse the downward trend and to sustain the growth of food supplies, should give countries similarly placed the necessary courage to act resolutely and quickly to help themselves. Scientists of India are forging and strengthening their links with agriculture, industry and economic and social development generally. The 63rd session of the Indian Science Congress drew up a programme of action which required every discipline to determine what and how it could contribute to integrated rural development. The massive effort in extension service which this programme envisages is best appreciated when one realizes that India has the world's third largest number of scientists, technologists and engineers.

Strengthening the Weak

Mobilization of the masses of any given country means making sure that every citizen is equipped to make an effective contribution to national development. This is why non-formal education focuses on the under-schooled and those who have never had any opportunity for schooling and training. In a modern society such ill-equipped persons are "marginal men" like shoe-shine and messenger boys, porters and beggars who engage in blind-alley occupations. As the computer, automation, robotics, and other labour-saving devices spread, there is a danger that dead-end occupations may increase so that more and more under-schooled and untrained persons become economic and social misfits who run the risk of being tools of the underworld or becoming members of it. In their own interest they need to acquire skills and in the interest of the community they need to be more productive. Already, one problem of under-development is enforced idleness; with so many tasks to be performed there are so few people

equipped to perform them! There is a correlation between the quality of a population in terms of skills and ability to produce, and the prosperity of that population. This is why current indices of economic progress include the percentage of literacy and the percentage of children of school age in school. In traditional societies the young followed their parents in the trades and activities of their village, acquiring skills and gaining familiarity with the folkways of their rural community. This system of growing up placed an emphasis on conserving tried skills and values; it suited a society which changed slowly - almost imperceptibly. But the communities and the target groups at which non-formal education aims today are already overtaken by social and technological change. The gap between them and those who have access to modern skills keeps widening. Developing countries are made up of several subsocieties at different stages of modernization - rural/urban, illiterate/educated, masses/elite, and so on. These differentiations cause conflicts of interest, and place some sections of a society at a disadvantage to others. This is not to suggest that traditional systems do not have their own serious economic and social contradictions. Non-formal education, by fostering informed opinion, strengthens the weak and vulnerable elements in the struggle for survival.

With increased facilities for travel, many young persons leave home without any skills or sense of values, and, in the shanty towns in which they find themselves, fall easy prey to unscrupulous town dwellers,becoming the thugs of political groups - the mob which agitators manipulate and the petty criminals who degrade society. By providing vocational training through departments of social welfare, church-sponsored organizations and voluntary bodies, it is possible to equip young persons with skills to permit them to be gainfully employed by the building, motor-mechanical, electrical and other trades.

In the past, when young parents did not migrate en masse to the urban, mining and industrial centres, the village community held together. Parents farmed, and grandparents took care of children. But this rural system has broken down because the grandparents these days have in many cases to farm and fend for themselves and have not the time to devote to children. Here I think we find our first area of requirement for non-formal education, the pre-school child. In some urban areas day-care centres are taking over the role formerly played by grandparents. However, the number of day-care centres is not enough, and governments face the problem of either diverting funds from the normal schooling system to support day-care centres or continuing to expand the primary schooling system. But the demand for normal schooling at all levels has been increasing to such an extent - some developing countries are already spending 30% or more of their national budget on formal education - that there is social and political resistance to any diversion of funds to non-formal education.

Out-Of-School Youth

Governments committed to universal primary education programmes for the age-group 6-14 years have found it difficult to keep to their targets. The figures released by international organizations show that for the whole world - allowing for population increase - there may be fewer children in school in 1985 than out of school. Opportunities for secondary and higher education are even more restricted and so there will be many who cannot be provided for by the formal education facilities. For these, non-formal education offers alternative opportunities such as mass literacy programmes; functional literacy schemes; evening schools; community education programmes; rural reconstruction projects; on-the

job training by public and private enterprise; teaching through radio and television; and correspondence courses.

Universal Basic Education

Because of the financial constraints and resistance to change, a study prepared for UNESCO has suggested that universal basic education in a variety of forms should be the top priority for educational policies in the 1970s. In my view, this suggestion is not a practical one. The assurance of universal basic education sounds democratic and equitable because it will meet the minimum learning needs of everybody. But the idea is fraught with contradictions. If basic education facilities are run parallel to the normal school system they will create a dual education scheme which will tend to institutionalize social and professional differences. If they are run in place of the universal primary school system there is no greater likelihood of sufficient funds being forthcoming to finance universal basic education than there have been for universal primary schooling. Within the framework of existing political, social and economic structures any attempt to change formal education will have to be the result of a deliberate decision - an act of political will.

The societies which developing countries seek to build are not to be characterized by dull, low-level uniformity. They require leadership strength at all levels. Indeed, the mistake which the Belgian administration made in the Congo - now Zaire - was to presume that with universal primary education a nation state could evolve gradually. When it was suggested that such an evolution might take some 30 years, the administering authorities were horrified by the short space of time allowed for such a radical transformation of social and economic conditions. In the end it took less than ten years! The developing countries are not isolated communities. They are affected by what happens around them, and the target groups for non-formal education make up the bulk of the citizenry of many states who feel the stress and strain of backwardness.

The Pre-School Child

As a result of the exodus of young parents from the rural areas, the need for non-formal education for the pre-school child is shifting to new growth centres. Government welfare departments set up or encourage the setting up of child-welfare-cum kindergarten centres near markets where mothers leave their children during busy trading periods. Day-care centres are also provided by some progressive employers and parents' associations. The advantages of these child-care activities include access to clinics, regular satisfaction of nutritional needs, promotion of hygienic habits, facilities for group games, and familiarization with toys as a prelude to the use of mechanical gadgets and processes in modern life. Such institutions however should be open to inspection to ensure that proper standards are maintained.

The School-Age Child

Proceeding age-wise, the next group that should be exposed to the benefits of non-formal education is that of the school-age child deprived of school. Though most developing countries have universal primary education on paper, the realities of the situation make it difficult for some of them to have even a 25% enrolment. This means that about 75% of young persons entering the labour force annually lack the knowledge, skills and attitudes necessary to make them productive citizens of their communities. The problems of this group could be best tackled by the provision of pre-vocational and apprenticeship training. Labour unions could well take an interest in the preparation of prospective members of their trades and ensure that trade tests are carried out at the end of their training period. Initiatives could be taken by counselling officers.

Youths Outside School

Youths outside the school system, roughly between the ages of 13 and 18, form the next group to be considered in relation to non-formal education. A distinction should in theory exist between urban and rural groups, but in practice youths of these ages hardly stay in the villages and are mainly to be found in the urban, mining and industrial centres. They should be made literate and taught such trades as carpentry, masonry, metal-working, blacksmithery, the repair of motors and machines, and modern agricultural techniques. Again, the question arises concerning the sponsorship and financing of these aspects of non-formal education. The problems of youth outside the school system affect primary and middle-school leavers as well. The idea of terminal points within the schooling system does not appear to be fully accepted or understood. Pupils from primary schools on taking the school-leaving examination expect to enter secondary schools or teacher training institutions, and, if they are not selected, consider themselves failures. From secondary institutions they expect to enter university, and again, if they do not gain entrance, they feel they have failed. This is a considerable source of wastage because the training of these young people equips them for many jobs and they should in fact be considered in the same light as university students who fail to obtain their degrees. Too much money - private as well as public - has been invested in these students for them to be discarded by a system which has no bridge between formal qualifications and real job requirements.

Because of the literary nature of the school curricula in most developing countries, young people lack useful skills like book-keeping, shorthand, office procedure and other requirements for secretarial and clerical work. As part of a process of vocationalizing formal education, school leavers as well as drop-outs should have access to on-the-job training in the practical skills needed in industry and modern life. Chambers of Commerce and industry could in conjunction with Ministries of Commerce and Labour make facilities available to supplement the skills of school leavers and other youths.

Some countries like Ghana, Kenya and Botswana have attempted to provide special training and opportunities for gainful employment to unemployed young people. Brigades have been established for builders, for agricultural workers on state farms and for construction workers on roads, drainage and well-digging. The intention was that after the members of these brigades had acquired skills and experience they could enter the labour market or be self-employed. The result of the brigades scheme has been rather disappointing in that most of them have continued as para-statal organizations and their members have remained permanent wage-employees.

Rural areas are at a disadvantage in their relations with town dwellers. They seem unable to protect themselves against retail sellers, produce buyers, landlords and money lenders. When essential commodities are scarce, rural dwellers pay higher prices than townspeople, sometimes even for items produced in the rural areas themselves. The collection and marketing system works to the advantage of the middleman rather than the consumer or the small farmer. It is recognized that bulk purchasing by groups which can keep full records and control distribution can help to bring down prices in the rural areas. In some countries co-operative and savings societies have helped to bring about improvement to farming methods, marketing produce, and providing access to credit.

Women and Girls

Too often formal education has taken the role of women for granted as being confined to the farm and the home. Mass education and community development have given more coverage to girls and women than the formal school system has ever done. In fact, it has brought girls and women into the very centre of integrated rural development programmes. The UNECA has established a special programme entitled "Women in Development", and a number of African governments have modelled portions of their national development plans on it. The thinking behind this has been summed up by a Catholic missionary who has worked in Ghana for over 30 years:

> All civilization stems from leisure ....
>
> Women should have the time and the energy to devote to bringing up their children; in an ideal world, too, their daughters should receive as much education as their sons so that in time they will be able to impart this knowledge to their own children.
>
> No society has flourished without a degree of female emancipation.

Nowadays women's tasks are more clearly defined - family health, food and nutrition, and home management - these being key elements in integrated rural development, and it is possible for special classes to be arranged to supplement whatever training and experience they get at home.

In West Africa women traders are actively engaged in marketing, commerce and home industries. Because there were few facilities for vocational training, the centres established by Social Welfare and Community Departments caught on not only in Ghana but in many other parts of Africa in offering courses in catering, food processing, secretaryship and accountancy. Apart from courses and vocational training centres especially designed for women and girls, all adult and extra-mural classes are also open to themas well as political and social organizations. In West Africa, too, market women participate effectively in elections and other political activities. A degree of basic education has become essential for them so that they may be able to exercise their vote knowledgeably, fill in their tax returns, keep their books and bank accounts and keep in touch with the world at large.

Extension Services

The U.S. Land-grant Colleges were established as power-houses of knowledge to equip, stimulate and encourage prospective farmers, and to undertake research and spread its results among farming communities. The colleges sometimes referred to as the Agricultural and Mechanical Colleges (A & M) provided training in the ancillary mechanical aspects of agriculture - construction, carpentry, foundry work, repair and maintenance of machines and motors. In developing countries, however, the farming community often has no means of providing such supporting services. As a result, produce does not reach the market easily and the price differential between the farm and the market is very wide.

The extension service departments of the Land-grant Colleges performed a teaching and supervisory role. Perhaps one of the most striking examples of success was at Tuskegee where under the leadership of Booker T. Washington liberated slaves were taught to start a new life of prosperity outside slavery. The "A & M" approach included whole families by providing home and farm extension services. The farms aimed at maximum output and the homes were expected to ensure that nothing was wasted. Fruit and vegetables were preserved; empty food and flour bags were made into sheets, curtains and clothing; barrels and empty wooden crates were made into furniture; and empty bottles and jars were used for storing preserved

foods. Household feeding and nutrition were taught as well as home management and environmental sanitation.

The U.S. Service system, as at present organized, seems too elaborate and costly to be copied by developing countries who do not have the financial resources or personnel to provide full geographical coverage. But is it necessary to have only professionals with university degrees as extension workers? Turkey,for instance, under Kemal Ataturk used non-commissioned officers being resettled from the army as agricultural extension and community group leaders. The most reasonable approach is for each country to determine the level and kinds of skills required and to engage the necessary personnel for the work to be done. The danger here is that excessive political pressure may be brought to bear to over-staff the service with untrainable persons.

National and International Examples

It seems to me that non-formal education for development is essentially an ideological or evangelical effort to create a responsive mass movement, and this calls for skill as well as commitment and dedication. The Scandinavian Adult Education built around the folk high schools took on an evangelical form with the organizers and participants attaching considerable importance to the "spoken word". It is claimed that changes in agriculture, living conditions in rural areas generally and the welfare state in Sweden, Denmark and Norway have their origins in this kind of non-formal education. In the 1940s UNESCO organized seminars and training courses in the Scandinavian countries to observe and discuss features of the folk high school systems which could be adopted in different developing countries.

In Japan non-formal education, especially in agriculture and industry, was part of a national movement to build a strong and prosperous nation. Experienced farmers, described as "veteran farmers" toured districts to share the secrets of their success with their neighbours. Farmers' associations met regularly to discuss agricultural problems and to visit demonstration farms to observe what industrious and successful individuals could achieve. I hope this conference will have an opportunity to learn about farm support services in India, to visit projects, and observe aspects of the Science and Integrated Rural Development Programme, the contribution of non-formal education to agricultural recovery and the spurt in industrial development of the last few years. The lessons learned and the experience shared will enable us to adopt and adapt successful practices in our various countries.

An experiment initiated by the Ford and Rockefeller Foundations in rice cultivation in the Philippines has led to the establishment of International Agricultural Research Centres in other parts of the world. These centres are concerned primarily with tropical food crops - until recently a neglected area of study. The International Institute for Tropical Agriculture in West Africa has a vigorous programme for improvement in yield and quality of food crops of the humid tropics. Other centres are the International Crops Research Institute for the Semi-Arid Tropics with headquarters in India; the International Centre for Maize and Wheat Improvement with headquarters in Mexico; and the International Livestock Centre for Africa, with headquarters in Ethiopia.

Apart from these research institutes the UN World Food Conference established the International Fund for Agricultural Development in Rome, and a World Bank Committee co-ordinates their activities. Already some developing countries, including India, have contributed research results to the International centres. Thus a network for a world-wide agricul-

tural extension service is coming into being and is already supporting non-formal educational efforts in developing countries.

A type of non-formal education which has been expanding as communication improves is correspondence courses. Perhaps this conference would find it worth-while to examine the arguments for and against the widespread use of correspondence courses. It seems to me a comparatively inexpensive and yet effective arrangement for non-formal education even though it follows the school system of awarding credits and certificates. External degree facilities have made it possible for determined students to secure university education. Commercial and technical institutions have also made it possible for vocational and technical courses to be taken in various countries. As the technical and professional communities in Commonwealth countries grow, such courses can be given locally, as for example in East Africa where a beginning has been made.

Literacy

Since the 1940s there has been intense international concern to eliminate illiteracy from the world. Leading the anti-illiteracy campaign has been UNESCO whose General Conference passed a resolution "considering the illiteracy of almost a thousand million of the world's inhabitants to be a disgrace to all mankind" and inviting the Secretary-General to provide "... for a considerable acceleration of the campaign against literacy, possibly contemplating a UNESCO Literacy Decade". UNESCO launched a large-scale Experimental World Literacy Programme aimed at one million adults, but its results were disappointing and the experiments have been considerably de-emphasised.

Doubts have gradually arisen about the claims for literacy as a key to modern knowledge and a tool for breaking the isolation and backwardness of rural communities. Literacy campaigns were found to be subject to a dramatically high proportion of drop-outs, and even successful completers of literacy courses often relapsed into illiteracy - perhaps because of the unavailability of sufficient reading material relevant to their needs and interests. It is now agreed that literacy is not essential to the goals of adult education, for example in extension services, vocational training, co-operatives and trade unionism. A re-appraisal of the claims of literacy has been made and as a result UNESCO's emphasis has been shifted from literacy to what is called "basic education" - an attempt to provide a functional, flexible and low-cost education for those whom the formal system cannot reach or has already by-passed. Basic education is expected to satisfy minimum learning needs for individuals as a threshold level for participants in economic, social and political activities.

The change of emphasis has removed one of the psychological and real barriers adults encounter in trying to "adopt modern behaviour and attitudes". Adults without illiteracy inhibitions tend to learn and to put what they learn into action much faster than young persons. They draw on their experience to watch for and avoid pitfalls. The substance of "basic education" can be communicated to, and inculcated in, adults faster and more effectively orally and in their own language - a feature noted by the International Commission on the Development of Education in its suggestion that education by radio had great possibilities. The new approach has called attention to drama, poetry, music and dance not only as subjects but as media for non-formal education.

The media offer opportunities for international co-operation in the provision of non-formal education. Films and radio

scripts for different age-groups and different communities can be exchanged. There is the Open University in the UK; Mexico uses the radio for language teaching and elementary education; out-of-school courses are offered by Radio Santa Maria in the Dominican Republic; several African countries have successfully broadcast radio farm forums. Already, television is taking into homes in developing countries a wealth of information which makes modern life one of continous learning. These innovations illustrate the role and scope of non-formal education. We need to take full advantage of every available means for satisfying the expanding learning needs of our growing populations and rapidly changing societies.

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.

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 purdah 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 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 achieveable. 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.

CLOSING ADDRESSES

1. Prof. K. S. Murshid (Commonwealth Assistant Secretary-General)

Mr. Chairman, Delegates, Observers, Ladies and Gentlemen:

I think it bears repetition that we have been extremely fortunate in having Delhi as the venue of this remarkable conference. The Government that presides at this ancient capital has been gracious, the climate marvellous, the hospitality spectacular and delicate, the co-operation at all levels, of an order that wins the warmest gratitude.

The Prime Minister of India, who was with us for the inauguration of the conference, left with us the stimulus of a vision of education whose end is an independent, truthful, fearless, socially useful man, in possession of his true potential, finding his happiness in the happiness of all. The Education Minister and his other colleagues in the Government gave the conference firm support not only by their physical presence but by identifying themselves with its objectives. To all of them the conference is indebted.

We have also other debts. Dr. Robert Gardiner delivered an illuminating Keynote Address as well as practised a bit of gentle evangelism on behalf of an idea which seems to have acted as leaven on the minds of fellow delegates. A great deal of the intellectual groundwork of the conference was laid by the lead and support paper writers. We owe them thanks. If these persons contributed to the intellectual regime of the conference, there is another group of men and women who provided indispensable and invaluable operational support. They include the seconded staff of the Government of India and the administrative and editorial staff of the Education Division of the Commonwealth Secretariat who in performing their duties set impossible standards of devotion and hard work. I gratefully acknowledge their contribution to the conference.

I must pay special tributes to the Secretary and Co-Secretary of the conference whose imaginative planning and well co-ordinated effort have been a large factor in its smooth conduct.

The Conference however owes its largest debt to you, Mr. Chairman, who guided its proceedings with such ability and wisdom. You helped set its conceptual framework as a member of the working party. You have obliged us to keep steadfastly before our eyes, throughout the conference, your deeply felt view of non-formal education as a process of learning and a way of changing the economic and human status of the poor and the deprived. Your charm, your tact, your courtesy, your method of flexibility which gave away little or nothing, will be remembered. Above all, whether in a committee or a plenary, you were in command, and one felt that with you somewhere in the Taj, smoking your pipe, all was well with the conference!

Sir, a moment ago I described the conference as remarkable. It has indeed certain remarkable features. My colleagues on the staff of the Commonwealth Secretariat assure me that

this has been the hardest working conference they can remember. In part this reflects the previous commitment of the delegates to the cause of non-formal education. But there seems to be more to it than that. The conference developed a momentum of its own, transforming personal enthusiasm into co-operative endeavour which demanded and received the best each individual participant could offer. The delegates addressed themselves to their task with a seriousness and professional competence that fully bore out the 'specialist' character of their undertaking while their feeling of urgency and human care far exceeded the bounds of pure professional concern.

In the event, we have, in the report approved by the conference, a corpus of far-ranging ideas, programmes, and recommendations for action, which is bound to engage the attention of policy makers and planners for human development. I felicitate the conference on this valuable piece of work. It has helped to clarify the relationships between formal and non-formal education in ways which, I am sure, those administering formal systems will find particularly useful. It has proposed linkages between educational programmes for children and those for adults, giving practical expression to the universal aspiration for life-long education. It has also raised sharply the question of reward and recognition, in terms of wages and social status, of the non-formally educated citizen and posed it before governments which are the largest employers. The implications are rather explosive even for the converted. This therefore is no bland document.

The conference addressed a number of its impressive body of recommendations to the Secretariat. Mr. Chairman, if you would permit me an aside at this stage, I recall the good Malaysian gentlemen who took on the vocation of pregnancy amid protests from a lady from this assembly. Such is the stuff of which heaven is made, that there are some who are not free to conceive, only free to undergo the agony of pregnancy. We are therefore permitted the equally unsatisfactory role of a catalyst, and when the Secretariat is referred to as a catalyst, a medium which causes change in curious and often contrary substances without itself changing, the overtones of the metaphor make me feel rather sad.

Surely we cannot be at a conference on non-formal education and not feel the desire to change which is what it is all about. We by no means look upon ourselves as a perfected frozen structure. A strong impulse towards change, which would mean fresh responsibility for the Secretariat, would therefore be for us a most welcome opportunity and a challenge.

The demands implied in the recommendations vary: most seem to be within our current terms of reference and competence; some would clearly depend on more resources than we now possess; while one or two would, as you anticipated, require study and exploration and, perhaps, appropriate mandate. These recommendations, I must stress, have behind them the weight of a specialist conference on the subject of non-formal education for development held at the express behest of the member governments of the Commonwealth. These, I should like to assure you, will therefore receive the most serious attention of the Commonwealth Secretary-General.

It will, I hope, be no transgression to say that the Commonwealth has through this conference acknowledged the importance of non-formal education in development and accepted the application of co-operative endeavours, which lie at the heart of Commonwealth activities, to the solution of

problems of governmental and non-governmental agencies. It is now for you to build on this acknowledgement and turn your decisions into programmes and action at the national level where your effort and political will alone would determine your success.

We met in India, a country of awesome problems and grand initiatives, as acutely conscious of its past as of its present, a country whose beauty has been deepened by suffering and whose grandeur encompasses historical achievements as well as a bold acceptance of current challenges. I see the value of the deliberations you have had in this stimulating setting, which illustrates and illuminates many of your own problems, in the interaction between individuals, groups, and agencies of different backgrounds and the resulting mutual enlightenment and collective wisdom. This wisdom is perhaps superior to your individual wisdom and is likely to stay with you as a guide to your action and a means of influencing decision-makers at the political level in your country.

I am aware, Mr. Chairman, ladies and gentlemen, that I have not yet struck a valedicatory note and that it is appropriate that I do so as we part after fifteen crowded days of exhilarating collegiate work. I cannot say goodbye to you in the words of John Donne, the seventeenth century English poet, who once consoled his dear wife on the eve of a separation by saying: "Think that we are but turned aside to sleep." Clearly, this is not permissible! May I however recall on this occasion the great words of the Buddha who said to his disciples as he lay dying: "Be a lamp unto yourselves and work out your salvation with diligence." We together have lit a lamp here which will light our way. And we also need diligence, at home and abroad, in every part of the Commonwealth, the diligence of unsleeping awareness and effort on behalf of a cause whose fulfilment depends so much on the integrity of thought and action commended by the Buddha.

2. Dr. Malcolm S. Adiseshiah (Conference Chairman)

We have now come to the closing moments of the arduous enterprise we put our hands to a fortnight ago - though for some of us it was three months ago, for others six months ago, and for the Secretariat a year ago.

My first task is to associate myself with the expressions of deep-felt thanks already given to the Government of India for its warm and generous hospitality, to the Indian delegation, and to those working behind closed doors who ensured that our documents were reproduced and our needs promptly served. Our thanks go out to all the men and women who worked so hard and so successfully to make us comfortable, contented, and able to get on with and finish our work.

My second duty is to associate myself with the gratitude expressed to the Commonwealth Assistant Secretary-General and the Secretariat for giving us the opportunity of exchanging views on what is an important problem for us all and for enabling us to arrive at what I have called a "storehouse of collective wisdom" which will be the penumbra of our individual and national efforts in the days to come.

My third duty is to thank the heads of delegation for the kind and generous support given to me, the Commonwealth Assistant Secretary-General and the Secretariat for the day-to-day organization and running of the conference and the twelve committee chairmen and secretaries who guided us and built for us the storehouse of collective wisdom which is the main conference result.

Now what do we have to show for all this generous hospitality, this hard and devoted labour, and the agreed conclusions which I call collective wisdom? My answer is that there have been three results as far as I am concerned.

The first is a set of ideas. We have realized that non-formal education, like development, is to do with people. We once thought that development was increased GNP; we once thought that education was what happened within the four walls of the school or university. We now know that development is reducing poverty and unemployment and fighting inequality, of which poverty and unemployment are simply an outflow. We now know that somehow the poor, the deprived, the backward and the socially weak have got left out of our schools, and that it is their learning, not what happens in the school, which is education. It is to describe this socially and humanly important learning system that we have coined the ugly word "non-formal" education.

Second we have grappled with the issue of the politicality of our mandate as development educators. What is political in our mandate? Here I have noticed a number of tendencies. To begin with, as I also found in UNESCO, I have detected a trend that when we do not like something or someone, we say it/he/she is "political". We recall that we are educators and therefore should not be concerned with this unclean thing, the political issue. On the other hand we have also come to the uncomfortable realization that education is not politically neutral. It is an active supporter and faithful reflector of the status quo in society. If the status quo is predominantly unequal and unjust, and it is increasingly so, education will be increasingly unequal and unjust and there will be no place for non-formal education to improve the conditions of the poor. If, however, the society is moving in an egalitarian direction, then non-formal education can and will flourish. And so it has been borne in upon us that we had better examine fearlessly the political implications of our proposals, programmes and positions. There is a need for a common political consensus where we have multiple political parties, and a concordance between the party and the people where we have the uni-party system. What emerges is the need for a political will for non-formal education to enable it to get on the development map of the country and play its proper role.

Third, there has been a epistemological exercise as we have gone about clarifying certain concepts: non-formal education, what it is when expressed positively; development services, what they are and how they are part of non-formal education; democratization of education; and participatory research. Something more than a pure academic stand is called for. There must also be a non-academic personal, social and political commitment - an identification with the poor as shown in the lives of Mahatma Gandhi, Vinoba Bhave and many other such great spirits in Asia, Africa and the Caribbean.

A fourth idea is that education is not teaching - which is merely instrumental and not the only instrument at that - but learning. This is the conceptual bedrock on which non-formal education rests. In non-formal education programmes for all but very young children, it is the learning techni-

ques - the capacity to learn how to learn on which success or failure is judged. The teacher in non-formal education disappears and is replaced by the facilitator, the animator the worker. Non-formal education thus replaces the vertical hierarchical arrangements which education has come to represent by a horizontal structure in which all are learning from each other.

The second broad carry-over from this Conference is the Programme we have forged.

I have no hesitation in describing it as being of a quality I have rarely come across in a conference of this size. It has been established on the basis of quite detailed and high-level discussions, careful preparation by our resource persons and the Secretariat, and by a process of mutual consultation at this Conference. It is worked out at various levels: spatially (mini micro at the village or small town level, micro at the district level, and macro at the state and/or central level); age-wise at our varied clients - children, adolescents, adults; sex-wise at women and girls; in terms of occupation at farmers, fishermen, small industry workers, and so on. It involves problems of entry and re-entry,certification and rewards, and co-ordination between formal and non-formal systems and between non-formal education and development. It advocates using teaching technology and learning media in single, group or multi-media combinations. It incorporates, at all levels, the relationship between all these and employment on the one hand and cultural life and spiritual values on the other.

For me, the real innovation of the programme we have adopted is the education of the school drop-out, about which we in the Commonwealth and the Third World generally have little or no expertise. We have built up a long and impressive experience and tradition in the area of non-formal education for adults. But we are at the starting stage as far as non-formal education of the school age group - the drop out, the push-out and the left-out - is concerned.

Taking the age-group up to year 18 and using UNESCO statistics, I compute that in the developing Commonwealth countries 120 million children are actually in school, and a further 120 million are drop-outs, push-outs and left-outs. It is about the learning facilities for this latter group of deprived future citizens that non-formal education is concerned. In the past we have assumed that if we can make our schools more attractive, improve the curriculum, make the teachers sympathetic and their teaching methods relevant, and feed the children at mid-day and give them free books, we can get them all in school. We have tried all this in Asia, Africa and the Caribbean and we are still left with the problem of 120 million children out of school. Hence our programme of non-formal education for the drop-outs. It is not yet a strong programme because we have little expertise and experience in this area. It is static because we are just making a start. But it makes urgent and explosive demands on us because it concerns our children and youths and their learning.

The second insistent demand of the programme we have formulated is that it calls on us repeatedly to co-operate amongst ourselves within countries, between countries, and on a pan-Commonwealth basis with the Commonwealth Secretariat as the focal point, on various means and methods to push this programme forward and accelerate its execution. We have watched with fascination Jamaica offering to join other countries in developing education research and training programmes that would spread over all the Commonwealth. We have also admired the offer of Australia to modernize

and computerize documentation services which can serve non-formal education in the Commonwealth. Many of us have asked that India, which seems to have everything in the way of problems as well as being a sophisticated laboratory of solutions and attempted solutions in non-formal education, should be the concrete embodiment of this co-operation. In this regard the wise comments of the Commonwealth Assistant Secretary-General on the way forward are apposite. It is only in co-operation with one another that we will see our problems more clearly, become stronger and avoid collective pitfalls and failures.

The third outcome of the Conference is the personal friendships we have formed, the human encounters we have enjoyed, and the human faces that will remain enshrined in our minds. I have always found that when the resolutions, the recommendations, the minutes, the report, and all else are forgotten the human relationships established at a conference, and the friendships we formed there remain indelibly in one's memory. In this connection, I shall carry with me memories of Professor Murshid remaining ever cool and calm;Rex Akpofure dominating his universe in his quiet and effective manner; Miss Singh being all-present everywhere; Dr. Gardiner creeping around quietly dropping intellectual bombshells; Dr. Daswani stepping in quickly and effectively to man the breach caused by his Chairman's illness during the first week as Mrs. Rahman did during the second week to replace Mrs. Robinson; Mr. Tlebere whose calmness and intellectual and spiritual clarity shook us up; and Mr. Dodd whose quiet counsel was valued by us all. These long-lasting human images are the most precious gift of the Conference.

And so we go home to our universities, offices and institutions. The hopes with which we started this Conference - expressed in the Commonwealth Secretary-General's message and the opening addresses given by the Prime Minister, the Assistant Secretary-General and Robert Gardiner - have now been concretized in the programme we take home with us. On its full, free and faithful execution depends the development of the Commonwealth developing countries. That is the call I place before you as we now part.

CONFERENCE DOCUMENTS

GENERAL

CCNFED/GENERAL	Provisional Conference Agenda Timetable List of Documents
CCNFED/ SECRETARIAT	Overview of the Existing Situation
CCNFED/SUMMARIES	Summaries of Committee Papers
CCNFED/KEYNOTE	Keynote Address - Robert H. Gardiner

COMMITTEE PAPERS

COMMITTEE 1	MOTIVATION IN NON-FORMAL EDUCATION
CCNFED/1/L/1	The Political Will in Non-Formal Education - Dr. Andreas Fugelsang
CCNFED/1/L/2	Structural Change and Transformation - Dr. M. K. Bacchus
CCNFED/1/L/3	The Involvement of Learners - Mr. E.P.R. Mbakile
CCNFED/1/S/1	"Laedza Batanani" - Motivation Through Folk Theatre - Messrs. Ross Kidd and Martin Byram
COMMITTEE 2	CONTENT, TEACHING AND LEARNING FOR CHILDREN OUTSIDE SCHOOL
CCNFED/2/L/1	Non-Formal Education For Children Outside School - Rev. Sister Catherine McLevy
CCNFED/2/S/1	A Fijian Alternative to Formal Schooling - Mr. Nelson H. Delailomaloma
COMMITTEE 3	CONTENT, TEACHING AND LEARNING FOR ADULT ILLITERATES
CCNFED/3/L/1	Content, Teaching and Learning for Illiterate Adults - Mr. John Bowers
CCNFED/3/S/1	The Role of the Media: Integration of Literacy into Specific Group Interests - Mr. K.A.P. Brown
CCNFED/3/S/2	Non-Formal Education for Health - Commonwealth Secretariat
CCNFED/3/S/3	Some Aspects of Non-Formal Education in Agricultural and Rural Areas - Commonwealth Secretariat
COMMITTEE 4	EVALUATION AND RESEARCH COMPONENT OF NON-FORMAL EDUCATION
CCNFED/4/L/1	Integration of Research in Action Programmes - Mr. Yusuf O. Kassam

CCNFED/4/L/2	The Democratization of Non-Formal Education Research in Commonwealth Nations - Dr. B.L. Hall
CCNFED/4/L/3	No Education is Neutral - Mr.A. Etherington
CCNFED/4/L/4	Research on Literacy and Work Among the Rural Poor - Mr. K. King
CCNFED/4/S/1	Action Research in Communication - Botswana and Malawi - Messrs.C.Garforth and D.Warr
COMMITTEE 5	MULTI-MEDIA COMMUNICATION IN NON-FORMAL EDUCATION
CCNFED/5/L/1	Multi-Media Communication in Non-Formal Education - Mr. Robin Twite
CCNFED/5/S/1	A Group-Based Radio Project in Consumer Education - Miss Meena Seetulsingh
COMMITTEE 6	INTERACTION OF FORMAL AND NON-FORMAL EDUCATION
CCNFED/6/L/1	The Interaction of Formal and Non-Formal Education - Mr. Paul Fordham
CCNFED/6/L/2	Interaction of Formal and Non-Formal Education - Mr. J.P. Naik
CCNFED/6/S/1	Study Service - A Practical Interaction of Formal and Non-Formal Education - Miss Diana Fussel and Mr.Andrew Quarmby
COMMITTEE 7	CONTINUING EDUCATION FOR NEW LITERATES
CCNFED/7/L/1	Continuing Education for New Literates: Redefining the Problem - Mr. Manzoor Ahmed
CCNFED/7/S/1	The Folk Development Colleges Programmes in Tanzania - Mr. Yusuf O. Kassam
CCNFED/7/S/2	Continuing Education for New Literates - Mr. Kobina Asiedu
CCNFED/7/S/3	Continuing Education for New Literates with Reference to the Jamaican Experience Mrs. Joyce L. Robinson
CCNFED/7/S/4	Non-Formal Education in a Rural Re-Settlement Scheme - Mr. Manaso Lasaro
COMMITTEE 8	THE NON-FORMAL EDUCATIONAL COMPONENT OF OTHER DEVELOPMENT SERVICES
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