Education and the Community

Partnership for Development

Report of a Commonwealth
Regional Seminar/Workshop
Cook Islands, 8-22 September 1976

Commonwealth Secretariat

EDUCATION AND THE COMMUNITY
PARTNERSHIP FOR DEVELOPMENT

REPORT OF A COMMONWEALTH

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OBJECTIVES
OF THE SEMINAR/WORKSHOP

1. To relate education and community development more closely together in an effective partnership and to examine ways of implementing this policy.

2. To identify problems and possible solutions to governments whose school-leavers cannot find employment to their liking and, therefore, leave the rural areas or emigrate altogether.

3. To consider new approaches that make young people, both in and out of school more aware of what they can achieve through self-help or other activities within their own community.

4. To encourage the community to concern themselves more with the education of their children - not only by helping in the construction of school buildings or participation in school management - but by coming into the schools to communicate their experience and skills to the pupils and by creating other opportunities for learning, outside the school situation.

5. Through regional and Commonwealth co-operation, to plan the development of pilot projects in the spirit of these objectives.

6. To produce a guide on the techniques of introducing these new approaches to education and the community.

INTRODUCTION

The Commonwealth Pacific Regional Seminar/Workshop on "Education and the Community: Partnership for Development" was organized in the Cook Islands by the Commonwealth Secretariat, in response to the growing concern, not only in the Pacific Region, but throughout the world, about the way in which education programmes can be tied more closely to the goals of national development. It was the first time that the relationship between education and community development had been given detailed examination at a Commonwealth meeting.

Particular attention at the meeting was given to community participation in education, ways of adapting education in response to present and future needs, out-of-school education and changes in agriculture and industry to absorb school leavers. As an integral part of the programme of the meeting, participants from each country designed one or two projects related to the themes discussed, so that on return home some of the principles and ideas which arose could be put into practice.

The Seminar/Workshop was a co-operative venture between the Education Division of the Commonwealth Secretariat and the Commonwealth Youth Programme. Funds for fares and other expenses were provided by the Commonwealth Fund for Technical Co-operation and the Commonwealth Youth Programme. It was the first time that such a joint project had been undertaken.

Delegates at the Seminar/Workshop came from twelve Commonwealth countries in the Pacific region: the Cook Islands, Fiji, the Gilbert Islands, the New Hebrides, New Zealand, Niue, Papua New Guinea, the Solomon Islands, Tokelau Island, Tonga, Tuvalu and Western Samoa. In addition, one participant came from American Samoa, as a guest of the South Pacific Commission. The South Pacific Commission and the University of the South Pacific were also represented.

The Commonwealth Secretariat is grateful to the Government of the Cook Islands, and in particular to the Ministry of Health and Education, for hosting the meeting. Special thanks are due to the Chairman, Mr. Ngereteina Puna, who steered the sessions so ably, Mr. Tere Tangaroa, the Assistant Seminar Director, and to our consultants and the observers who also contributed effectively to the work of the Seminar.

SEMINAR/WORKSHOP RECOMMENDATIONS

The recommendations that follow are directed at governments, regional organizations and the Commonwealth Secretariat. Others are included in the body of the report. It is realized that some of the recommendations are already being carried out by some governments and international organizations but it is hoped that those which are not yet doing so will consider implementing them. Some of the recommendations apply to national governments and others to international organizations.

Recommendations to Governments

1. Governments should review national education systems, if necessary with assistance from international and regional bodies, to ensure that the planning, implementation and operation of their education programmes are integrated with local and national development goals. Special attention should be given to the need to educate young people to become active members of the community while also preparing them to live full and satisfying lives in a changing world.

2. In order to secure and strengthen both community participation in education, and school participation in community programmes, governments should formulate, and disseminate widely, national education policies and plans. Maximum use should be made of all possible community structures, and all available media, including those which might be developed through satellite technology.

3. Efforts to make curricula more relevant to national goals should be co-ordinated and closely integrated with national plans for social and economic development, especially in the field of rural development and community service programmes.

4. Governments should review how community service programmes among young people, such as national youth service schemes, vacation work forces, and village youth groups, can contribute to the achievement of national goals, and where appropriate, should support and encourage the development of such programmes, especially those which aim at 'self help'.

5. Governments should draw the attention of all departments and ministries to ways in which community service programmes for young people could contribute to their work and the achievement of their goals.

6. Given the many agencies, both governmental and non-governmental, working at local and national levels in the field of education, governments should establish a national-level co-ordinating machinery in order to avoid unnecessary duplication or overlap of projects and to ensure effective use of available resources.

7. Governments should find ways of improving information exchange both within and between themselves and other agencies:

(a) By devising systems to ensure that information they receive from other bodies is transmitted to persons who might need or use it at school as well as national level.

(b) By compiling and distributing basic mailing lists to such agencies as the Commonwealth Secretariat and international organizations, so that appropriate publications can be sent direct to interested and concerned persons.

8. Each government represented at the seminar is requested to consider how the project proposals developed at the meeting can be implemented to support or strengthen its own efforts to bring about educational change.

9. Governments should review the resources available from regional Commonwealth and international agencies in support of the above recommendations.

Recommendations to the Commonwealth Secretariat and other Regional Organizations

10. The Commonwealth Secretariat and the South Pacific Commission should work more closely together to extend and improve existing information exchange services in the region, especially in relation to education, youth programmes and community development. In line with this a positive effort should be made to gather and disseminate information in a useful format, possibly by a specific assignment to set up and run a clearing house operation.

11. There is a special need for a programme to arrange attachments for programme personnel to work for three to four months in a relevant programme in another country, particularly within the region, in order to gain insights into practical aspects of programmes.

12. As far as possible, inter-governmental agencies should give higher priority to providing funds for programme development and to training, and lower priority to provision of experts.

13. Commonwealth, regional and international agencies should be in constant consultation and, as far as possible, should avoid unnecessary duplication.

14. The South Pacific Commission should consider a follow-up seminar in two to three years time, when progress made in implementing the project proposals could be examined.

15. The Commonwealth Secretariat should step up work on its programme of Education about the Commonwealth, and disseminate it to Commonwealth and non-Commonwealth countries in the region.

SUMMARY OF DISCUSSIONS

EDUCATION AND THE COMMUNITY

On the basis of a detailed study of community participation in education in the Cook Islands, combined with discussion of their own experiences, participants considered how community participation could help in responding to the major educational problems facing the Pacific region.

Common Problems in Education in the Pacific Region

Among the crucial problems in education the following were felt to be the ones where a closer relationship between education and the community would be especially beneficial:

(a) Many parents have, for their children, aspirations which are neither in line with the aims of national policy nor realistic in terms of national situations. In particular, many parents want their children to obtain white collar jobs, and see schools as a means of achieving this. At the same time, very few parents have anything to do with the work of the schools, especially in the academic context.

(b) Many children, when they leave school, are untrained to live and work in their local communities. Often the only opportunity they can see for using the education they have acquired is to leave their homes and seek work or further education in New Zealand or elsewhere. This has left many island communities threatened by loss of numbers, loss of labour and loss of talent. Those who stay behind are prepared for the realities of life in their own communities.

(c) Many of the education systems which exist in the region are imported, and carry with them inherent values and life styles from the countries of origin. This situation contributes to the rift between school and community, a problem which becomes more acute when two inherited systems of education exist alongside each other as in the New Hebrides.

Community Participation in Education: Regional Patterns and Trends

It was recognized that community participation in education in the Region could be broadly grouped as follows:

(a) Most planned attempts to achieve participation in education have taken place in formal education settings, especially in schools. In these institutions, community participation has generally been supportive rather than making any direct impact on the development of education. For instance, parental opinion has only female influence on what is taught in schools.

(b) Some experimental approaches to education, both in and out of school, have been introduced where community participation is planned and built into the educational process.

(c) Some communities have generated educational activities, of a non-formal type, such as cultural, youth and vocational activities.

(d) In communities where traditional structures are strong participation is a fundamental part of traditional patterns of learning.

Participation in Formal Education

(a) The education policies of most countries encourage the establishment of school committees, generally composed of parents of the pupils. The main functions of these committees are fund raising for the school and assistance in the maintenance of school buildings.

(b) In a few countries school committees play a part in the selection and appointment of staff, though generally only on a consultative basis.

(c) School-based parent-teacher associations are also quite widely established.

(d) On a less structured basis many schools rely on community help in their physical operations. This ranges from fund raising for maintenance, new buildings or equipment to actual construction and repair work. Sometimes it also extends to community help in preparing teaching materials.

(e) Some communities and parent groups have actually initiated the setting up of new schools - negotiating release of land, clearing it, raising funds for materials and organizing, or sometimes, undertaking building work.

(f) Community participation is also evident when schools organize social activities, such as the traditional "umukai" or feasts used to welcome visitors to the Cook Islands. These attract a great deal of community support.

(g) A growing trend in several countries is the introduction of cultural or "revival" education, whereby school programmes include traditional arts and crafts (such as singing, dancing, weaving, bead-making) and, to some extent, traditional technologies. In these programmes, the schools attempt to involve members of the community who possess the appropriate traditional skills.

(h) Experiences of community participation in curriculum development as a whole have been limited. Only Fiji reported the existence of a public body where representatives of school authorities, teachers association and religious groups come together to advise the Ministry of Education on general principles for the development of new curricula.

(i) Direct community participation in education policy-making at national or central level is almost non-existent, although the Education Forum in Fiji which consists of elected members of the public, can advise the Ministry of Education on matters related to policy.

New Approaches to Participation in Formal Education

Some governments are developing experimental approaches to education, especially schooling where community participation is an essential factor in

the development and operation of the educational programme. For example, in Papua New Guinea, the "skulanka" programme takes the needs and problems of village life as the starting point and basis for courses for primary school-leavers in an effort to ensure that what is taught is relevant to their future lives. Also, in the new community secondary schools, partnership between the schools and the community is essential from the start, since it is up to the community to take the initiative to raise fees and to select and supervise its younger members in following a secondary-level correspondence course.

Community Participation in Out-of-School and Non-Formal Education

(a) In a number of pre-school programmes in the region the pattern is to encourage or support community-initiated and community-provided pre-schools, to the extent that in some cases even the teacher organizer is selected from among those setting up the scheme.

(b) To encourage co-operative self-help activities among the young, many youth programmes combine participation with informal and non-formal learning. Thus, participation is an integral part of the education provided through the experimental Rural Youth Programme in Fiji.

(c) Community participation is also an integral and inseparable part of many women's programmes. For instance, women's interests groups in the Cook Islands and in the Gilbert Islands adopt a give and take approach to the sharing of knowledge and skills among their members, all of whom are drawn from local communities. However, while in the Cook Islands special attention is given to craft skills in the Gilbert Islands the innovative use of local resources in domestic activities are emphasized.

(d) Participation of the community is fundamental to learning patterns in traditional settings. For instance, in the Tokelau Islands, where formal education was not introduced until 1954, members of the community belong to one or more traditional groupings - the Toeaina (village elders), the Amumage (able bodied men), the Fafine (women's groups), the Kaiga (extended family) and the Fakaitu (village teams). Learning takes place in all these groups, but is particularly encouraged through competitive activities (e.g. sports, gardening, growing things, cleaning up the village), among the Fakaitu. Membership of the Fakaitu crosses the other traditional community groups, and all members join in. From time to time, however, each Fakaitu is changed around so that no team is continuously advantaged or disadvantaged; this ensures that no members are consistently associated with failure.

Strengthening Community Participation in Education

A number of countries in the region have already introduced cultural or "revival" education into schools where, very often, members of the community are involved in transmitting traditional skills.

In order to increase community participation in education, certain prerequisites were seen to be necessary: the public must be aware of national goals, philosophy and plans; present education systems need to be examined and adapted to national goals and plans; new approaches and systems of education must build in community participation right from the initial stages; structures are required to ensure that educational administrators and planners

are consistently aware of community views; structures are necessary at school level to ensure that community participation is an integral part of the school process.

Although increased community participation in education is desirable, it is necessary to proceed with caution to ensure that activities to promote participation do not create community polarization. It was recognized that certain community characteristics, especially those related to politics, religion and race, can play either a positive or a negative part in this. It was therefore suggested that "entry points" for increased participation should be in areas of compatibility, and in activities where the whole community could participate without disagreement.

The need to seek a balance between the modern and the traditional in education, especially in relation to family life, work, skills and culture was stressed. In particular, increased emphasis on the revival of cultural activities was seen as one way to offset the stresses and strains associated with change. Similarly, it was felt that in multi-racial societies the differences that exist between cultures could be the starting point for learning respect for different ways of life and different values.

Measures to Increase Community Participation in Education

To increase community participation in education the following specific measures were identified:

(a) Public Education

It was felt that the media should be used extensively to inform the community about government philosophy, goals, policies and plans, especially in education, and that as far as possible this should be done in local vernacular. Moreover, community agencies of all sorts (churches, pre-school centres, commercial interests) should be encouraged to disseminate information in the community about goals and policies of government.

(b) Public Participation in Educational Policy-Making

The establishment of educational councils or forums, as in Fiji, can involve representatives of the community in the formulation of education policies. Similarly, advisory groups can be set up to set guidelines for curriculum development.

(c) Participation in Curriculum Development

Some form of community participation in curriculum development was felt to be desirable although curriculum construction was recognized as specialist work. In addition to national-level advisory groups to establish guidelines for curriculum development, two possible patterns for community participation in curriculum development were cited: proposals can be sought at, and passed from, school board level through provincial to the national level. (It was recognized that proposals dealt with this way would have little immediate effect upon day to day school work.) Alternatively, more immediate modifications of syllabuses can occur in decentralized systems where adjustments to needs and problems arising out of the environment can quite quickly be incorporated into school programmes.

It was felt that each of these approaches was valid and, in each case, would vary according to national structures and policies for education. However, it was agreed that built-in flexibility was desirable so that teaching programmes could be readily adapted to differing local conditions.

(d) Participation in Schools

It was suggested that community participation in schools should be on as wide a basis as possible since there seems to be a correlation between the degree of community participation and the breadth of responsibilities undertaken by the community. It was felt that participation in schools with a more academic orientation, though traditionally low, was just as important as in other school settings and should be encouraged. The following proposals were made on increasing community participation at school level.

(i) School staff should make more effort to contact parents. While regular parents' day or similar functions were seen as one approach, it was agreed that the formality of many schools put many parents off attending such functions. Instead, it was suggested that teachers should be positively encouraged to meet parents in community and family situations. For instance, by taking part in community activities they could meet parents informally, and thus build up good relationships as a basis to encouraging greater parental involvement in school programmes.

(ii) School committees should be strengthened and given wider responsibilities so that the schools become more significant focal points and a source of pride in communities. For instance, school committees can advise on the selection of school principals and staff. Such committees can also be encouraged to take more initiative in the setting up and management of schools.

(iii) Barriers between school and community can be overcome if the work of the school makes a distinct contribution to life in the community. For instance, syllabuses could be designed so as to require pupils to participate in community service, community-based work experience, social surveys or other activities which involve community resources.

(e) Teachers' Role

To achieve increased community participation in schools, it was agreed that the teachers' role and, thus, teacher preparation should be re-examined. In particular, it was noted that:

(i) teachers should be trained in community development techniques to that they can organize activities which involve their pupils in serving local communities;

(ii) teacher training should concentrate on producing teachers who are able to co-ordinate a wide range of learning experiences based on the resources available in the community;

(iii) teacher training should include courses on government plans and government policies, and their implications for education;

(iv) serving teachers should be kept up-to-date in government planning and policy-making, and especially on the implications of these for education.

(f) Pre-Schools

Most countries in the region have pre-school programmes which consist, in general, of worthwhile activities. However, it was noted that some efforts to introduce pre-schooling had been undertaken without a clear definition of purpose. Quasi-primary schools running primarily formal activities were felt to be most inappropriate. Instead, it was agreed that the purposes of pre-school education should be to socialize children, to develop their motor skills and listening skills and to provide opportunities for creative activities. Pre-schools pursuing such objectives offered possibilities for increasing community participation in education. Indeed, it was noted that pre-schools can be, and have already been developed as predominantly community-based operations; parents are involved in day-to-day activities as well as in the physical and funding aspects of the pre-schools' operations. It was suggested that ways of linking pre-schools to other community facilities, such as health centres, was a good way to facilitate community participation.

Further, it was recommended that increased research efforts should be made to develop appropriate aims and objectives, materials and programmes in pre-school education in the Pacific region.

(g) Non-Formal and Out-of-School Education

It was agreed that greater emphasis on non-formal and out-of-school education methods and approaches would lead to increased community participation in education. Expansion could take place either through a strengthening and broadening of existing groups in the community or, alternatively, through the initiation of new community-level initiatives. Such expansion might be encouraged by short-term expertise and training and leadership development programmes for participants and organizers. At the same time, the development of a sound operational base and a carefully planned approach were seen as essential, with the achievement of self-reliance being both a central aim in all assistance and an important target for education as a whole.

EDUCATION AND THE COMMUNITY: PROBLEMS AND POSSIBLE SOLUTIONS

Problems

Reviewing the problems facing educators in the Pacific Region, the Seminar agreed that all, or some, of the following occur in most countries of the Region:

growing unemployment, and limited wage earning opportunities among primary school leavers and those with least educational skills;

educational provision which is out of line with manpower needs for national and community development;

unrealistic and unattainable aspirations for employment among young people and their parents;

conflicting demands on education systems and educational resources to provide, on the one hand high-level education for a limited number of top jobs, and on the other, to meet the educational needs of the majority of young people;

wastage of educational resources on over-production of over-educated youngsters and on a growing number of school drop-outs;

emigration of educated young people to richer countries;

unwillingness of many school leavers to return to live in their villages after graduation;

unpopularity of agricultural work and self employment among the young, in part affecting the low economic returns from such activities;

concentration of schools and educational expenditure in urban areas and on main islands;

predominance of urban oriented values in school curricula;

growing rift between school and home;

lack of basic structures, such as transport networks and markets for increasing productivity;

lack of financial and technical resources for introducing essential educational changes

Possible Solutions

In considering solutions to these problems, "self reliance" was seen as an important starting point To illustrate this, a number of examples were given:

Western Concepts of Unemployment: The applicability of western notions of unemployment in the Pacific Region was questioned. It was pointed out that although many young people in the Region do not have jobs, some of them, at least, are fully occupied, and often play an important part in family and community life, for instance, in family agriculture. It was recommended that terms such as "unemployment" and "self employment" should be used with care, to avoid inherent stigmatisation of those young people who are not "employed" in the Western sense.

Inherited Education Systems: Throughout the Pacific Region, inherited systems of education are widespread. Expansion of these systems has led to a situation where schooling is accessible to most young people. Yet, it has not been matched with corresponding improvements in the potential of school leavers to improve their livelihoods, nor with increased accessibility to relevant further education. Instead, large numbers of young people leave school unable to find employment, or at worst, are unemployable. This, it was agreed, is a reflection on the irrelevance of inherited systems of education which do not serve the needs of the societies where they exist, is inconsistent with national aims, and does not cater to the aspirations of the people.

Political Autonomy: Self reliance was considered a vital factor for achieving the sense of national commitment on which to build for the future. It was generally agreed that political autonomy is essential if decision making at the national level is to cater for and reflect national needs.

Education Policy and Development Goals

Considering educational policy as a whole it was noted that education does not create jobs since the creation of employment opportunities is closely tied to strategies and patterns of economic development. It was therefore agreed that the objectives and implementation of national education policies should be closely linked to local and national goals and plans. In particular, the predominantly rural character of most countries in the Region and the multi-ethnic and multi-cultural communities which exist in one or two countries were seen as fundamental concerns for educational policy-making.

Specific Areas for Educational Change

A number of countries in the Region have reviewed or are about to review their education systems in the light of changing and emerging social and economic circumstances. The following aspects of education were identified as among those where changes have been or can be introduced:

(a) education and administrative structures;

(b) teacher training;

(c) teaching approaches;

(d) school curricula;

(e) school facilities, materials and books;

(f) scholarship systems;

(g) examination and assessment systems;

(h) school systems: their structure and their roles in society.

The underlying concern behind any changes, it was suggested, should be the redistribution of resources in education. It was pointed out, for instance, that considerable expenditure goes to relatively unproductive uses such as school buildings, while those buildings already in existence tend to be underutilized. Schools are often used for only a small portion of the day during 36 to 40 weeks of the year. Similarly, churches and other public buildings are often used only intermittently. It was agreed that ways could be found to extend their use for greater community benefit. Savings of this sort would free resources for schemes of more direct benefit to rural youth, such as manpower programmes, post-school vocational programmes, and other job creation schemes. In particular, it was recommended that the urgent problems of unemployed school leavers should be given higher priority within education systems.

Barriers to Educational Change

(a) Tradition and custom were recognized as factors which can inhibit change. For instance, some customary systems of land ownership do not allow young members of the community to obtain land for cultivation. Similarly, in some communities all decisions at local level rest with matais or chiefs who, if unenlightened, can seriously hinder the introduction of new programmes. Certainly young people in such situations are rarely allowed to take decisions.

(b) It was noted that some positive aspects of customary life are being lost as a result of change. For instance, some valuable traditional farming techniques are now neglected or overriden as the impact of modern technologies extends. At the same time, overemphasis on the introduction of modern techniques brings its own problems, especially if it is not accompanied by training programmes in the maintenance and use of equipment. It was therefore recomended that "technological literacy" should be an important goal for education.

(c) The economic matrix against which national education policies are to be developed was recognized as an influential factor in educational change. In circumstances of serious economic difficulty, the implementation of desirable educational changes can be inhibited through lack of resources. In other circumstances, full development of economic potential depends on the ability of an education system to provide for the necessary manpower needs. Either way, it was agreed that continued efforts should be made to relate educational policies and practices to assessments of manpower needs for national development.

Pointers for Educational Change

It was generally agreed that greater relevance could be brought to present patterns of education through closer links between schools and the community. Among the possibilities for achieving this the following were given special attention:

Function of Schools

It was agreed that schools have an important part to play as educational resource centres for the community. In particular they can perform three main tasks:

(a) both students and teachers can serve as resources for community development;

(b) the school can be used not only by children, but also by the adults of the community, so that it becomes a community centre which provides adult education and recreation as well as a centre for education of the young;

(c) teachers can be more active participatory members of the community: ogether with their pupils they can undertake community activities developed in consultation with members of the community as an integral part of the academic activities of the school.

The first two functions, it was suggested, could be performed by any school, but the combination of all three was considered to be the basis of an education resource centre or community school.

Community Education Resource Centres

The Seminar identified two approaches, not mutually exclusive, for the developing of community education resource centres:

(a) Any existing school can be converted into such a centre at the discretion of,or with the support of the school principal. To do this, it was suggested, the usual staff would probably have to be supplemented with additional staff recruited from within the local community, and would require skills and possibly training in adult education and community work. It was also stressed that any school venturing into the field of community service and community education, especially when limited resources are available, should begin in a small way and then expand by degrees.

(b) A nationwide network of community schools can be established through legislation. This would probably require the backing of a special division within an appropriate ministry. Only in this way was it felt that the necessary emphasis on adult education, the necessary allocation of funds, and the necessary back up services in training and materials production would be available to support the new programme. At the same time, it was recognized that community based resource personnel working in the locality of each centre (for instance, in agriculture, health, co-operatives, fisheries, etc.) could be drawn in to assist in its work, though to do this careful planning would be necessary to ensure experiments in the development of community schools were reported from Papua New Guinea (Rural High School) and the Solomon Islands (New Secondary Schools). In Papua New Guinea an attempt is being made to integrate a formal programme of academic studies which could lead to higher studies, with a non-formal programme closely related to life in the local community. The non-formal programme covers techniques for survival, both traditional and modern, and at the same time exposes the community to ideas for making rural living more efficient, more productive and more comfortable. In the Solomon Islands four new secondary schools have been opened during 1976 to provide an environmentally based vocational education for young people who otherwise would have been unable to find places in other secondary schools. In both cases, it was reported, the underlying purpose of the approach is to strengthen the relationship between education and national development goals. As such an important objective of the community school was imparting skills for employment to the unemployed and, perhaps, unemployable, and to instil attitudes to make young people more productive.

While it was generally agreed that developments such as these were desirable, it was also recognized that certain factors must be taken into account when considering the wider implementation of such approaches:

(i) Some possible functions for community schools or community resource centres might already be carried out by different governmental or non-governmental agencies, so that such a new set-up would be a duplication of effort. However, it was agreed that there is a need for a body at community level, to co-ordinate and bring greater efficiency to the work of all local service agencies. Such centres might serve this purpose.

(ii) Teachers in community schools need special skills. It was strongly emphasized that their training should include the techniques of community development. In addition, they would need a flexible approach to teaching since flexibility would be an essential part of the community schools as they would be required both to contribute to a wide range of short term and temporary courses, and gauge the need for and pattern of future activities.

(iii) Parental expectations of education can be a source of difficulty for such educational changes, though parents were seen to have a role in community schools, for instance, helping young people to adjust to post-school life. This may necessitate the introduction of programmes to help bridge the gap between adults and the younger generation. A specific suggestion was that adult education courses could help parents acquire practical skills to enable them to support the young in establishing local businesses.

(iv) The formal image of some schools, it was felt, could be at odds with plans to extend their use to non-formal education or community extension work. In such situations some adults may resist links with schools. Similarly, some school principals and teachers might resist opening the school to wider community participation, fearing the additional work and problems this could bring.

Changes in School Curricula

A number of changes within existing formal school systems were suggested which, it was agreed, can improve their response to the employment and occupation needs of the young. Among these, curriculum changes figured high, the emphasis being on the need for greater relevance to the situation in which the curriculum would be used. To achieve this, it was agreed that it would be essential for curriculum developers to seek more local participation in curriculum planning. This would avoid confusion among children, parents and teachers, and at the same time would ensure a well founded awareness of the social and cultural environment in school situations. Specific suggestions for desirable changes in school curricula were:

(a) vocational training and programmes to develop self reliance should begin at primary school level, and should be geared to the idea of self employment, with business practices included as part of the normal work in the classroom;

(b) use of agriculture as a basis or core for the curriculum of rural schools, with other subjects, such as mathematics, practical science, business and environmental studies, evolving from this central theme;

(c) introduction of community service, including tutoring schemes, into school work as a means of fostering group activities and co-operation which are more in line with traditional patterns of life than the competitive practices which are encouraged particularly in academic education;

(d) development of programmes for integrated social studies and social action with full community participation at all stages of evolution and implementation;

(e) use of simulation games and exercises as a means of bringing reality to learning, for instance, by raising moral issues which young people face in their lives and in making choices;

(f) making creative use of the environment, such as the sea, by combining education with service and adventure. Thus, at national level in island communities, an educational ship could provide a range of educational and service programmes (seamanship, first aid, fishing) while transporting young people to perform community service projects in different places. This would have the added advantage of developing a sense of national unity.

In considering these, it was emphasized that curriculum changes have many implications which must be recognized from the start. These include adequate trials, regular feedback and evaluation, teacher training and retraining and the development of teaching materials and teachers manuals.

Relationships Between Schools and Parents

It was noted that a central function of education is to prepare people for change. This objective could be achieved through the development of greater co-operation between parents and schools. In particular it was recommended that the schools should make greater effort to go out to meet the parents on their own ground, where they would feel happier to discuss the kind of education they want for their children. It was observed that parents are inhibited from greater participation in schools because they do not have a clear role in their structure.

Plans for educational changes, it was recommended, should include efforts to prepare parents for such changes since otherwise they may resist. This was felt to be especially so in the case of proposals to shift from the academic to more practical approaches, because parents would be inclined to feel that this shift would make their children fit only for lower-level jobs.

Post-School Measures

In considering the problems which face school leavers a number of post-school measures were proposed in response to the situation:

(a) the implementation of a National Youth Salary whereby all those leaving school were paid a uniform national salary for their first few years at work;

(b) the introduction of community service/work experience during or after a period of study;

(c) the possibility of introducing a required break for work experience between leaving school and taking up higher education.

Referring to the latter it was recognized that problems would probably arise because determined parents can find ways to pay for their children to continue their studies at their convenience. The same applies where strict controls are imposed on the number of scholarships a government makes available for overseas study, as is the case in a number of countries in the Region.

Need for Commitment

It was observed that although some significant advances have been made in the search for solutions to educational problems in the Pacific Region, the extent to which these efforts can be hastened and sustained will depend very largely on levels of commitment to effect desired changes, as well as on the provision of funds and trained manpower in individual countries.

BEYOND THE SCHOOL: EMERGING ALTERNATIVES FOR LEARNING

SUMMARY OF PANEL PRESENTATIONS*

Ms. Burke recalled the work of Philip Coombs and others on education for rural development reviewed in the lead paper, pointing out that it highlighted a range of fundamental issues facing anyone working in this field. Coombs had popularized the terms "non-formal" and "informal education". His work had focussed primarily on non-formal education, which is defined as "any organized educational activities occuring outside the school system". She noted that Coombs himself had pointed out that informal education or learning which takes place through day-to-day experience, deserves closer attention. Related to this, Ms. Burke mentioned further that the possibilities offered by radio for out of school education had often not been fully utilized. In particular, she suggested that its use was valuable where programmes allowed for some form of a two-way communication as, for instance, on community-based radio learning groups.

Taking up the theme of community participation in local and national activities she suggested that participation could itself be educational, especially if it involved decision-making. This was certainly the view expressed in the report of a recent United Nations study "Popular Participation for Decision-Making in Development"** which identifies basic essentials for participation as sincere commitment of leaders to the idea of popular participation and its implications; institutionalized structures for participation linked to a process of government decentralization; motivation of the population based, not in instant gains, but on medium and long-term incentives. Related to this Ms. Burke reported on an experience in Botswana where radio and village-based radio learning groups had been used to involve a large number of community representatives in discussions on the Government's National Development Plan.

On the case for strengthening out-of-school education Ms. Burke mentioned lack of resources to meet either present or future learning needs of young people on the basis of a structured school system: inadequacy of formal education to meet day-to-day learning needs of large numbers of young people; and irrelevance of many aspects of schooling for national development. She suggested that this lack of resources supported proposals for redistribution of educational resources to further develop out-of-school education. However, she noted that not all out-of-school education has been successful. The best examples were those where learning has been founded in the local environment, and designed to achieve self-sufficiency among learners.

Citing the Coombs studies again, Ms. Burke referred to the concept of "minimum essential learning needs", and suggested that the identification of these needs was a useful starting point for planning and reorienting education programmes.

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* Members of the panel were Ms. Sue Burke, Messrs Felipe Bole, Turoa Royal, Geoff Bamford and Dr. Frank Mahoney

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As a practical example of the work done by one Government in this field Mr. Felipe Bole reported on an experience of the Ministry of Education, Youth and Sport, in Fiji. Here 20 rural youth councils have been set up on an experimental basis coverning about one third of Viti Levu, the main island of Fiji. The councils, with a membership of about 7000 youths, involve the youngsters in co-operative, self-help activities designed to make best use of land available to them in rural areas. The underlying principle is that rural transformation will begin only with changes in the rural people themselves - their attitudes towards change, their aspirations and above all, their perceptions of themselves and their own power, as individuals and as groups, to better their situation. To achieve this Mr. Bole suggested that the stimulus can initially come from trained outsiders, such as community workers. However, once the people are ready to move it is essential that outside help must only be in response to needs expressed by the community so that progress towards self-sufficiency is sustained.

Mr. Bole pointed out that the process of self-discovery, leading ultimately to self-help and self-management, is an educational one but added that, unlike most schooling or extension education, it would not alleviate young rural people from their environment. In the Fiji Rural Youth Programme, he said, a first step in this new approach to education has been the introduction of leadership training for youth council leaders, all of whom come from the immediate community. This covers: Youth clubs, indentification of needs, setting club objectives and design of club programmes, motivating the young population, and how to initiate and evaluate local projects.

The Fijian experience has been that with limited funds and with the right motivation small agricultural projects for self-employment can be established. However, Mr. Bole felt that access to continued training opportunities for participants was important for the success of projects of this sort. He suggested that these might be provided through local resource and training centres where specific skills could be learnt. This is planned as the next step in the Fiji's Rural Youth Programme. Finally, Mr. Bole said that the Fiji experience in co-operative self-help, although relatively new, is a good example of how out-of-school education can contribute successfully and practically to both individual and community development.

Mr. Royal, building on the two preceding presentations, noted some of the factors which should be considered in planning out-of school education. He stressed that those he mentioned were neither exhaustive, nor in order of priority.

First, he pointed out that clear definition of objectives for out-of school education projects provided a sound basis for allocation of resources, involvement of other agencies and evaluation, since it gave a fundamental sense of direction to the work of the project.

He went on to consider the qualities of leadership needed in out-of-school education, noting that they were unlike those required of a teacher in a classroom situation. The leader should be an innovator, capable of establishing a fruitful and constructive relationship with the learners, without relying on compulsory attendance or examinations and other props which characterize school situations.

On the need for non-formal education where a school system already exists, Mr. Royal said that formal education could not meet all the educational needs of the people, since education is a continual process. In particular he cited the importance of non-formal education in providing second-chance

learning opportunities as an alternative delivery system for learning and in meeting the needs of school dropouts.

He suggested that the venue of out-of-school education could be an influential factor in its success, pointing out that despite a growing recognition that "on the spot" was the best place for realistic learning, it was often overlooked. As a rule of thumb he advised that the best place for out-of-school education was where the clients felt was best.

Finally he identified factors in the learning environment which he felt were important for success in out-of-school education. These included: involvement of as many senses as possible in the learning process; establishing a partnership relationship between facilitator and learners: use of all types of media; use of experiential learning processes; and choice of language meaningful to the participants.

Moving on from the factors affecting success in out-of-school education, Mr. Bamford outlined patterns and approaches in projects in this field. Most of these, he said, fall into the following categories:

(a) Long-term training (2-3 years) which is mostly directed at school leavers in vocational training centres. This tends to be most useful in preparing for urban employment, and least successful for rural employment, since few trainees return to village life. It is a high-cost, low-output activities.

(b) Short-term vocational/leadership training (2-10 weeks). This is useful for preparing leaders for village-level groups and programmes.

(c) National Youth Service. This usually involves unemployed youth in activities of local and national importance while at the same time providing them with skill training. Additionally this aims at developing national consciousness among participants.

(d) Apprenticeship schemes. These aim at providing skill training especially for urban employment. This approach, Mr. Bamford felt, cannot be readily used for training in agricultural and other rural activities.

(e) Village/community level projects in the context of youth groups, women's clubs, co-operative societies, credit unions, farmers associations, church groups and government agencies. Through these, training may be provided in schools, community centres, church halls, factories or workshops and on-site, for instance, on the reef or in the fields. These, Mr. Bamford said, can meet a wide range of community needs from employment creation to leisure activities, and from community service to moral and religious education. He also pointed out that governments have a part to play in village-level projects, especially as supporting rather than controlling agencies. This might cover provision of facilities and personnel for training local leadership, provision of literature and mass media support, and provision of mobile training visits with supplementary learning materials and audio visual aids for use in village level training.

(f) Finally, Mr. Bamford referred to the value of overseas work experience for those who require skill upgrading for both rural and urban activities. In particular, he noted that experience in neighbouring metropolitan countries is quite common and suggested that short-term experience directed towards specific skills was most

useful, with more long-term overseas work leading to disorientation of trainees away from their home environment.

Dr. Frank Mahoney referred specifically to out-of-school education, training activities under the South Pacific Commission (SPC), which he said, constituted about eighty percent of the Commission's work. In particular, he mentioned the Community Education Training Centre in Fiji where the SPC runs an annual ten-month course for about 40 women from Pacific Islands. The course is very practical and concentrates on nutrition and cooking, textiles and clothing and family management. Students use the training during their daily lives at the Centre. They also participate in field projects to develop community work skills.

Apart from this, the SPC runs a range of short-term training courses (3 weeks to 3 months) on youth leadership development, management of village-level youth programmes and rural vocational training. It also funds country-level training schemes, and is planning a mobile youth leadership training programme in the Region. Related to this, Dr. Mahoney said that the out-of-school education work of SPC included information exchange and a supplies service for key personnel.

On another level, Dr. Mahoney reported that the SPC runs technical training in fields ranging from pig production to educational broadcasting, and, when requested, responds to specific needs expressed by member governments. It also contributes to out-of-school education through its communications work which covers both printed and broadcast material.

In conclusion, Dr. Mahoney expressed the view that out-of-school education is preparation for self-reliance. He went on to say, "the aim of all our training activities is to enable people to set meaningful goals and objectives for themselves and then to identify and mobilize the resources required to implement these". This, he suggested, is the way to self-reliance and self-realization.

PLENARY DISCUSSION

Participants agreed that out-of-school education offers new, alternative and viable ways of meeting learning needs in the Region. At the same time, it was recognized that not only do programmes of this sort vary widely in their objectives but that educational patterns of out-of-school education differ considerably from country to country.

Among the objectives recognized in existing out-of-school education programmes, the preparation of young people for rural living and employment was considered most important. In addition, it was agreed that out-of-school education makes a useful contribution in programmes designed to: assist people in developing productive activities; provide skill training; encourage constructive use of leisure time; provide moral education; support and encourage community service activities; develop self-reliance; provide family planning education and education in personal relationships; provide school equivalency programmes and cater for the needs of women.

It was also agreed that out-of-school education, in a framework of rural development, has a particularly important part to play where:

(a) rapid increase in population has resulted in increased numbers of young people in need of education and jobs;

(b) young people have acquired unrealistic and urban oriented values through schooling and other modern influences;

(c) high expenditure on formal school systems is at the expense of providing appropriate education to all who need it;

(d) resistance to change or lack of personnel within the formal education system inhibits the implementation of new approaches to teaching and learning in schools;

(e) existing education programmes are out of line with the needs of national development, especially making best use of land and sea resources.

Out-of-School Education and Rural Development

It was recognized that education on its own may not be enough to persuade young people to stay or return to settle in their villages. Other additional measures such as better social services and recreational facilities in villages, may be needed to make rural life more attractive. It was suggested that:

(a) for those who have already left rural areas for town life, subsidized travel might be offered as an incentive to encourage them to return home. This, it was felt, might help young people in particular, who had not found urban life as conducive as expected;

(b) rural youngsters might be exposed to town life through organized visits, before making a decision to uproot themselves and leave rural areas permanently. One programme was reported where this had resulted in a marked decline in the youngsters' desire to leave their villages;

(c) subsidization of village level-activities, for instance, through provision of credit facilities for local development projects. Here the special needs of the young were emphasized since under most credit schemes, including those operating through Development Banks, young people are not eligible because their needs are said to be too small. It was noted that what young people require is access to small amounts of low interest capital over a short period to enable them to develop small-scale economic activities. In the examples, reported group borrowing and repayment was possible, and, in addition, recipients of loans were also given technical information and guidance on financial management.

Further, participants agreed that in general allocation of government expenditure should reflect the need to encourage people to remain in or return to rural areas, as is the case in Papua New Guinea, where a large proportion of the national budget is used for rural development.

Strengthening Out-of-School Education: Patterns and Approaches

In the context of rural development a number of patterns for strengthening the contribution of out-of-school education were identified. These were based both on existing experimental programmes and on new possibilities. They include the following:

(a) Self-sufficient rural youth groups: The experimental project in Fiji where the Ministry of Education has initiated people to be self-sufficient in agriculture or rural industry was cited as an example. In this project, the Fiji Rural Youth Councils draw on existing groups and leadership from the earliest planning stages in order that projects would be made relevant to the local environment. The established leaders are given further leadership training once a project has been agreed.

The Fiji experience provoked great interest since its approach was felt to be broadly applicable in many other Pacific Islands.

(b) Vocational training centres: In order to train school leavers for practical and productive work, the Government of Papua New Guinea has established a number of vocational training centres where young people attend live-in courses for 10 to 12 months to acquire basic skills in farming and fishing.

Although vocational training centres can usefully serve the needs of some young people for practical skill training, a number of problems were recognized: the expense of setting up a comprehensive network of such centres; the need for a large number of trained personnel to run such programmes; and the fact that what is learnt at such centres may further encourage students to move away from their villages to places where they can use the skills they learn.

(c) On-the-land training: Master Liv (liv = unemployed person scheme in the Solomon Islands) was cited as an example. In this scheme, the Government of the Solomon Islands is sponsoring an experiment in which groups of young people acquire skills in productive cultivation and marketing through "on-the-job" training at a central farm. Funds are raised from sales of produce grown on the farm, and participants receive pocket money while in training. Trainees are also expected to participate in community service projects.

(d) Occupational evening classes: It was noted that young people can receive skill training and participate in constructive leisure time activity through evening classes. In Niue, where costs are kept down by using existing buildings in out-of-school hours, young people can learn traditional craft work skills which they can use for wage earning, if necessary.

(e) School equivalency programmes: Where young people cannot enter the formal school system, it was recognized that an alternative provision can be made which enables them to take after-work classes. For example, in the Pastor Schools in Western Samoa, classes begin in the late afternoon. The classes are provided free to young people who have been unable to take up formal education; they cover mathematics, social studies, culture and Samoan language.

(f) Strengthening education through non-governmental groups: Since many non-governmental organizations, both secular and non-secular, run education programmes, their efforts can be consolidated and improved. The Ministry of Youth in Tonga and the National Conference on Community Development in the Solomon Islands have adopted this approach. In both cases the aim is to improve the capacity of non-governmental groups to cater for the employment and occupational needs of young people. Small grants and other sorts of support are

available to groups which adapt and develop activities to fit in with local development needs. In the New Hebrides, it is the job of community development officers to identify local problems and to co-ordinate, organize and support activities in response to these. It was agreed that if education is to be successfully strengthened through non-governmental groups, co-ordination is essential either through a government department or ministry for youth affairs, or through a national youth council or national conference.

(g) Planned parenthood education: It was recognized that both governmental and non-governmental groups can organize community education on family planning and responsible parenthood. For example, in the Solomon Islands, the Health Department involves doctors and nurses in village-based planned parenthood education. Some participants felt that this was an area that should be given more attention.

(h) Women's interests programmes: Particular attention was given to out-of-school education for women. This is well developed in some countries in the Region, though the focus varies from essentially home-oriented themes such as child care, home management and domestic agriculture to preparation for economic work through training in sewing, network and market gardening.

There was considerable interest in the possibilities offered through women's interest training centres where courses on a wide range of subjects, including carpentry and wood carving as well as agriculture and hygiene can be provided. It was suggested that radio-telephone could be used to extend the provision that mobile training programmes linked to training centres make to further women's interests programmes.

It was agreed that effort to involve the whole community in the training programmes of women's interests groups was an interesting innovation, especially where response to the needs of the whole community, not just the needs of women, is taken into consideration right from the start.

Planning Out-of-School Education

In considering the above approaches it was agreed that governments can usefully assert a certain amount of influence over developments in non-governmental and community-level organizations to ensure that the enormous fund of energy in the voluntary sector is channelled towards the achievement of national goals. A clear statement of objectives for out-of-school education was felt to be an essential starting point. It was suggested that governments can play a dual role, namely:

(a) to support and encourage programme development at community level (through loans, subsidies, training programmes, secondment of staff, provision of supplementary material, access to radio, etc.);

(b) to co-ordinate the out-of-school educational activities of women's groups, youth groups, churches and other community based organizations. In this connection, it was stressed that ideally, all educational delivery systems should co-exist and work in co-operation to overcome educational problems and respond to educational needs.

There were, however, seen to be some problems for governments if they were to pursue this dual role. For one thing, it was suggested that

in their efforts to support it, governments would have to take care not to control out-of-school education as this could result in loss of initiative as well as a reduction in the relevance of programmes to the community. It was felt that a system of accountability for government funds ought to be a sufficient means to control, while at the same time allowing considerable autonomy to community groups.

Other factors identified as important in planned attempts to these alternatives to schooling were:

(a) plans should be prepared by people from within the country, who know the local situation and who can draw on other experiences as a basis for drawing up sound action plans relevant to local circumstances. In this regard, the proposed Mobile Youth Leadership Training Programme of the South Pacific Commission was considered to have a contribution to make;

(b) methods of communication - use of language and style of presentation need to be carefully considered and planned to ensure suitability for particular audiences;

(c) out-of-school/non-formal education is often a reorganization of time as well as of educational methods, approaches and leadership.

Participation in National Planning

Community participation in both educational and development planning was given special attention. It was here that out-of-school education was seen to have a part to play in preparing the public to consider and discuss goals and plans for national progress. It was suggested that all sorts of educational and communications techniques, ranging from radio and television broadcasts (including radio listening groups) to commercial style advertising campaigns can be used. Traditional structures at village level were also seen to offer possibilities for disseminating information and promoting discussion, for instance, by working through and with local leadership.

It was suggested that although full public participation in policy-making required a certain level of knowledge, at the same time participation also served as a means of education. It was suggested that a certain amount of "political moulding", to encourage public support of lines of action considered to be in the national interest or to develop a sense of national unity, might be justified. At the same time, the dangers of taking this to extremes was recognized especially among the young who could easily be manipulated. In particular, it was thought that the establishment of national youth movements for political ends could lead to a widespread and unfortunate collapse of most youth activities when there were government changes.

Again, the difficulties of relating education to development were stressed. This emphasis was necessary because education to encourage participation, as well as education to increase productivity, can result in widespread community resistance and disillusionment if the expected results are not forthcoming.

EMPLOYMENT CREATION IN AGRICULTURE AND LOCAL INDUSTRY IN THE SOUTH PACIFIC

In discussing the lead paper on "Changes in Agriculture and Industry", the changing patterns of economic and social life in the Pacific Region were outlined. Special reference was made to the employment problems which already face school leavers throughout the region. These, it was pointed out, would become more serious in the future as populations increase and as education systems expand. Further, educational standards of school leavers are likely to rise, and will be accompanied by rising expectations for paid employment. Despite this, and despite the great efforts of governments to diversify their economies, the main possibilities for employment of the majority, at least, in the foreseeable future, will be self or family employment. This, it was pointed out, means that the emphasis of policies and programmes in agriculture and industry should be the creation of employment opportunities for young people, both to bring in an income sufficient for their needs and to acheive growth in family and national productivity.

The programmes and policies which have been or could be introduced in agriculture and industry in order to increase opportunities for employment were also discussed. This led to a wide ranging discussion on development philosophies, as they applied to the situation in the Pacific Region. More specific comments were also made on the problems and the desirability of particular programmes and policies aimed at promoting agricultural and industrial change.

Goals of National Development

It was observed that most of the countries in the Pacific Region have adopted or emulated the western capitalist model as the basis for their development plans and programmes. The main target of such development efforts was felt to be the achievement of material progress. It was agreed that this was often at the expense of other types of progress. It was also recognized that on a world wide scale, the rich are getting richer, and the poor, poorer.

These considerations prompted discussion of the question, "Do we know what kind of society we are striving for?" Serious doubts were expressed by some delegates about the wisdom of pursuing a path for development which has already thrown up many problems and pitfalls, and which may not be appropriate to the situations in countries in the Pacific Region. Overemphasis on the profit motive and, related to this, on productivity, were questioned. In particular, attention was drawn to the fact that despite efforts to raise productivity, the problem of rising unemployment persists among the young. It was suggested that the adoption of profit motive and related goals reduces the independence of Pacific countries, thus compounding the problems which are being experienced as a result of heavy dependence on outside agencies.

There was general agreement that it was essential for each country to be clear about its development goals, and, related to this, about acceptable means for acheiving them. Outside and inherited or imposed models were

generally agreed to be inappropriate.

Population Policies

Given that in many countries resources for the young generation are already limited, and are likely to become more so, most participants agreed that there was merit in integrating population policies into national development planning. It was also suggested that such policies might include provision of family planning facilities and education. However, it was also recognized that family planning programmes alone cannot solve the complex development problems which face Pacific Region countries.

Education Policies

It was stressed that education cannot create jobs, but that education should be one ingredient in the whole package of a development plan. Looked at this way constant communication between educators and those dealing with other aspects of society was agreed to be essential in order to ensure that educational developments, both formal and non-formal, occur in a co-ordinated and integrated way, and in accordance with national development policies.

Related to this it was observed that there is a need to redirect and to motivate young people towards social, economic, and national as well as personal goals. This, it was agreed, would require education to strengthen their sense of national unity as well as their understanding and feeling for traditional values. The introduction of a service element into schools and other education programmes was seen to have a contribution to make in this.

Other Suggestions for Change

In considering ways of achieving agricultural and industrial change, the following approaches were elaborated:

(a) Block Development Schemes: It was observed that one problem, which often has to be faced when governments take over expatriate plantations, is lack of management capacity to run the operation on an economic basis. Two solutions were suggested. One is to expand management training at regional or national levels. Another is to reorganize the plantation so that it operates along lines which build on traditional methods of working, for instance, by organizing the working day to fit in with traditional life styles.

(b) Technology Demonstration Centres: It was agreed that wider understanding and use of appropriate technologies had a substantial contribution to make in village-level development. In considering how this could be achieved, experiments in Papua New Guinea were reported. Here a network of technology demonstration centres is planned throughout the country. These are to be co-ordinated through a Central Foundation for Appropriate Technology. The starting point for this programme was a workshop for teachers and community workers which presented the idea of appropriate technology, and included how to encourage its development, and demonstrations of specific examples of appropriate technology.

(c) Programmes for Self Sufficiency: It was generally agreed that self sufficient attitudes might be further encouraged if governments required all public servants to make a practical and personal contribution to local productivity.

It was suggested that this might be done by:

(i) putting public servants on to a four-day working week, with a requirement that the fifth day should be devoted to prodocutive activity at local level;

(ii) requiring all schools to run a school garden and to include gardening in the curriculum. School teachers and pupils would be expected to work part-time, or after the school day, on school gardening.

(d) Community Education: It was agreed that community education had an important contribution to make in improving the health and welfare of village life. At the same time it was recognized that the effectiveness of community education programmes would largely depend on the approach adopted. In particular it was suggested that:

(i) such education should be provided in an acceptable and enjoyable way, and in a context that villagers would understand;

(ii) community education, especially for young people, should include participation in community service activities.

(iii) both these approaches could be combined in community education which involved young people in entertainment designed to provide basic information and stimulate discussion on a wide range of issues.

PROJECT PROPOSALS

Before the meeting took place, it was suggested to participating governments that each delegation should be prepared to develop a project proposal, related to the theme and conclusions of the meeting, to be discussed with the view to implementing it on return home. Accordingly, some delegations brought existing projects for discussion, while others developed proposals during the course of the seminar/workshop.

The projects are summarized below. They are wide ranging in size, scope and approach reflecting the differing backgrounds and work situations of participants. In all cases it was expected that the person who developed a particular proposal would also follow it up on return home. For this reason some of the projects are small scale, concentrating on the situation in a particular school or community, while others have nationwide aims and implications. Again, some projects have a predominantly in-school focus, while others are essentially out-of-school in their orientation. The overall aims of all projects were to make education more relevant to local needs and conditions, and to develop closer relations between education and the community. A listing of the projects, with their specific objectives, is set out below by country. More detailed information is given in the tabulated summary of projects.

American Samoa (one project)

To develop career awareness in school children 6 to 13 years.

Cook Islands (six projects)

(a) To test an environmental approach to rehabilitation in schools.

(b) To encourage "self help" through curriculum reform at primary school level.

(c) To introduce, on an experimental basis, agriculture and gardening into the programme of a primary school.

(d) To retain and revive traditional craftwork through secondary school programmes.

(e) To introduce, on an experimental basis, agriculture into the Tutikaveka High School programme.

(f) To develop tertiary level training programmes at the Queen Elizabeth II Education Institute in professional and trade subjects which will meet a range of local needs in agriculture, industry, commerce and especially tourism.

Fiji (three projects)

(a) To improve the preparation of school pupils for employment in the formal and informal sectors of the economy through: the implementation of a School Service Scheme; wider use of new curricula in

modern studies and experience in multicraft subjects; new possibilities for learning, such as work experience, participation in vacation work force activities, and school stores.

(b) To strengthen out-of-school education initiatives by extending the Rural Youth Programme and by assisting relevant non-governmental programmes.

(c) To investigate the feasibility of introducing one to two years of National Service for School Leavers at 5th and 6th Form Levels.

Gilbert Islands (one project)

To provide secondary education relevant to the needs of the islands through the establishment of experimental community high schools.

New Hebrides (one project)

To reorient adolescents towards a rural way of life by improving their practical skills, their appreciation of culture, and their ability to master their environment.

Niue (two projects)

(a) To establish a network of village handicrafts centres for the organized manufacture of local crafts.

(b) To organize a work experience programme for secondary school students.

Papua New Guinea (two projects)

(a) To provide need-oriented courses of education to out-of-school rural youth, including school leavers.

(b) To establish on a pilot basis a number of multi-purpose community training centres to provide adults and school drop-outs with vocational training oriented to rural development.

Solomon Islands (two projects)

(a) To develop a secondary education programme at Pawa New Secondary School which is closely related to the needs of local agriculture and community development.

(b) To establish a national council/conference for community development to co-ordinate and make best use of the skills and facilities of government and non-government resources for community development.

Tokelau Islands (one project)

To set up a co-operative training and repair project for maintenance of outboard motors.

Tonga (two projects)

(a) To start poultry farming projects on a pilot basis in three primary schools in order to involve both children and their parents in

shared and mutually beneficial activity.

(b) To introduce traditional dancing into a youth club programme so that club members acquire a better understanding of traditional culture, develop a sense of unity, and can use the skills to raise funds for other club activities.

Tuvalu (one project)

To set up an agriculture pilot project at Funafuti Primary School which will teach children about farming methods and crops, and to involve parents in the project.

Western Samoa (two projects)

(a) To set up a Community Home Skills Development Centre at Alei Pata Junior High School No.2 where students and parents can develop skills and understanding of techniques and appliances, especially in carpentry, sewing, cookery, plumbing, agriculture and other rural activities.

(b) To involve students from Avele College in community service projects in a local old peoples hospital, in a blind institute, and in other public facilities.

A TABULATED SUMMARY OF PROJECT PROPOSALS FROM PARTICIPANTS

Country	Theme	Audience	Strategy	Approach
American Samoa	In-school career awareness programme	School children 6 - 13	Initially one year pilot project in the school with a further 3 year testing period if this is successful	In the two years before entering High School children would participate in activities which offer employment potential e.g. sewing, carpentry, agriculture and cooking
Cook Islands	a. "Rehabilitation"/ environmental education through in-school counselling	Problem children at all levels of education	Initial experimental period in one school or class	Following an initial survey to gather basic data on the nature of young peoples' problems juvenile welfare officers would, on an experimental basis, run weekly counselling sessions in the selected schools
	b. "Self-Help" education through primary schooling	Primary school children	One year project to develop new primary school curriculum	A primary school curriculum committee, supported by several specialist panels, is outlining a new curriculum in relation to needs and values in the country. Detailed preparation of teaching materials and curriculum development will be done by specially trained Cook Island teachers over the next year
	c. Motivating children towards work on the land	Primary school children 9 - 11	Initially one school will develop the project	Older pupils, under the guidance of teachers, will develop a school vegetable garden and sell the produce to raise funds for the school and for the continuation of the project
	d. Promotion of craftwork	Secondary school pupils	Initial one year trial in one school for one day a week	The Women's Federation, in co-operation with the Education Department, will run classes, especially for girls, in traditional crafts, with the aim of providing them with employment opportunities
	e. Agricultural education at secondary school	120 secondary school pupils - Forms 4 & 5	On-going at one secondary school	Education in agriculture and vegetable growing will be integrated as a major part of the secondary school curriculum at Titikaveka High School

Country	Theme	Audience	Strategy	Approach
Cook Islands (Contd)	f. Developing tertiary education to serve local needs	Young people with Form V or further education	On-going development of the Queen Elizabeth Education Institute	The Institute, to be built in 1977, will provide both formal and non-formal education to provide secondary school leavers with technical, trade and professional skills for employment, as well as "second chance" courses for all members of society
Fiji	a. In-school programmes for employment and to cultivate a sense of service	Students at school and in tertiary training	Nationwide and on-going	A range of new developments will be tested and introduced into formal education, including a school service scheme, through which skills learnt will be applied to practical projects to benefit the school and community. Other plans include work experience programmes, vacation work force for senior students and the establishment of student-staff stores. Already "modern" studies including chicken raising, growing vegetables for profit, scientific approaches to farming etc., and "multicraft", covering technical and vocational subjects, have been launched in lower secondary schools
	b. Out-of-school education for employment and community service	Out-of-school rural youth	Expansion of existing experimental Rural Youth Programme for a further period, and support of related non-governmental efforts	Through the Rural Youth Programme young people are assisted in developing small economic projects, and are encouraged to develop a sense of service and commitment to the community. They also participate in a basic education programme and in social and cultural activities. This programme will be extended and non-governmental organizations projects with similar aims will also be encouraged.
	c. National Service	Secondary school leavers	Feasibility study of national service programme	Consideration will be given to the relevance and development of one to two years compulsory national service for all secondary school leavers

Country	Theme	Audience	Strategy	Approach
Gilbert Islands	Community High schools	Secondary school students	Four pilot schools will be set up as community high schools during 1977/79, with a further four to be set up if these prove successful	Employment and environmental related education will be the core of courses given at four community high schools which are being introduced in an effort to meet and respond to emerging social and economic problems
New Hebrides	Re-orienting school leavers towards rural living	Primary school leavers	Current efforts to strengthen the role of government and non-governmental organization in their out-of-school education initiatives will be further encouraged	The Government Social Development Office is supporting and encouraging out-of-school education projects being launched, through voluntary effort of churches, village committees etc., in response to the needs of adolescents for re-orientation towards a rural way of life
Niue	a. Village Handicrafts Centres	Unemployed youth	Identify villages with sufficient clientele to justify the establishment of centres	Village level handicrafts centres will be set up in communities where resources and personnel to run craft work training and premises are available. Items produced will be purchased for export by the National Development Board
	b. Work experience for school children	Secondary school students	On-the-job work experience will be arranged for students	All students, especially in their final year, will spend time studying, observing and participating in a range of occupations, so that they have some ideas to make decisions about what they want to do when they leave school
Papua New Guinea	a. Rural Education Centres	Out-of-school youth and adults	Establishment of five pilot centres to provide education relevant to rural life	Each Centre, on the basis of a survey of local needs and resources, will provide project-based courses in such fields as, agriculture, fishing, trading, crafts and social functions, according to local needs

Country	Theme	Audience	Strategy	Approach
Papua New Guinea (Contd)	b. Multi-purpose community training centres	Adults and school dropouts in rural areas	A series of pilot projects will be set up in selected districts (chosen on the basis of need)	Short courses (1 week-1 month), geared to local rural development needs, will be run at the community training centres, with the aim of integrating participants into local development activities. Courses run with assistance from instructors and extension officers might cover agriculture, business, trade skills, health, extension work and appropriate technology
Solomon Islands	a. Integration of agriculture, community development, and education for service into a secondary school programme	Students and teachers at Pawa New Secondary	Pawa New Secondary School is developing and testing secondary education geared to national and local needs	The school programme being developed is based on agriculture, development studies (accounting, book keeping, commerce, etc), mechanics, woodwork, home economics and cultural arts and crafts.
	b. National Conference/ Council for Community Development	Government and voluntary agencies involved in community development	Community development to be co-ordinated and promoted through regular meetings of the National Conference	Representatives of Government Ministries, the Youth Council and the Women's Council, and major voluntary organizations would lay down and review national policy on community development. The conference would consist of three working councils, the National Council of Community Development, the National Youth Council for Women, and of a network of local community development committees.
Tokelau Islands	Co-operative Training Project for outboard motors	Outboard motor owners on Atafu Aloll	Trained mechanics would be supported by a co-operative of owners to maintain and repair their outboard motors	Two or three Tokelau people would be given a six month training in Fiji on repair and maintenance of outboard motors, after which they would work with a consultant in setting up facilities for their workshop and service, and in establishing the motor owners co-operative.

Country	Theme	Audience	Strategy	Approach
Tonga	a. Primary School poultry project	Children and their families in three primary schools	A one-year pilot project to be tested in three primary schools during 1977	Class 5 primary school children will be encouraged to set up poultry keeping projects, which it is hoped will also involve their parents, not only in the project, but also in school life. Initially, a parents meeting will be held to launch the project, followed by classroom learning, visits to poultry farms, planning and building project equipment, selection of birds, and discussions with extension officers
	b. Traditional Dancing Project at a Youth Club	Members of St. Pauls Youth Club (15-30 yrs)	A three month project to introduce club members to basic traditional dances	Dancing experts from the local community will be invited to run a weekly class leading up to a series of contests to raise funds for other youth club activities
Tuvalu	Agricultural Project in Funafuti Primary School	Primary School Children	Initial experimental project in one school, to be extended if successful	The children will work with a farm school committee and the agricultural officer in setting up a school farm. If successful they will sell the produce
Western Samoa	a. School and Community home skills development centre	About 500 School leavers, school pupils and adults	A 4-year pilot project to develop basic pattern of operations	A range of economic projects, designed to encourage 'self sufficiency' and improve rural production, will be integrated into educational courses run by Aleipata High School No.2. These will include a home-craft programme, a basic training in mechanics and manual crafts and an agri-culture education scheme
	b. Community service at secondary school	Students at Avale College	A one-term 'plan as you go' programme, to be reviewed and amended at the end of the experiment	Community service projects, geared to local needs, will be developed by the school to involve students in activities which would cultivate a sense of service and commit-ment and which would enable the school to contribute to the community

COMMUNITY PARTICIPATION IN EDUCATION: COOK ISLANDS

Ngereteina Puna
Secretary of Education, Ministry of Health and Education
Rarotonga, Cook Islands.

Purpose

This paper examines how the community participates in the education process of the Cook Islands through:

(a) imparting community skills and experience to schools;

(b) evolving closer working relationships between community and school.

Background

The 15 main islands that form the group known as the Cook Islands are widely scattered. Statutorily the Cook Islands are defined as all the islands which lie between 8° and 23° South and 156° and 167° West. This rectangle has an area of 751,000 square miles but the total area of land mass within it is only 93 square miles. The islands of the Southern Group are of volcanic origin while those in the Northern Group are true atolls.

Cook Island Maoris are Polynesians. The basic language of the Group is Maori, but almost everyone speaks English as a second language. Approximately half of the total population of 20,000 live on Rarotonga, the capital island of the Group. Cook Islanders are New Zealand citizens and have free access to that country.

The Cook Islands became a British protectorate in 1883 with a Federal Parliament established in 1892 and annexation by New Zealand in 1901. Political changes which began in 1947 led to the General Election in 1965 and the present Constitution of Self-Government. The Cook Islands hold general elections every four years to elect 22 members to the Legislative Assembly. The Assembly elects a Premier and a Cabinet of up to six Ministers. Voting age is 18 years. Her Majesty Queen Elizabeth II is Head of State, and New Zealand is represented in the Cook Islands by the New Zealand Representative, resident in Rarotonga. Local government includes Island Councils, Vaka (District) Councils and Village Committees on each of the inhabited islands.

Education is free and compulsory in the Cook Islands between the ages of six and fifteen years. Approximately 7,000 children attend primary and secondary schools and about 300 teachers, 35 of whom are New Zealand expatriates. Private schools are run by the Catholic and Seventh-Day Adventist missions and cater for about 500 students.

Government Policy

Education is one of the main arms of Community Development which is defined as: the processes by which the efforts of the people themselves are united with those of governmental authorities to improve the economic, social and cultural conditions of communities, to integrate these communities into the life of the nation, and to enable them to contribute fully to national progress. This community involvement and participation is one of the bases in the establishment of education policies in the Cook Islands.

Community Participation in Education

During the "good old days", there was very little participation by the community in the affairs of the school. Curriculum was dictated from without, and there was very little attempt to make it relevant to the needs of the country. School compounds were out-of-bounds to the general public unless admitted by invitation. One of the few times members of the public were called upon for their services was when new coconut thatches were needed for some classrooms. This situation is changing gradually.

Evolving Closer Working Relationships between Community and Schools

School Associations: The 1966 Education Act made provisions for the establishment of a School Association, a type of parent/teacher association, for each Government School in the Cook Islands. The functions and powers of a School Association are:

(a) To represent the community in school affairs of a general interest;

(b) To co-operate with the Department of Education, Principal and staff in promoting the welfare and improvement of the school;

(c) To assist in the effective maintenance of school grounds, buildings, equipment and amenities;

(d) To raise and maintain funds to be used by the School Association for any of the purposes contained in (a), (b) and (c) above.

The executive arm of the School Association is the School Committee which is elected by members annually. The Committee consists of a chairman, a secretary, a treasurer and ordinary members according to roll numbers. The principal of the school, a teachers' representative and an Island Council member are ex officio members of the Committee.

Ownership of School: The Government builds the school and provides staff, basic equipment and general supplies but the School Committee is given the responsibility to look after the school in every way. The use of the school outside of school hours and during the school holidays is left to the discretion of the School Committee and the principal. The Committee, parents and the community, together with the teachers, carry out maintenance work in the school on a voluntary basis, with the Education Department supplying the necessary materials only. There are two basic principles involved here: the first is that the community knows that the school belongs to them and it is up to them to make it a good attractive school; secondly, maximum use is made of school buildings and facilities.

Appointment of Principal: Because the Government wants to ensure full co-operation between community and school, the School Committee is consulted for their choice of principal from the list of applicants before an appointment is made to this key post.

Special Parental Assistance: Apart from calling upon the community's muscles and brawn, their brains are also capitalized upon. Many parents with special talents are very keen to offer their services to the school and these are readily welcomed by the principal and teachers.

Education Week: During the week beginning first Monday in June (Queen's birthday week), all schools run Education Week programmes. Parents, guardians, friends, and members of the community receive special invitations to come and see the schools in operation and to participate in some of the programmes.

Parents' Day: Towards the end of the school year, each school sets aside one special day for the parents of the children. Special programmes in the classrooms, sports field, entertainment (cultural items) and fund raising activities are arranged by the school and its School Committee. Prizes for school work are also awarded to pupils during this time. This is regarded more or less as "rounding off" for the school but, more importantly, it provides a further opportunity to encourage community participation in the affairs of their school.

Open Invitation: All parents and guardians of school pupils are given an open invitation by the principals and teachers to visit the school to discuss the progress and problems relating to their children. This invitation which stands throughout the school year also gives parents an added opportunity to have a look around the school.

The Community is the School: That "the community is the school, the road and tracks its corridors", is one philosophy that is being encouraged among the schools. The process of drawing the school and community together is seen as a two-way process. In this particular instance the school is encouraged to go out into the community for educational study visits and to undertake community and welfare projects.

Publicity: The media of the press and radio are seen as two of the most powerful ways of keeping the public informed of what is going on in the field of education. New items appear regularly in the daily newspaper and radio, and school broadcasts and educational programmes are popular features of the daily radio broadcast.

Curriculum Development: One of the main aims of the Government in the field of education is to provide a curriculum in the schools which is relevant to the needs of the community and nation. Members of the community are co-opted on to various committees for curriculum development in an attempt to keep the views of the community always in sight. In the case of education innovations (e.g. introduction of Christian education in Government schools and the re-introduction of stringent disciplinary measures) meetings of community leaders and School Committees are called to discuss the issues and to provide guidance.

Imparting Community Skills and Experience to Schools

Much of what has been discussed in connection with working relationships between community and schools applies under this section. Therefore, here

I would simply like to discuss one specific area of our school curriculum, "culture education". This is because culture education sets the pattern which we aim to follow in harnessing the skills and experience of our various communities for the benefit of the school children of this country.

Culture Education: One of the main objectives of culture education in the Cook Islands as specified in the 1975 Education Policy Statement is: "to preserve and propagate aspects of our culture through the inclusion of cultural subjects and activities as basic components of our education programme". In order to do this successfully, community elders and experts in such aspects of culture as the Tumu Korero are actively encouraged to participate in the teaching of culture. Teachers and children are also encouraged to participate in cultural and other community activities.

Since the introduction last year, of annual Cultural Festivals for primary and secondary schools, the level of interest shown by the communities in the teaching of culture to their schools has risen tremendously. Elders and other culture experts come forward readily to offer their services to the schools on a voluntary basis and their presence in the schools has served to enrich the cultural education of our children. Thus, whereas in the past, teachers have tended to attempt to teach Maori culture on their own, now they welcome the assistance given by the experts in the community.

Traditional Crafts: This is one aspect of our culture that is disappearing in Rarotonga. The arts of making hats, fans, mats, thatches, baskets, and other things from local materials are disappearing because no conscious effort is being made to teach these to our school children. It is suggested that, perhaps, one of the reasons why the Outer Islands are pursuing this craft programme is because unlike Rarotonga imported craft materials are unavailable.

Oratory: This is an art that is also in danger of disappearing. Chants for ceremonial occasions like the investiture of a chief, chants for games, traditional proverbial sayings which are pregnant with meaning, genealogical recitations and other ingredients for good traditional oratory need to be handed on to the younger generation. Each village or island has experts in these areas. Competitions between the schools and islands give opportunities for these experts to go into the schools and help their schools to win.

Conclusion

Perhaps, there has been a tendency on my part to idealize, to a certain extent, the situation here in the Cook Islands. If this is the case, it is simply because there is the desire here to see that "the efforts of the people themselves are united with those of governmental authorities to improve the economic, social and cultural conditions of communities, to integrate these communities into the life of the nation, and to enable them to contribute fully to national progress".

SUPPLEMENT TO MR PUNA'S PAPER

by Mrs Louise Graham (President of the Cook Islands Women's Federation)

NON-FORMAL EDUCATION: THE EXPERIENCE OF THE COOK ISLANDS WOMEN'S FEDERATION

In addition to efforts by the Ministry of Health and Education to encourage community participation in schools, the Cook Islands Women's Federation undertakes a range of educational programmes, with special reference to women at community level.

The overall aim of the Federation is to encourage a spirit of togetherness and understanding among the women of the Cook Islands. To this end, there are 46 women's groups; 17 on Rarotonga and 29 in the other islands. The Federation concentrates on maintaining traditional culture, reviving the art of weaving and sharing experiences to beautify the home. It works with girls and young women in schools, teaching them the art of traditional weaving using local materials as well as about food and nutrition.

It encourages its own members to develop community projects through an annual conference where ideas are exchanged and skills of organizing and running meetings are acquired.

The Federation has experienced various problems in its work. On the one hand many of the young people prefer distraction such as sports and the cinema to learning about their culture. On the other hand, difficulties with communications in the outer islands means limit the exchange of local craft work and raw materials.

IDENTIFICATION OF PROBLEMS AND POSSIBLE SOLUTIONS

Alec Dickson
Honorary Director, Community Service Volunteers, U.K.

Identifying the Problems

"Employers always prefer more highly educated people for any job - whether or not the higher qualifications are in fact necessary."

(Professor Mark Blaug)

"As to the Fourth Form leavers (the bulk of our school leavers), they receive a general type of education up to Form Four with a smattering of technical education in Agriculture, Industrial Arts (woodwork and metalwork) and Home Economics. A very small percentage find employment, for employers prefer Fifth and Sixth Form leavers. Some eventually drift off to New Zealand and the rest remain at home, unemployed. Because of the smallness of our country, employment opportunities have been very limited and will continue to be so and will not cope with all our school leavers each year. There is work in agriculture and other self-employed activities available - but our children have been educated to expect working for others in offices, shops, factories on a permanent basis. There is plenty of casual work as orange pickers or plantation workers but people are unwilling to work on such a basis, considering it below themselves."

(Letter from a Secretary of Education, in the Pacific Region)

"An Agricultural School has been established for school leavers and their programme is practical and aims at training the students to become independent farmers. Many young boys are beginning to be very interested in their programme since they see the good money earned by those who had been trained there. They are given all kinds of help when they finally leave and until their farms are financially viable. But again the government has to work to ensure a secure market for their products. Too many times, their produce is left to rot in the bush because there are no markets, or left to rot on the wharf because the boats cannot take it all. This discourages farmers from producing commercial crops and young people from such a precarious way of earning a living."

(Letter from a Senior Education Officer, in the Pacific Region)

"Whilst conducting a survey two years ago, I talked to all the Form Three and Four students in this province (Grades 9 and 10). Only one in the 800 I talked to indicated that he wanted to return to his village at the completion of High School Studies. I followed up with the question WHY? The answers came down to three major areas: the existing SOCIAL LIFE is too dull and boring; there exists no ECONOMIC potential to earn their own money; the older people disregard the SUGGESTIONS and VIEWS of the younger generation. Satisfactory answers HAVE to be found in these three areas."

(Letter from an Educational Planning Officer in the Pacific Region)

"Education is seldom related to traditional learning methods but rather to a formal structure that is set apart from everyday life i.e. the classroom, the book, the desk, the pen and the teacher: a person who has special standing in the community because he is what he is (a view unfortunately shared by many of our present teachers).

In many areas it is still the first generation of educated young people coming out of schools and the older generation still tend to be uncritical of the education process itself and in no way feel themselves to be a part of it apart from a labour force to erect new buildings, etc.

Early in the rapid expansion of education nearly all students were able to obtain some form of paid employment and this aspiration is still held by a majority of parents, villagers and certain "not with it" politicians etc. The reasons for decreased employment opportunities are beyond most levels of experience. This of course fluctuates from area to area.

Over the years the Department itself became so geared up to producing the large numbers of "educated" young people needed by the pre-independence build up of the Pacific Service, that it continued to produce these people long after the need had been met. In the meantime its structure and organization had become so bureaucratic and cumbersome that it was unable to recognize the national needs and re-organize itself."

(Letter from a Senior Officer in the Pacific Region)

"Another factor is the concentration of schools in the urban centres (which is the main island here). Pupils and parents migrate here for the school year and many never return, lured by the prospects of better employment and better education. It also means that the curriculum is urban-geared and in fact helps in weaning people away from the rural areas because there is nothing for them in the curriculum. Dispersal of education centres and industries as well as devising a more relevant curriculum would help solve the problem. Industries that would utilize local resources, such as agriculture products, handicrafts and fishing should get preference. How to disperse urban facilities such as cinema, shops, electricity, telephone etc., which seem to attract people is another matter. I can see no way of preventing people from wanting these things and perhaps it would be unfair to expect people not to want them, but again the country is not in a position economically to pay for the dispersal of such services."

(Letter from an experienced Education Officer in the Pacific Region)

"Where have all the young men gone?"

(Popular song - taken as title of an article describing the situation in many outlying Islands in the Pacific)

"Their nation may be developing - but their lives are not."

(Robert McNamara)

"An educational system that pays no attention to prospective manpower needs and job opportunities is likely to find itself in increasingly serious trouble."

(Philip H. Coombs)

"There are only two government high schools. At the end of the primary school there is a selection examination into the secondary schools taken by all pupils. 5000 children sit but less than 300 are given places at the two schools. The High School is very academic, given the best facilities and staffing, and the standard is very high. Graduates from this school get most of the scholarships for overseas study and they have the pick of the local jobs. There are complaints, muted of course, that this school is educating pupils away from the tradition of the country and that these people have no understanding of the problems of the country or its needs because they have been educated in a little Utopia, therefore they have no real attachment to the country.

The other school has a more practical orientated programme - offering full technical and agricultural courses. A practical farming programme is also implemented and involves all the students and the idea is to make the school self-sufficient in its food supply. This means extra work for the students in addition to their academic programme. The standard and staffing quality are generally lower than the other school, yet the feeling of the administration is that this school is the ideal place to train our youth for self-employment in the community.

But the irony is, of course, that the community does not accept this view of education and the boys are aware of this. The school administration keeps telling them that the whole man is developed in this school and regardless of job opportunities they can always create jobs for themselves and be independent of anyone but the boys ask: "Then if this is the best school, why aren't we given scholarships for further studies, why don't we get the cream jobs, why aren't we respected by the people?"

(Letter from a Senior Educationist in the Pacific Region)

"In 1976 there are 10,000 students enrolled in Form Two classes throughout the nation. These students are a highly selected group in that they are the top 30% of the students who attended Standard Six classes in 1974. Economic necessity decrees that a further drastic selection process takes place at the end of Form Two and only 60% of the Form Two students throughout the nation will be offered a further two years of education which leads to the School Certificate (at completion of Form Four). This means that nearly 4,000 young men and women (almost 40%) will be issued with a Form Two Certificate and will become "school leavers."

Are these Form Two "school leavers" well educated in the sense that they have the background knowledge and individual initiative to settle back into the community? Certainly not.

Are the Form Two "school leavers" a satisfied, grateful group? The answer is that the vast majority are unhappy, resentful, confused and frustrated. Are they proud to have completed approximately eight years of formal education in a country where the majority of the populace has not been to school at all? Unfortunately, their parents, their friends and the community in general feel them to be "failures" and as such, unable to take a useful place in the community.

The reasons behind this general attitude of "failure" and the feelings of unhappiness and frustration are: teachers equate success with good examination results; parents equate success with a paid job (usually a public service job); a complete lack of understanding of the changes brought about by a larger, more developed education system and a rapidly changing economy;

a confused desire to hold "white collar" jobs, or employment which does not require manual exertion; a realization that their eight years of education has not equipped them for the life they would like to lead.

There is a need to re-educate the community so that this attitude of high school education equals paid public service job is corrected."

(A High School Headmaster, Papua New Guinea)

"The issue at stake, which emerged in the course of the University seminars on community education, appeared to be that of how to reconcile the demands placed on the education system to fulfil higher level manpower needs with the equally pressing need for it to provide a form of practical education that would be of direct benefit to the village communities which constitute the major part of the country's population and are likely to continue to do so for the foreseeable future."

(Graeme Kemelfield, in "Planning the Seed: A Proposal for Community-based Education")

"The second problem is the complete disjunction between school and home, a disjunction the more complete the more rural the child and the more illiterate the parents. (And, one might add, the more rural and illiterate the parents, the more disastrous the consequences of that disjunction, since it is the children from rural homes with illiterate parents who are least likely to get modern sector jobs.) Perhaps the best way to indicate the disjunction is simply to list some contrasting adjectives which describe it and some contrasting symbols which serve to sharpen awareness of it.

School	Home and Village
Modern	Old-fashioned
Scientific	Superstitious
Western	Traditional
Part of powerful officialdom	Powerless
Trousers	Sarong
The authority of the written word	Mere verbal traditions
No talk of money; concerned with higher things	Preoccupied with getting and spending

Will the pre-vocational studies be able to bridge this disjunction, to bring school and home into contact, to make them relevant to each other? And will they do anything to reduce the employee orientation of pupils, to train people to take their own initiatives, to set their own standards to determine their own objectives?"

(Professor Dore, Institute of Development Studies, University of Sussex)

"Suppose a group of Sepik woodcarvers - after selling artifacts in Wewak and Goroka, with the possibility of some being bought later in Lae and Port Moresby and even exhibited later in Sydney or London - can dispose only of 30% of what they have produced. Would they burn the remainder as firewood - or decide in future that they must change their pattern of production? Possibly, said the teachers.

Suppose, however, it is your children - the products of your schooling - we are speaking of. Some have been accepted by High Schools,

with the possibility of a few proceeding later to universities in Papua New Guinea and even overseas - but 70% cannot find places at all. Are they to be disposed of as firewood? No, they said.

Some countries export their surplus young people, we said. Nepal sends its men from the hills to the Indian and British Armies: Tonga and the Cook Islands send their jobless youth to New Zealand. From Turkey they go to Western Germany, from Lesotho to South Africa, from the West Indies to Britain. Will you export yours to Australia?

No, they said, we must think of other ways."

(From an address to headmasters-to-be on an in-service course in the Highlands of Papua New Guinea, quoted in a Report entitled "No gat wok")

"The world has so far survived and benefited from a succession of revolutionary innovations in agriculture, industry, medicine, transportation and communications. A corresponding educational revolution is long overdue, and for lack of it the whole world is paying a heavy price. To help get this needed educational revolution underway should be the overriding aim of the international strategy and targets of educational development in the coming decade."

(Philip H. Coombs, The Need for a New Strategy of Education)

Identifying the Solutions

Once upon a time, communities taught their children what they needed to know. And the young, even whilst they learnt, rendered some service to the community. Thus, as a boy learnt to fish, he added to the size of the catch: as a girl learnt to reap, so she helped with the harvest.

Now this reciprocal process appears to be faltering or to have ceased altogether. There is a feeling that both parties - the adult community and the young - are the poorer in consequence. How, in 1976, can the community be involved in the education of its young - and young people, in turn, make their contribution to the welfare or development of their community?

Vital to this relationship is the balancing of one need by another. Neither, it seems, can be satisfied in isolation. For example, the necessity to produce more food (be it from the land or from the sea) could mean the utilization of school leavers. Under such circumstances it would be reassuring to think that education might act as intermediary or matchmaker, enabling one problem to solve the other. This is not happening. The truth is that, in the face of community attitudes and values, school does not exert all that amount of influence.

A Multi-Pronged Approach Vital

Professor Dore, of the Institute of Development Studies at the University of Sussex, has put this very pungently: "If all the planning efforts of a country were focused on the rural sector, then the "ruralizing" of both rural and urban schools would call for little extra effort and would indeed be a natural by-product of such a development strategy. But as long as the economic advantages of urban life are much greater, mere changes in the educational context of rural schools will neither stem the exodus of school leavers nor bring about the improvement of agricultural production."

A comprehensive multi-pronged approach to rural development would certainly include land reform to ensure that young farmers had the land to cultivate - and the improvement of marketing facilities (not forgetting the importance of inter-island transport and refrigeration for the countries in the Pacific).

Disparity of Rewards

Public recognition and the system of reward are probably even more important. The gigantic disparity in many developing countries between the salaries of government officers and those employed in the business sector on the one side - and on the other what the great majority of school leavers (and the unschooled) have to live on - makes a mockery of appeals to respect the dignity of manual labour or to engage in community service. Apart from the feelings of frustration and envy aroused amongst those who do not "make the grade", this disparity of reward corrupts the curriculum and distorts the expectations of schooling held both by parents and pupils.*

Whilst commercial companies are also to blame, the fact is that it is governments who are the worst offenders in many developing countries in establishing salary scales which put such a gap between the income of civil servants and what so many ordinary people have to live on. And, it is governments which make first appointments almost exclusively on the basis of academic performance, thereby not only deepening the despair of those who fail to be amongst the fortunate few but, more significantly, making it hard to arouse the interest of students in any activity not directly related to examination results. In the last resort, governments get the pupils they deserve.

A National Youth Wage

Recent ILO Reports on matching aspirations with work opportunities in South East Asia have made recommendations which are indeed radical. There is a suggestion that a National Youth Wage be paid to all young people for an initial period, irrespective of the work they are doing. In this it is recommended that a maximum wage be set and graded according to age. If there were greater equality of income, then any form of selection - and school is seen by most as a mechanism for sorting out the few destined for advancement - would be less painful, for less would be at stake in terms of both money and prestige.

"Barefoot" Professionals: Promotion from the Ranks

Another ILO suggestion with profound implications for the educational system is that the whole public sector (and not just the Government) should do all its

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* There are, of course, exceptions, even amongst island communities. In Spanish Wells, one of the tiniest islands in the Bahamas, youngsters yearn to quit school at the earliest permissible age to go fishing - which makes the island the richest, per head, in the whole arechipelage. Nearer to the Pacific at Darwin in Australia, bone-heads at the meat works last year could pick up A$1000 a week (as against A$170 a week, the national average wage); this year the meat works are closed, because the proprietors cannot operate profitably at such wage levels - an interesting example of the dignity of labour having become counter-productive. In those particular circumstances school success does not correspond with earning capacity - and the problem is to keep youngsters at school.

recruiting from amongst 16 and 17 year olds, not only for manual jobs but also for professional occupations. All entrants into the civil service might be recruited as clerical workers, and gradually given more responsibility in their duties to develop and assess their capacity. After two to three years those officers who showed promise could be selected - on the basis partly of work performance, partly of special tests conducted by outsiders - for further education and training for eventual promotion to the administrative and professional grades. Similarly, teachers might begin by working in primary schools, and those more suited to teaching older pupils would then be later trained for secondary schools (alternatively, teachers might be chosen from amongst pupil-teachers). Again, engineers might all begin as craftsmen and trainee technicians, and doctors as medical assistants etc.

As Professor Blaug points out in, Education and the Employment Problem, many advantages would stem from this approach. First, demand for higher education would be considerably reduced.* Second, middle-level technician jobs would become of necessity the first stage in the career of the ablest youths destined for professional status. Third, practical training would lose the stigma from which it suffers at present. Fourth, there would be greater maturity and knowledge of the world of work. Fifth, learning is more effective when it is motivated not just by a desire to pass examinations in order to get a job, but by interest in doing one's job better. Sixth, promotion (and salary) would depend infinitely more on actual performance on the job rather than on academic attainment. This would go a long way to discourage certificate-mindedness and unrealistic expectations and would underline the importance of starting as a practical worker.

Aptitude Versus Achievement Testing

There is an ILO proposal aimed at replacing achievement testing in secondary schools with aptitude testing. For instance, the ministry of education might offer a one-week radio-and-correspondence course on an announced subject towards the close of the school year. All students in secondary schools would devote that week to studying the subject and they would then be examined at the end to see how much of it they had mastered. The principal advantage claimed for this approach is that it would create a measure of educational achievement which would not warp the curriculum, since teachers would not be able to drill students beforehand. Though able students would probably fare as well in aptitude tests as in achievement tests it is worth considering any step that reduces the negative impact which conventional examinations exert at present, inhibiting as they do the involvement of the school in service to the community and vice versa.

Certainly dependence on examinations set for students of a totally different social and economic background - say in New Zealand - should be questioned, particularly at a time when New Zealand is itself reconsidering the validity of such examinations. This is the moment, perhaps, when a distinction must be made between those islands from which young people seek to

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* Whatever resistance might be expected initially from colleges and universities, the unique importance of these institutions would not be diminished since they would tend to deal with far more experienced and committed students who possess a greater sense of reality and relevance. Their contribution would build on and complete what, in effect, would be a sandwich course - secondary school/practical work/higher or further education.

emigrate, and those from which they do not. It might be argued that leaving one's country is an act of desertion, not of service. But newcomers can bring with them a strong sense of community and certain talents, as with the Chinese .... and the Scots. It was, let it be remembered, Pacific Islanders who took Christianity to other islands. A brain-storming session might suggest how - in those islands where migration is a fact of life - communities could prepare their young people for migration, helping them to show pride in taking with them some message or skill, new or old.

Service a Condition for Overseas Study

Equally, the privilege of pursuing studies overseas - whether supported on Government scholarship or purchased by parents - might be made dependent not only on academic attainment but also on service already rendered. There are Commonwealth precedents for such conditions. In Tanzania no one may proceed to college until he has undertaken national service, and in Nigeria no graduate may take a job until he has completed a year of service.

Where primary education is in fact also terminal, the year at which children first go to school can influence their involvement in the community. In three African countries - Tanzania, Zambia and Liberia - it is felt that the later the age at which pupils enter school, the greater the advantages: children are less likely subsequently to despise their parents because they have had enough time to absorb the culture of their community; children are stronger and more mature when they leave and consequently more able to undertake adult work forthwith; parents can participate more naturally beside their children in school.

Bearing in mind that the overwhelming majority of children in the Third World inhabit rural areas, some thoughtful people advocate that primary school should begin at nine years, others even say at twelve years. These arguments are, understandably, strongly resisted by parents in urban areas whose work may take them away from their children.

How Real is Community Participation?

In many developing countries, the community's sole contribution to education is that of free labour for the construction of a rural primary school. Some members of the community may sit on a local management committee, and in a number of instances the use of the school premises may be allowed for an adult activity. But, too often, that is the limit of community participation in education. For all the advocacy (and genuine desirability) of parents and others coming into the school to share their skills and knowledge with the children, this happens but rarely. When school entry occurs at the later age, however, this gives a real opportunity for the children to absorb something of their community's lifestyle and lore, and for fathers and mothers to teach and learn alongside sons and daughters, both outside school and even within the classroom. At an earlier age such sharing of skills and knowledge within the context of the school takes on a somewhat artificial and unnatural appearance.

An Integrated Policy for Employment and Education

We have mentioned a number of different measures: commitment to a rural development programme that embraces the work of all ministries and not just that of an educational department; a national youth wage, to diminish excessive disparity in financial rewards; recruitment for posts in the public sector at the age of 16 or 17 years, with entrants beginning as practical workers/technicians, followed by further higher education for those who have

first proved themselves; the replacement of achievement tests by aptitude tests to discourage "swotting"; making overseas study conditional upon a period of service; raising the school-entry age.

Several of these approaches may seem not only radical but quite beyond the capacity of what educationists themselves can introduce, in that they amount to a kind of social engineering. But the more far-reaching recommendations come actually from international experts working on behalf of a United Nations Agency. They underline the fact that the problems cannot be solved by curricular changes only or by the construction of more institutions for vocational training but by a manpower plan, indeed by an integrated government policy which sees employment and education as two parts of a whole.

When All Students Learn Self-Reliance

Not only in developing countries but also in Britain there has been a marked tendency to introduce practical work or community service into the last year's timetable of the early school leavers. Meanwhile the academically abler students continue to concentrate on conventional subjects so as not to endanger their examination prospects. Inevitably, then, practical work and/or community service comes to be seen as something for the dimwits, the future drop-outs or the potential push-outs. To avoid this stigma, the Headmaster of Brandi High School in the East Sepik District of Papua New Guinea has introduced a course designed to give all Form Two students some marketable skills. There is a wide choice of activity, ranging from pig-keeping to jewellery design, and from printing to cycle-repairing. Each course includes practice in keeping accounts and marketing their produce or service. Furthermore, while students still continue to pursue academic studies, as many as nineteen periods per week are assigned to this course to ensure that students really will become self-reliant and capable of both planning and executing a course of action. Reports from Brandi High School itself indicate that both teachers and students are enthusiastic about the course. The great value of this approach lies, of course, in its universality, with all students at a particular stage or age undergoing the same training, and in its practicality, so that self-reliance is not just a pious exhortation but a reality.

When Schools Practice Self-Sufficiency

Students' self-reliance on leaving may be linked with the school practising self-sufficiency. Experience in Africa has shown that when an independent school is able to reduce fees substantially because of the profit from agricultural produce (whilst at the same time maintaining academic standards), the attitude of both students and parents towards manual work alters markedly; that when government schools begin similarly to register a profit, the interest of education departments is quickened; and that when a neighbourhood is enriched by a water supply laid on by the school, the local community is disposed to respond to any request from the headteacher for reciprocal assistance.

Whilst growing food - for consumption by students, for sale to the community, or both - may be the form of self-reliance most widely practised, it is not the only expression it can take. In Madang, Tusbab School puts on plays and performances of a high quality for visiting tourists. In New Britain, Kambubu School, as well as growing practically all kinds of local food, runs a furniture factory and a sewing business while Palmalmal School, in addition to organizing a coconut plantation, a trade store and a fishing scheme, and growing fresh vegetables and fruit, acts as an air travel agency. The seminar might like to consider other forms of self-reliance, not omitting those that can be introduced by urban schools.

Basing Extension Services in a School

Some schools have "adopted" a nearby institution such as an orphanage, a hospital, a workshop for the blind, a leprosarium. A more fruitful approach is for a school to provide support for a village-level worker in a rural area or for a social welfare worker in a town. Such people suffer frequently from isolation and tend to feel overwhelmed by the task of changing attitudes and habits amongst a population of thousands. Students can considerably reinforce their efforts by developing what amounts to a school "extension service". When a dispensary or first-aid post is actually located in a school - for the convenience of the local people and not just of the pupils (as at Budu in Sarawak) - then students have a chance to help in bringing simple medical care to the community and simultaneously to learn about health in a practical manner. (This assumes, of course, that village-level workers or social welfare officers - whether they belong to the Ministry of Health, Social Development, Agriculture or Local Government - have been trained or retrained to recognize that individual officers cannot make much impact on 5000 or 50,000 people, and that they should welcome students as allies.)

Students can Help Each Other - Tutoring

Students can render service within the community of the school itself - by assisting those less advanced than themselves. This help - often called "tutoring" - can be given by older students to younger students in the same school, or by students in colleges to those in secondary schools, or by students in secondary schools to those in primary schools. Is this in any way different from the old system of pupil-teachers which modern educationists now condemn? Yes. In the first place, tutoring is generally (though by no means always) on a one-to-one basis, where there is an intensity of attention which no teacher, however professionally experienced, can give to each pupil in class. Whilst tutoring can be, and frequently is, connected with reading, it can equally be in mathematics, science, games or swimming.

Research has shown that in this "cross-age relationship", the tutor gains as much as the youngster who is being tutored. This discovery has led to teachers arranging for, say, a 15-year-old slow-learner to tutor a 10 year old. The senior student in trying (perhaps for the very first time) not to be shamed, makes effort to explain what he himself hitherto may have had difficulty in grasping, and consequently finds that his own understanding grows. Thus in teaching he learns. Also, the concern by the older student for the progress of the younger one, and the respect/gratitude on the part of the younger pupil for the help received, can replace a bullying attitude which often makes for a mood of fear in many schools.

In rural areas it has been traditional for older children to watch over and care for younger children. Tutoring recognizes the essential value of this relationship, and turns it to an educational advantage.

Examples of the "Cross-Age Relationship"

Papua New Guinea provides several contrasted examples of older students helping younger ones. At the University in Port Moresby the "Science Demonstration Squad", comprising some 18 students and two staff members, correspond with science teachers in up-country high schools about which experiments the latter would like to have demonstrated but which, owing to lack of appropriate laboratory facilities, they cannot mount themselves. After rehearsing the experiment, members of the squad go with the necessary equipment, put on a demonstration and talk with the high school students. Through

these demonstration exercises a number of high school students with negative attitude towards science have been encouraged to study science. At Lae, senior students at Bugandi High School have established a "Student Associate Group" for youngsters who have not been able to proceed with their secondary schooling. The older ones have worked alongside them to clear the land, plant and cultivate crops, and build a fish pond and duck pens, (from which an appreciable income is derived). These senior students have also tutored the younger ones in English and other subjects. It is seldom that one finds that those who are upward-bound on the educational ladder devote time and sympathy to those who have fallen out of the academic race. Bugandi students have set an example which could and should be copied in very many other places. At Sogeri High School, students have started and continue to run a pre-school group in a nearby plantation. They also bring primary school children into their own science laboratories, coach them in sports and help as volunteer instructors (on a one-to-one basis) to teach English and writing to an adult group consisting of cooks and labourers. "Every Learner a Teacher" is a philosphy that can be implemented in every school throughout the world.

Converting Social Studies into Social Service

"But doesn't this kind of activity interfere with the syllabus?" And further, "since there are only a certain number of periods in the school day, surely every hour spent on community service has to be subtracted from study?" Not necessarily. In some islands "Social Studies" is a combination of English, History and Geography, in others it is a subject in its own right. But, either way, a slight alteration in emphasis could change it into "Social Service". In Northern Nigeria, Kano State has produced a most admirable social studies syllabus for primary and post-primary schools. It would be only a small step, surely, from the class visiting the walls of the city and learning how they came to be constructed to doing some repair work on the walls; from observing the different dress of children of Southern (Christian) parentage in the non-Muslim schools to inviting them along and making friends with them; from recording what goes on in rural dispensary or hospital to writing a letter for an illiterate patient. A small step only but it could transform Social Studies into Social Service, not only deepening the understanding of students but enabling them to give help where it is needed. The seminar might like to consider how the Social Studies syllabus in different islands could be converted similarly into Social Service.

How Every Subject can Relate to Human Needs

Through the curricular approach to community service, almost every subject in the syllabus can be related to a human need or social problem. In Britain, Physical Education can mean giving a display in a nearby hospital ward or getting students to blindfold themselves or simulate some other disability and then devise games which can be played by the handicapped. Chemistry at the sixth form level has led to a Scottish school measuring the degree of pollution in the atmosphere caused by smoke and sulphur dioxide with the result that government ministries responsible for the environment became concerned. Arithmetic has enabled 11-year-olds to help old people to budget their pensions. Handicraft has involved a class of 15-year-olds in devising equipment to enable crippled children to move about more easily. Science in a comprehensive school near Manchester has led to 14-year-olds inventing a gadget to warn neighbours if an old person, living alone, falls suddenly ill and cannot notify anyone; the same class also devised an alarm-clock for the deaf. In every instance, learning has been linked with action, and study combined with service. (At a remote secondary school in West Africa, students have devised

a windmill and a solar heater (actually used in their kitchen) to demonstrate alternative sources of energy.)

Advantages of Curricular Approach

This curricular approach, by which virtually any subject can be related to a need and thereby contribute to the service of the community, has many advantages. It is equally valid in universities and polytechnics which, at the most sophisticated level, are also engaging in the humane application of knowledge. Yet the idea of learning as you create, of producing as you learn, is as old as time. What is new is the further development of this idea - which might be called the concept of "social apprenticeship" - whereby the student can make a positive contribution to the community even as he pursues his studies. In this way every school or every college, can become a resource centre of help to the neighbourhood. Through such an approach students are challenged to think as well as to act: and, equally, to act as well as to think. Provision is made, too, for the vital element of growth in community service programmes: (would it be less confusing if they were called programmes of social service?). Seventeen year-olds are faced with problems commensurate with their own intellectual development - instead of undertaking the same kinds of projects as they did at 13 or even at 9 years of age. Most importantly, they are not diverted from their studies, nor are their examination prospects damaged: rather, their interest in the subject they are studying grows and their understanding of its meaning is deepened. Finally, not one single teacher but a whole cross-section of the school's staff is involved alongside the students. The Seminar may like to consider how the curricular approach could be adapted to situations in different localities in the Pacific.

Turning Emergencies to Advantage

Emergencies can be turned to educational advantage, opening the eyes of students, teachers and the community to the potential in initiative and helpfulness which lies in most of us but which formal schooling so seldom stimulates. In most islands of the Pacific which are vulnerable to typhoons or hurricanes, village custom has evolved a certain way of responding to such onslaughts of nature. Is it the case that in the event of a warning being received in term-time, schools just close so that children can stay at home? Could a positive role be devised whereby students hasten to see that elderly and other people who may be defenceless receive adequate protection? A participant in the freedom marches which the late Martin Luther King led in the southern states of the USA some 15 years ago observed: "In times of crisis the generation gap disappears because the young suddenly manifest a capacity for adult responsibility and the much older are rejuvenated." Whilst the Red Cross and similar agencies have a well organized drill for public emergencies of this kind, the schools may have a role to play in this respect. At Man O'War Bay, on the Atlantic coast at the foot of Mount Cameroon, it was a feature of all the short, intensive courses at the Citizenship and Leadership Training Centre that students should be confronted with sudden crises: e.g. an outbreak of typhoid at a plantation workers' camp, the destruction of a village by fire necessitating plans not only for relief work but a subsequent development programme. Can members of the seminar think of other ways by which young people, whether at school or out of school or on special courses, can be activated not only to respond with alacrity to crises but even to plan for the kind of development and reconstruction that should follow such disasters?

Making the Most of the Sea

The presence of the sea should be turned to maximum use. Last year a team of consultants from the Commonwealth Secretariat's Youth Division proposed

to the Government of the Bahamas that a Maritime Youth Corps could not only provide challenging outlets for the energies of young people, but also meet some very real needs. Such a corps might, it was suggested, build or reconstruct sea walls where necessary; engage in co-operative fishing; be ready to fill the role of a coastguard and rescue service; and man a schooner which could sail from island to island, conducting courses wherever it moored that would relate community service to the local situation.

"Community Service" may seem to be another way of saying "Community Development" or "Rural Development". That suggests work with one's hands, a prospect regarded perhaps neither as very attractive by students nor as very educative by teachers. Both could be wrong. The techniques of making a road-trace, of constructing a culvert or seawall, or a storage-tank for catching the rain from the school roof, comprise skills well worth acquiring. Some might argue that the ability to mend a fuse, change a tap washer, repair a puncture, mend a sewing machine, or mix cement, should be regarded as basic skills for a young citizen in a modern society.

Not only Brawn but Brains Needed

Mind is needed as well as muscle. Why should the local people be so blind and oblivious to the injurious and ugly consequences of allowing filth to accumulate that a clean-up campaign becomes periodically necessary? Can students help to plan (and lay out) a better market or bus park or communal laundry or river clearance or timber plantation or incinerator or measures to prevent soil erosion, or notice-boards, and then try to persuade councillors to accept their proposals? In what ways can students, perhaps by making models in the school, as well as setting an example themselves, persuade parents and adults to participate more in projects of self-help and community development? Teachers should be aware of the fact that these problems present intellectual challenges as well as physical tasks, thereby contributing both to the educational development of their students as well as to the betterment of the community.

Human needs and social problems, however, extend beyond constructional projects and manual labour. Whilst school students may be unable to do anything, for example, about high rents and housing difficulties in urban areas, they can do a lot (perhaps as much as adults) about juvenile delinquency; they can assist the young handicapped; they can help in literacy campaigns; they can discourage resort to drugs; they can promote road safety on the way to and from school; they can develop activities for women in a number of ways; they can promote games and sports (traditional as well as modern).

Drama's Role in Community Development

Plays performed by students were mentioned earlier as a means of raising funds to help make their school self-sufficient. The preservation of their culture can be one of the most valuable forms of service which the young can undertake; and in this field the older generation can be more than just a passive audience; they can play a vital role in transmitting their culture to the young. One would hope that schools would not be content with performing the traditional dances or singing the old songs but would be devising new dance-forms and producing drama concerned with modern themes, and taking these to the streets and to the villages. This can be a most powerful expression of community education.

Since there is an intellectual component in community service and since play has a universal appeal, the two in combination have even more to

offer. This has been realized by teachers in the Solomon Islands, who have produced "The Coconut Climbers" - a game which can be played by any number bringing out into the open the moral problems which face school-leavers. The dilemmas posed are real, with no one "right" answer but capable of evoking many different responses.

Concept of Resource Centres

Reference was made earlier to schools developing an extra dimension as resource centres of help to the neighbourhood. Not only schools but other institutions not normally associated with community service, e.g. police stations, could also do so. (In Canada, the Bank of Montreal has a special programme to train and employ youths who have dropped out or got into trouble, an enlightened policy deserving public commendation; in certain areas of London the milkmen acquaint the Social Services Department with instances of human need which come to their notice in the course of their rounds, and elsewhere, the postmen are responding similarly.) In the context of this paper what is important is that not only do teachers-in-training (yes, and experienced educationists too!) need to know about the techniques of involving students in service and using the human resources within the locality to help with the task of education but police, administrative officers, doctors, agricultural officers etc. need to know how most effectively to use what young people can contribute. How many police officers, in any country, would know what to suggest, if students came offering their help? How many medical officers have used students in health campaigns? (How many ministries of health throughout the Commonwealth will have distributed the Commonwealth Secretariat's paper on "Youth Contribution to Health Care" to their medical officers?)

New Elements Required in Teacher Training

Arising from this seminar, it is hoped that colleges of education will make provision for teachers-in-training to learn, through actual practice, how to identify local problems which can be tackled by their students, how to translate these problems into projects, how to relate these projects to other parts of the curriculum, how to ensure that the community participate or respond positively, and how to make this experience both down-to-earth yet at the same time stimulating.

In proposals for "Community-Based Education" made some three years ago, the Educational Research Unit at the University of Papua New Guinea envisaged a primary stage, where adult members of the community would learn alongside their children; a middle phase, where active work in the community would alternate, day by day, with classroom study; and a tertiary phase, at the conclusion of which graduates would spend a year of service in the community.

The Community School

The large size of Papua New Guinea, the rural scene in which so many of its schools are situated, the comparative newness of its educational system, all distinguish it from the circumstances facing most of the Pacific Islands. So, what may work in Papua New Guinea will not necessarily apply to the other islands. Nevertheless, some of the implications of the proposals made by the Educational Research Unit some four years ago (they have, incidentally, been modified in subsequent discussions and only now are some of the basic concepts being put to the test in a number of pilot projects) are worth looking at:

(a) The theme of Community Education pervades all three levels: it is not introduced just at one stage and then forgotten or faded out.

(b) The whole community, and not the children only, share in the educational process. The disillusionment that has set in recently regarding the "returns" expected of education may perhaps stem from this one single fact rather than the shortage of employment opportunities in the modern sector. (Children were never intended to be the sole beneficiaries of the cargo.)

(c) The later age of entry into school; this has been touched on earlier in this paper.

(d) The school programme would be integrated into village life.

(e) More use would be made of local skills and craftsmen (and fewer teachers consequently employed).

(f) The teaching approach would be geared to traditional methods of doing rather than of hearing.

(g) Teachers would be posted back to their areas, enabling greater use of the local vernacular in the children's early years of education.

Members of the seminar may like to consider whether any of these advantages claimed for a community-based education system that has been suggested for Papua New Guinea would be desirable, and politically possible to implement, in their own countries.

Additional advantages might be expected when schools develop an extra dimension as resource centres for the whole community:

(a) Older girls could manage some kind of kindergarten.

(b) Nutrition and domestic science would be used by clubs for schoolgirls, women and young people.

(c) The sports area would be available for community games.

(d) New types of crops and new methods of looking after livestock would be on public display.

(e) Simple machinery, developed through appropriate technology, for treating rice, coffee or cane would be available to the community.

Avoiding the School Leavers' Trauma

By virtue of the school serving as a centre, young people would not endure the traumatic experience of leaving and dropping into an aching void. They would "graduate" from a period where there had earlier been proportionately greater stress on studies to a phase where they would use the facilities more as a club. Nor need the programme be inconsiderable e.g. radio, newsletters, competitions, sports, libraries, projects to raise funds.

Do members of the seminar view the possibility of grafting these additional roles and activities onto their existing schools as impossibly idealistic? Do they think that teachers could be trained to assume this greatly widened responsibility?

Competitiveness characterizes formal education. Students contend against each other for marks, and examinations finally sort out the winners and the losers. If this struggle sharpened a spirit of individual initiative, then one might be reconciled to the exclusion of a spirit of compassion. But there is little evidence amongst school leavers that academic study has developed a capacity for personal enterprise or self-reliance. So neither initiative nor co-operation is conspicuously nurtured by the present system.

Francis Bugotu, Permanent Secretary for Education in the Solomons, recently pleaded that the Pacific Islands should build on their traditional patterns of shared responsibility towards the young, the sick and the elderly rather than, say, western models of professional social work. Why not begin with education? In our reference to tutoring, we have described one method by which students can help each other. In selecting and training officer cadets, the British Army employs a battery of techniques which stress both team work and initiative. If competition there must be, let students compete to solve problems of significance to the community, let them compete to bring help where help is most needed. Would members of the seminar care to suggest how the curriculum, and even examinations, might foster team-work and/or initiative in community service?

Holidays Can be Used, Too

The holidays present opportunities for community involvement in a number of different, even opposite directions. For those who attend high schools, as boarders, far away from their homes, involvement in their own community is possible only in the holidays. For others, despite whatever support this seminar may give to the suggestions outlined in this paper, the curriculum and/or the atmosphere in their schools may prevent anything meaningful by ways of community service being undertaken during term time: a major project might, however, be tackled in the holidays.

Furthermore, holidays allow youth organizations to come into their own and make their particular impact, perhaps with a work camp. Certainly, rural young groups, the YMCA/YWCA in Fiji, the Yangpela Didiman in the highlands of New Guinea, possibly do more to bring about the involvement of young people (be they students still, school-leavers or the unschooled) than the schools. Some would plead strongly on this account (and they would quote the famous reports of Philip H. Coombs - on "Non-Formal Education for Rural Development" and "New Paths to Learning") that ministries should correct the imbalance in the support given to non-formal education vis-a-vis the schools.

Even Disappointment Can be Educative

For the youngsters whose schooling ends at this point, the reluctant leavers or push-outs, what follows is far from being a holiday but a fruitless hunt for the unattainable job. Nevertheless, the gap may be an important part of their education, something they could never learn in the classroom. Disappointment is a hard teacher, but perhaps they may have to endure a period of disappointment (so long as disappointment does not deepen into despair and despair into a destructive or delinquent lifestyle) to discover that their expectations are unrealistic. At this age, attitude may be as important as skills.

After the unavailing search (for millions of young people today a modern "rite de passage") they will be more ready to respond to what a short,

intensive course can offer them,* be it conducted by a mobile training unit or at a multi-purpose training centre, in functional skills, on the lines of the Village Polytechnics in Kenya.

The Privileged Few Should Share

For the favoured few, the upward bound students, perhaps we should, as a deliberate act of policy, create a gap between school and college in which they break away from their books to discover at first-hand what life is like for the less fortunate. More and more educationists are advocating this break, and an increasing number of countries are providing the organizational framework in which these privileged young people can engage in a period of full-time service to their nation. Members of the seminar may like to consider what would be entailed in setting up, perhaps during the crucial period when they are awaiting examination results, a modified "domestic" version of the Peace Corps/VSO/VSA that would enable their own young elite to make their contribution to national development.

* See "The Short Course in Development Training" by D. Masarov and G. Fradkin (Massada Press, Ramat-Gan, Israel)

BEYOND THE SCHOOL: EMERGING ALTERNATIVES FOR LEARNING

A resource paper compiled by the Commonwealth Youth Programme

> "Pacific governments should explore all possible educational delivery systems for meeting the minimum essential learning needs of young people."

This was just one of the recommendations for education reform at a recent South Pacific Commission Conference on out-of-school youth.* It illustrates a growing recognition not only in the Pacific region, but throughout the world, that education is a continuous developmental process; one which takes place not only in schools, but through day-to-day experiences at home and in the community. Indeed, the South Pacific Commission Conference went so far as to suggest that formal schools systems have at times "hindered rather than helped the development of young people". This is a generalization which not everyone would accept, particularly those who are engaged in the struggle to extend and modernize the education provided in schools and tertiary boarding institutions. Yet throughout the region, there are signs of a growing momentum in the development of new approaches to the provision of education for young people, both within and outside formal institutions.

The trend matches similar tendencies in other parts of the world. (Some of these are reported in later sections of this paper.) In some cases, it is governments which have initiated the exploration of new educational policies; in other cases, non-governmental bodies have shown the way, and the young themselves have begun to search for an education which is relevant to their day-to-day needs.

Whatever the source of the initiative, the path to educational change is an uphill struggle. Ghanaian writer, Walter Blege, put it this way. "Talking about alternatives in education in a developing country .... is bound to lead to very serious difficulties. For one thing, there is the current popularity of the conventional school to contend with."** The reason for this, he surmised, is that in "new" countries the popular view of the school is as the main means of social mobility, and what is more, it is also seen as the only way of providing education that leads to modernization. On this, Mr. Blege said much more. He was both critical of continuing investment in schools which he saw as providing only an education for unemployment, and, he was concerned about the

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* Sub Regional Planning Conference on Out-of-School Youth. Fiji. November, 1974.

** Alternatives in Education in a Developing Country, Interchange - Vol. 2/1, 1971.

inherent values in imported education systems - leading to what he called the white collar and elitist mentality. After a comprehensive analysis of alternative approaches to education for development, he concluded that for most, if not all, third world countries "survival means education for a rural economy". But for this, he stressed, "there is no single inclusive approach", pointing out that solutions rest in identification of social and economic needs, and in planning, which, of necessity, should include consideration of what sort of education is necessary to meet such needs.

In the past decade, and especially in the past five years, this pragmatic approach has spread. It underpins many recent efforts to introduce educational change and has been especially important in the development of organized education programmes outside the schools' system - which is how Coombs in his study, "New Paths to Learning", defines non-formal education. The term, "out-of-school education" has a wider meaning, in that it also covers learning such as is acquired through daily experience. As Coombs points out, this aspect of learning is "ubiquitous and strong", though at the same time, unorganized and unsystematic.

It was non-formal education which was cited as the major task of youth programmes in the Pacific region by the South Pacific Commission Conference on out-of-school youth.* The rationale for a more generic and community-based approach to learning was threefold: First, there is little prospect of extending formal education in most countries in the region, either by increasing the capacity at secondary and tertiary levels, or by creating places for the youngsters who have never had the opportunity to attend school; second, many aspects of learning are more effective if based on real-life situations; and third, a variety of agencies should be involved in responding to the learning needs of the young.

A report from an experiment among rural youth in Fiji adds a practical dimension to the debate. Here, according to Mr. Delailomaloma in a paper to a South Pacific Seminar on Rural Development (Western Samoa, July, 1976), the target for his government's youth programme has been identified as out-of-school youth in rural areas, especially those who have had some schooling but not found ways to use it. In planning the programme a number of experiences from other parts of the world were studied and as potential models and ultimately rejected. For instance, national youth service schemes were examined as a way of combining training in work skills with the development of disciplined attitudes to work, while at the same time involving young people in development projects. The idea was dropped because on deeper consideration, it was seen as providing only short-term solutions to the needs of the young people population and to the requirements of development objectives. As Mr. Delailomaloma said, "merely to train young people does not necessarily solve the problem of unemployment". The approach also had the disadvantage of "removing trainees from their home environments and giving them a social and economic orientation away from farming".

It was finally decided to build on past experiences in non-formal education in the country, but with the central intention of integrating youth programmes with all major aspects of national development objectives. At the same time, local communities were firmly identified as the scene of activities, with local youth clubs as the base. Through these, the young membership have been drawn into a combination of locally developed productive work, community service, and on-the-job training. Out of these it is hoped to achieve the overall aim of providing "citizenship training that would instil the kind of attitudes

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* Sub Regional Planning Conference on Out-of-School Youth, Fiji, November, 1974.

needed for development".

Perhaps one of the important lessons to be learnt from this project (which, it should be noted, is still only in the experimental stages) is its recognition of the give and take relationship which on the one hand encourages young people to contribute to development, and on the other, provides them with practical knowledge and understanding whereby they experience the benefits of a growing self-reliance. What is also interesting in the project is the close link which has been maintained between the means by which the young people learn and the ultimate educational and community objectives. In other words, one of the hard lessons of formal education has been heeded - that the system of delivering education is not an end in itself; rather, it is the purpose of the educational process which is important. This applies to non-formal education just as much as it does to schooling, for there is always a danger that the means of communication, (especially as teaching and techniques become more sophisticated) will obscure the ends. That is not to say that innovative ways of teaching and learning should be avoided, simply that the purpose of an educational project is paramount to everything that takes place within it. Furthermore, (though some educational philosophers may disagree) there is in the context of development, growing emphasis on education as a means to an end - preparing young people not only to fulfill their own potential, but also to become agents of change in their communities.

This concern is reflected in the expanding literature on educational strategies, many of which concentrate particularly on ways of providing education outside the schools. The next section reviews some recent developments in out-of-school education. The concluding section surveys a selection of recently compiled case study materials which illustrate practical approaches, as well as the scope of activities which are amalgamated under the terms, non-formal and out-of-school education.

SECTION I

A REVIEW OF NEW DEVELOPMENTS IN OUT-OF-SCHOOL EDUCATION*

What is the justification for the growing confidence in educational activities outside the schools? Can such programmes really respond better to young people's learning needs than well-tried education systems? Or is the growing emphasis on non-formal education merely a last ditch in the struggle to provide universal education for the young?

Is it feasible to extend non-formal education programmes to meet the unmet learning needs of the many young people who have left, dropped out of or never attended school, given that in many developing countries the dropout rate during primary school is around fifty percent, that only 15-20 percent of the primary school graduates go on to secondary school?

Is there a danger that expansion of non-formal education will kill one of its most laudible characteristics, innovation, by over-institutionalizing its operations? And related to this, can its development be centrally co-ordinated without isolating it from the communities and individuals it sprang up to serve?

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* This section is based on an article which first appeared in Commonwealth Youth News 7.

These are questions which must be faced if non-formal education is to help involve the younger generation in achieving higher productivity and a better way of life, especially in the poorer parts of the world. The following paragraphs review some recent developments in education outside the schools.

A major difficulty, as anyone familiar with the field will know, is finding a coherent pattern among the amazing variety of aims, audiences and approaches covered by the umbrella term "non-formal education". In the words of a research team which recently surveyed the subject in South-East Asia, "it is an extremely diffuse and elusive subject".

This is hardly surprising since it has been variously referred to as "all learning which takes place outside the formal school system", as "any organized educational activity outside the established formal system, which is intended to meet identifiable learning objectives of an identifiable clientele", and as "education that does not advance to higher levels along formalized hierarchical patterns of primary, secondary, and higher education".

But a precise definition of non-formal education is less important than its efficiency and effectiveness in practice, including the cost-effectiveness of specific programmes. That means considering how well different programmes respond to the day-to-day needs of their clients, bearing in mind the availability of resources and the goals of local and national development plans.

It is on these issues that many high-cost formal education systems are even now being challenged; and, indeed, in the opinion of some, are floundering. The fact is, as the UNESCO Commission on Educational Development pointed out, "Educational development has preceded economic development on a world-wide scale". This has led to a serious backlog situation in many countries with, on the one hand, too many secondary school leavers and university graduates for jobs available, and on the other, a shortfall in the number of school places for all of those seeking them, let alone the whole young population. At the same time, in the high unemployment situation of today's world many young people have acquired an unrealistic view of what the future holds for them. It remains to be seen whether the frustrated demands of these young people will result in widespread disillusionment and disruption, or whether this tricky situation will release the youthful drive and energy - even the willingness to sacrifice - that can help achieve the major changes needed in today's massive nation-building efforts.

Can young people revise their expectations of what education holds in store? Are they willing to accept education biased towards community needs rather than towards highly individualized achievement? The signs are that, under pressure, young people are having to take a realistic approach to unemployment. What is more, under these circumstances, they show that they can be down to earth and self-sufficient in organizing their lives.

Learning for Earning

It is these qualities which some of the most exciting and creative non-formal education programmes aim to develop in their clients. Often such programmes adopt the practical approach of combining skill training with job creation. Certainly learning for earning is the central concern of the majority of non-formal education programmes in developing countries. But not all of these programmes are equally successful, at least according to two recent authorities.

Manzoor Ahmed*, reviewing the attempts which have been made to resolve the mis-match between education, job opportunities and job expectations, was doubtful, both about recent attempts to include work experience in formal education and about recent reforms in occupationally specific education and training. On the former, he points out that work orientation at school, including the ruralization of primary school curricula, is neither a substitute for occupational training nor a solution to unemployment among school leavers, adding that in any case most young people in the poorest countries do not go to school. On the latter he recommends caution, especially about technical and vocational training institutes which on their record data tend to be expensive and poorly adapted to market demands.

On non-formal education for rural youth there is more room for optimism. Here the variety and flexibility among programmes is enormous and many are well founded on reality. That is to say, they are immediately useful to the rural/village economy: they are based on learning by doing; content and methods are adapted to the local environment; they are flexible in using local personnel, facilities and resources; and many do reach the unschooled in their efforts to provide linked skill training and job creation - all important criteria in non-formal education.

But according to a study on non-formal education in eight countries in South-East Asia**, "those who have more formal schooling tend to have more non-formal training", and this includes exposure to extention programmes - a disturbing observation which highlights, once again, the crucial problems of unschooled youth.

However, despite the fact that no sort of education can compensate for problems like land shortage, lack of fertilizer and water shortages, the research team sees extension programmes as an under-recognized approach to non-formal education and presumably that also means under-utilized. Furthermore, based on an analysis of the curricula of agriculture colleges (where most extension workers are trained), they add a proviso: that extension workers in training should be introduced to the principles and practices of rural co-operatives.

Co-operatives are, of course, an increasingly popular way of relating education to work and work creation, though patterns of co-operation vary widely. Ahmed (already mentioned here) cites an ideal - "the integrated development project" - where a comprehensive education programme, including occupational training is developed in relation to an all-out drive to exploit the full development potential of a limited geographical region. The implementation of such a programme should be phased in accordance with its priorities, and its educational components should be co-ordinated. In Mr. Ahmed's opinion such a project does not yet exist.

In that case, what does exist? Certainly, self-help production co-operatives are widely recognized means of bringing reality to the learning process. By combining on-the-job learning with the development of a productive unit, both learners and trainers are motivated, not only to cover the costs of training, but more especially to build up a base for their future employment.

On the other hand, and rather closer to Ahmed's ideal, is the Tanzanian experience of encouraging self-reliance at the community level.

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* A co-author of some of the works listed in Section II of this paper

** See Section II of this paper

Here a multi-pronged education programme with all education components working in concert meets a range of needs among different sectors of the community. Rural training, functional literacy, and education for participation in co-operative activities make a mutual contribution to a corporate effort in community development.

Girls Left Out

It is through programmes like these that the well-documented bias against girls in non-formal education can, in part, be remedied; for not only is it unfortunate, it also wrongly assumes a home-centred image of women in development. This is inaccurate, as the Coombs study* reports "the important economic and occupational roles played by women and girls in both traditional and modernizing rural societies and their role in educating the next generation have been seriously overlooked" - a crucial oversight, when between a third and a half of the participants in the agricultural labour force in many African and Asian countries are women.

Education for Participation

Preparation for work is only one concern of non-formal education. Participation in formulating policies, taking decisions and setting up local and national development programmes is seen more and more as an important aspect of the overall development effort. Indeed, a recent UN study on Popular Participation in Decision-Making points out that although participation may require preparatory education to offset lack of information and skills, it is seen by many, as reflected in the establishment of the Commonwealth Youth Programme (CYP), as an important, if not crucial element in promoting and achieving development policies. Yet, large scale education programmes to encourage participation have been limited - high costs, difficult communication, lack of personnel, and in the opinion of some, lack of political will, are among the reasons. Nevertheless, as stated at the recent CYP Symposium on Employment Strategies in South Asia, "the function of planning, organization and management should not only be decentralized, but should be so conceived as to encourage and foster the active participation of people at all stages in order to enhance their involvement in their own and the national well-being and development".

One of the latest experiments along these lines is underway in Botswana. The Government, working with the extra-mural department of the university, is developing a village-based, radio-channelled public education programme on national development priorities.

Reaching Out-of-School Youth

Radio, of course, is an obvious channel for education programmes directed at large numbers of people. And community-based radio learning groups are no new arrival in non-formal education. But their use has been limited, and many, after the first flush of enthusiasm, have tended to decline in quality. This is not surprising, given the tremendous organizational problems of setting up and maintaining a country-wide network of groups, all ready to listen and respond to a radio programme at a particular time of day or night. Beyond this, experience has shown that transmission of interesting and useful radio programmes alone is not enough. It is too haphazard, too remote, too one-sided, and it is unresponsive to difficulties or problems expressed by listeners.

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* See Section II of this paper

On the other hand, radio as an educational tool for out-of-school audiences can be successful if used in concert with a "gatekeeper" or intermediary who can bridge the gap between broadcast and learner. This is where well-organized radio groups play their part. Alternatively, the gatekeeper might be an extension worker, as suggested in the non-formal education study in South-East Asia*. It could even be a youth worker or youth leader if the broadcast was oriented towards young audiences. Significantly, use of radio in youth programmes has been limited. However, the Botswana experiment, as reported in the Appendix to this paper, provides some interesting new insights, especially on integrating a youth element into an overall public education campaign.

But the success of radio in non-formal learning depends on many factors. And as yet unpublished study of broadcasting and development in eleven developing countries has identified a host of practical, philosophical, and even political considerations which can limit or enhance the use of radio in out-of-school education, including the image of educational broadcasting.

There is, it seems, a strong tendency among mainstream broadcasters to regard it as something beyond their professional concern - something amateur - "a minority calling" in the words of one of the survey organizers. Naturally enough, this influences both the emphasis placed on education in broadcasting and the quality and quantity of educational programmes, whether intensive (for school audiences) or extensive (for out-of-school audiences). Certainly, the evolution of separate educational channels does not always help since, at least for out-of-school listeners, only a minority will be attracted from the more popular public networks. It is problems such as these which the research team suggests can only be overcome through a thorough overhaul of broadcasting policy at the highest level to find more effective ways to tying broadcasting to national development.

Apart from use of the mass media, how else can education reach out-of-school youngsters? One way is for increased government commitment to non-formal education, and there are signs that this is just what is happening. For instance, in its Fifth Five Year Plan the Indian Government aims "to encourage concrete schemes of non-formal education". The Plan identifies several priorities: children aged 6-14 years who cannot or have not attended primary school; young people aged 15-25 years who are illiterate or semi-literate, and functional literacy linked to development schemes. The 15-25 year-olds are regarded as top priority in view of their important productive role in the economy. It is intended to provide six million of them (10 percent) with a vocationally-oriented mix of educational activities including basic literacy and numeracy. The password is relevance and the local environment is seen as the resource out of which all lessons should grow.

New Thrust to Literacy Effort

Like more than twenty other countries, India was also closely involved in the Experimental World Literacy Programme (EWLP). This was instituted by UNESCO in 1966 to conduct pilot projects and micro experiments on approaches to basic literacy education. The Programme has just been evaluated.

Described as "an unprecedented international effort" the EWLP demonstrates the complexity of endeavours of this sort. On the one hand, each of the eleven case studies provides its own unique lessons, in particular, on the need for thorough preparation, careful planning and well-organized administration,

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* See Section II of this paper

including evaluation. On the other, the EWLP as a whole, while providing insights into literacy efforts and into international co-operation, also raises some fundamental issues.

One of the most important is the common, even sub-conscious image of illiterates as marginal or sub-human. The report proposes that in future far greater efforts should be made to understand illiterates on their own terms. On the assumption that the aim of literacy programmes is integration, it asks pointedly, "who is being integrated into what sort of society?"

On functional literacy, it concludes that economic functionality is not enough "if hearts and minds are to be motivated both to learn and to contribute to sustained development efforts". In other words, functional literacy, if it is to have real impact must also cover political, social and cultural dimensions of life. The unanswered question is "whether established institutions can accept the actual exercise of (these) newly acquired skills".

It appears that the young are optimistic on this point, for teenagers are reported to be among the most enthusiastic clients of functional literacy programmes.

Encouraging Self-Help

There are encouraging signs of a self-help spirit emerging among youth initiatives in non-formal education as shown by some of the programmes reported in the Appendix to this paper. Self-help is also one of the principles identified by the UNESCO Commission on Educational Development as a pointer in the search for educational alternatives. It suggests that self-learning should be an underlying aim in all teaching. In other words, "learning to learn" is essential. Indeed, the Commission sees self-learning as a focus for all sorts of educational services, not just schools and universities. As it points out, self-learning is not only a matter of language laboratories and libraries, it also occurs through participation in social and community programmes and even leisure activities. With this in mind, a growing number of study service programmes are getting off the ground. Their emergence marks an effort to bridge the gap between the formal and the non-formal in education by building a community service element into school curricula, as well as into extra-curricular activities. Some involve both in and out-of-school youngsters in their projects.

Related to study service are national service programmes. These are, perhaps, the biggest growth point (at least, cost-wise) among youth programmes in the Commonwealth. In many cases such efforts are neither primarily nor even predominantly educational in their orientation. As a whole, national service stands out as a separate area of activity from the "amazing variety of programmes" included under non-formal education. Though they share one common concern, and that is the need for close co-ordination and collaboration with mainstream educational programmes, as was evidenced at a CYP Workshop on National Youth Programmes and National Service Schemes. Even though it focussed primarily on the African situation, the workshop drew heavily on the experiences, especially national service schemes, of several other countries where such programmes are well established - Jamaica, India, and Malaysia, and others. Its recommendations threw up another important operational point - the need for machinery to ensure the integration of youth-oriented programmes with national, social and economic policy, particularly in rural development.

The Workshop also recommended that concerted efforts should be made

to achieve functional literacy as an effective pre-requisite for expanding the scope of non-formal education within Youth Programmes. Like many others concerned with needs of the younger generation, the participants, most of whom were directors of national service and national youth programmes, saw non-formal education as a means of harnessing education more closely to the aims and implementation of development policies. The basis for this hope is that the best (but by no means all) non-formal education projects have a home-grown quality. They have emerged in response to needs anchored firmly in the community and the environment of the learners. But hope also rests on a more positive aim - that education, formal as well as non-formal, will succeed in the effort to raise in the individual a critical awareness of social reality and to enable him or her to understand, master, and transform his or her destiny, for this is the heart of the "where next" debate on education. It implies not just improvements in the quantity and quality of teaching and learning, but a world-wide commitment to social change. Can we and are we willing to respond to this challenge?

SECTION II

OUT-OF-SCHOOL EDUCATION: A SURVEY OF CASE STUDY MATERIALS

Faced with the task of developing new educational programmes or projects the thoughtful planner examines the experiences of others before investing time and money in substantial activity in the field. The motivation for this is less likely to be the search for transferable models than for ideas on workable new approaches. Particularly helpful are case studies which explore the practicalities of programme implementation especially where they indicate what difficulties have been met and how these have been overcome.

During the past five years a number of case studies have been published on a range of aspects of out-of-school education. These cover functional literacy, study service, family planning and population education, national service schemes, and use of the media, among others; but materials on education for rural development have been most prolific. The following paragraphs summarize those case study materials which were accessible at the time of writing. Suggestions for additional items would be welcome, and wherever possible, will be included in further versions of this paper or in other Commonwealth Secretariat publications which, it is hoped, will serve as a resource for programme planners or policy makers.

1. New Paths to Learning for Rural Children and Youth by Philip H. Coombs with Roy C. Prosser and Manzoor Ahmed, 1973. (See also next two items)

This is the first of four reports on non-formal education and rural development prepared by the International Council for Educational Development for UNICEF and the World Bank. The case studies in the report are brief, concentrating on illustrating different aspects of non-formal education rather than on providing detailed programme descriptions.

The report as a whole was designed to provide guidelines for governments and international organizations on the need for different sorts of non-formal education among young rural populations. It was concerned particularly about developing effective and economical programmes to meet these needs, about ways of evaluating and strengthening non-formal education and

about how external agencies can help to implement programmes of this sort. Its main emphasis was on facilitating the introduction of mechanisms and methods which will extend and improve the educational opportunities available to children and adolescents in rural areas so that at least their minimum essential learning needs are met. These are also defined.

(From ICED, 680 Fifth Avenue, New York NY 10019, USA - Price $2.00)

2. Attacking Rural Poverty - How Non-Formal Education Can Help by Philip H. Coombs with Manzoor Ahmed, 1974.

Directed at planners and policy makers particularly in the field of rural development, this report focusses on the part which non-formal education can play in agricultural and rural modernization. It is based on a world-wide sample of existing non-formal education projects (25 were studied in detail) as well as discussions with specialists in the subject and a comprehensive review of relevant documentation (full list included in report). The case studies are presented in summary form and cover agricultural extension work, agricultural training, non-farm training (mostly for developing artisan and entrepreneurial skills), self-help approaches to rural development and integrated rural development programmes.

On the basis of the case studies, a critical analysis is made of approaches to both agricultural education and to training in non-farm skills. Alongside this are included detailed considerations of the technologies and economics of non-formal education, management and staffing of programmes.

It is stressed in the report that the analysis and conclusions are based on a functional view of education, taking as a starting point, the learners and their needs. It is also pointed out that although non-formal and formal education often differ in their educational objectives, their institutional arrangements and their sponsorship; there is actually no sharp dividing line. What is needed, the report states, is "to visualize the various educational activities as potential components of a coherent and flexible overall learning system that must be strengthened, diversified and linked more closely to the needs and processes of national development".

(From Johns Hopkins University Press, Baltimore, Maryland 21218, USA - Price $3.95)

3. Education for Rural Development - Case Studies for Planners - edited by Manzoor Ahmed and Philip H. Coombs, 1975

This set of case studies on non-formal education is detailed and comprehensive. It was assembled as background to the studies undertaken by the International Council for Education Development for UNICEF and the World Bank, and as such was intended particularly for policy makers, planners and programme managers involved in the process of integrated rural development.

In circumscribing what they see as non-formal education, the authors include a wide cross section of organized and semi-organized educational activities, some of which serve as substitutes for formal schooling, while some provide for other learning needs and for target groups not catered for within the schools. Related to this, the case studies are categorized into two broad groups: On the one hand, "Basic General Education", and on the other, "Employment-Related Education".

In each programme description an attempt has been made to identify the factors inside and outside the programme which influenced its effectiveness and performance. In all, 17 programmes are covered, ranging from an overview of non-formal education for young people in Kenya to mobile training in Nigeria. Education for co-operatives, functional literacy, youth camps and national youth service schemes are also included.

One thing the authors stress is that non-formal and formal education are often "mutually reinforcing". Indeed, they point to examples of "hybrids" which bridge both educational settings. They also observe that non-formal education is not only directed at deprived groups, but is used extensively in back-up programmes for professionals and in programmes for secondary school and college students. Many non-formal education programmes are more than the sum of their educational components; they are part of a complex inter-play of social, economic, political and cultural forces, which is why educational progress is no easy task.

(From Praeger Publishers, 111 Fourth Avenue, New York, NY 10003, USA - Price $9.00)

Note: The fourth ICED report on non-formal education is due to be published shortly. It will focus on educational strategies for rural children and youth.

From ICED, 680 Fifth Avenue, New York, NY 10019, USA.

4. Non-Formal Education in African Development by James R. Sheffield and Victor P. Diejomoah, 1972

One of the earliest comprehensive surveys of non-formal education, this book includes both detailed and brief case studies from all over Africa. The programme descriptions are organized into five broad categories: pre-employment programmes of industrial and vocational training; on-the-job and skill upgrading programmes in industrial and vocational training; training programmes for out-of-school youth in rural areas; training programmes for adults in rural areas; multi-purpose training programmes. The major case studies include:

Nigeria:	Vocational improvement centres (skill upgrading)
Botswana:	Brigade Training (out-of-school rural youth)
Kenya:	Village Polytechnics (out-of-school rural youth)
Tanzania:	Work-oriented Functional Literacy Project (Rural adults)
Cameroon:	Pan-African Institutes for Development (Multi-purpose training)

In concluding the report, its authors compare different aspects of the non-formal education programmes they studied. In some cases they draw attention to advantages and disadvantages of different approaches. Their overall conclusion is that "non-formal education cannot be seen in isolation from the broader aspects of development". They add that priorities for research and innovation in non-formal education should be employment generation (particularly self employment) and rural development (especially for out-of-school youth).

(From African-American Institute, 866 United Nations Plaza, New York, NY 10017)

5. A Study of Non-Formal Education in the SEAMEO Region (Preliminary Report, 1973-1974)

Focussing on literacy, rural development, vocational/technical skill development and the mass media, this substantial study reports on a range of non-formal education projects and developments in South-East Asia. It includes an inventory of project summaries in the region which give details of clientele, objectives and approaches together with contact addresses. But perhaps most interesting is the discussion on experiences and problems which have arisen in programmes in each of the four categories. These are detailed and practical and are accompanied in each case by a set of recommendations for programme development at national and regional levels.

As a whole, the study reflects the extensive involvement of specialists in different aspects of non-formal education and experienced and knowledgeable national research teams. The countries covered by the report are Indonesia, Khmer Republic, Laos, Malaysia, The Philippines, Singapore, Thailand and Vietnam.

(From South-East Asia Ministers of Education Secretariat, Bangkok, Thailand)

6. Training for Village Renewal by Murray Culshaw, 1976

This is a handbook on training youth in technical skills for rural development. It was commissioned by the Community Development Service of the Lutheran World Service as a resource for trainers. Programme descriptions from Africa and Asia, which comprise the bulk of the book, are brief but include in each case a contact address for further information.

Also included are sources of reference materials such as periodicals, international agencies and research institutions. In addition, helpful suggestions are made on introductory background reading on non-formal education and training.

(From Murray Culshaw, Burton College, Mare Hill, Bulborough, Sussex, UK - Price £1.00)

7. Education and Rural Development - The World Year Book of Education, 1974

This bulky volume contains a series of essays on education and rural development. They range from general discussions of the issues in the field - education for agriculture, the mass media in rural education, new ways for education in rural areas, and so on - to "case histories" of specific programmes. Radical measures of educational reform, such as those in China, Cuba and Tanzania, are examined alongside innovative endeavours of a more pragmatic and evolutionary nature which have been tested in India, francophone Africa, Kenya and The Philippines. Each paper is backed by a comprehensive reference list which serves as a comprehensive source of further reading.

(From Evans Brothers Ltd., Montague House, Russell Square, London WC1B 5BX, UK - Price £6.00)

8. Young Workers from Rural Areas in Industry - A Cross National Over-View of Case Studies in Five Developing Countries, 1975

These case studies are not so much of specific programmes as of the problems which young rural workers in five countries experience when they take up employment in the modern sector of the economy, particularly in industry. Much of the information in the report was gathered from young workers themselves, including their own opinions on the training and supervision they received for their work. The five countries which took part in the study were India, Iran, Mexico, The Philippines, and Zambia.

Based on an analysis of the factors which affect young workers' performance in industry, including home background, living conditions, education, attitudes and motivation, the survey team draw conclusions on the main problems of young workers acquiring technical competence. They also assess the implications for policies to build a skilled work force for both urban and rural industrial development. These include suggestions for on-the-job training, and general discussions on education to prepare young rural dwellers for technical change.

(From UN Research Institute for Social Development, Palais des Nations, Geneva. (Ref. UNESCO 75/C. 46 GE75 - 12343)

9. Multi-Media Approaches to Rural Education - IEC Broadsheet on Distance Learning, 1972

This broadsheet is based on programme materials which were assembled when the Board of Adult Education of the Kenya Government, together with the Institute of Adult Studies, University of Nairobi, was assessing the use of mass media for rural education. At the time it was agreed "that careful study of the experience and materials of others in this experimental area of education might make for economies of time and manpower in the planning, preparation and production of a Kenyan scheme". In other words, the planners concerned did not intend to copy other schemes or to use the materials of other programmes, but rather to learn from their experiences.

The report includes both case studies and case summaries. The former cover:

Rural Broadcasting Unit and Rural Forums - Ghana
Civics Education by Radio Study Groups - Tanzania
Educational Films and Mobile Film Units - Ghana
INADES (African Institute for Social and Economic Development) - Ivory Coast
Co-operative Education Centre - Tanzania
Tevec: a Multimedia in Education Project - Quebec, Canada
Rural Family Development - Wisconsin, USA

Case summaries cover projects in India, Niger, Honduras, Britain, Togo, Rwanda, France, Italy, Tanzania and Malawi.

The programmes presented in this booklet were selected in the conviction that face-to-face methods of rural education had failed to reach widely enough or deal deeply enough with the problems of rural development. As the introduction states, "the mass media... can channel the ideas and information of the few (the experts) to the many (the people in the rural areas); and they can do this across vast distances". Nevertheless, the authors recognized that

the mass media have their own disadvantages and are probably best used in combination with other means of communication.

A final chapter of the booklet sets out guidelines on use of the media as education delivery systems and is accompanied by a bibliography which cites further case study materials.

(From International Extension College, 8 Shaftesbury Road, Cambridge, CB2 2BP, UK)

10. New Media in Education in the Commonwealth, 1974

This report includes both an inventory of programmes using the new media (radio, television, film, tapes, etc.) in Commonwealth countries and a series of case studies covering educational radio and television, correspondence education and resource centres for teaching and learning. Most but not all of the projects are geared to formal education.

The country-by-country inventory sets details of education broadcasting and other modern communications programmes in the overall eductional context of each country. In all, 134 projects from 42 countries are included.

The detailed case studies, which cover 19 projects, provide information on a cross-section of successful programmes at primary, secondary and tertiary levels of education, as well as in informal educational settings. Among the out-of-school programmes are:

Britain:	BBC Radio, Stoke-on-Trent, Adult Education
Zambia:	Radio Farm Forums and Literacy Broadcasting
Kenya:	Correspondence Course of the University of Nairobi
New Zealand:	Correspondence School
Canada:	"Off Campus" (or extra-mural courses) of Memorial University, Newfoundland

(From Commonwealth Secretariat Publications, Marlborough House, Pall Mall, London SW1Y 5HX - Price £3.00)

11. Youth for Development: An African Perspective, 1975

A report of a meeting of directors of national youth programmes and national service schemes in Africa, this publication includes a set of country reports from Commonwealth Africa, as well as from India, Jamaica and Malaysia. While the country reports are basically descriptive in nature, in some cases they incorporate comments on problems which have been experienced in the programmes concerned. Some also give an indication of priorities for future action.

In the case of the non-African countries, the reports are particularly detailed since these countries were invited to the meeting for the specific purpose of providing first hand and in-depth information on their own experiences in the development of youth programmes. From India there are details of a range of national youth programmes (youth centres, young farmers, radio and television programmes for the young, a non-formal education scheme for 15-25 year olds, among others). There is also a full report on the national service scheme which involves secondary school graduates, and

another gives a run down on all out-of-school youth programmes coming under the Ministry of Youth and Community Development. The information from Malaysia covers both farm youth programmes and national service. Equally interesting are details of Kenya's village polytechnics and Nigeria's national service programme.

(From Commonwealth Secretariat Publications, Marlborough House, Pall Mall, London SW1Y 5HX, UK - Price £1.50)

12. Service by Youth: A Survey of Eight Country Experiences, 1975

By participating in development programmes, young people contribute energy, physical labour, and when given the opportunity, enthusiasm and new ideas. They can also learn work skills and find opportunities for employment. This report describes a cross-section of programmes in eight countries through which young people serve their communities. The descriptions vary considerably in depth, in scope, and according to the meaning of the term "service". Each case study was prepared by someone from the country concerned. Programmes include:

Ethiopia:	The Ethiopian University Service
The Philippines:	A Cross-Section Youth Service Programme
Kenya:	Kenya National Youth Service
Chile:	National Office for Voluntary Service and the Chilean Volunteers' Association
Yugoslavia:	Youth Work Drives
Poland:	Collectives of Agricultural Preparation and Voluntary Labour Brigades
Lebanon:	Youth Volunteer Service, including the Red Cross
United Kingdom:	Community Service Volunteers and other youth services

Some of the programmes have changed since they were first reported, but the descriptions, together with an overall analysis on approaches to youth service, are a useful though not very detailed reference for policy making.

(From United Nations, New York - Price $4.50)

13. Experimental World Literacy Programme: A Critical Assessment, 1976

It was to test and demonstrate the economic and social returns of literacy and to study the contribution of literacy training to development that UNESCO set up the Experimental World Literacy Programme in 1966. Now, ten years later, an expert group has evaluated the exercise, including in its report programme profiles from the 11 countries* which took part in the Programme. The programme descriptions are essentially qualitative, giving details of timing, objectives and policy, participants, administration and organization, teachers and other personnel, curriculum, methods and materials, costs and an outline evaluation. What also emerged in the assessment is an insight into the relationships which develop between large inter-governmental agencies and states with which they co-operate.

* Algeria, Ecuador, Ethiopia, Guinea, India, Iran, Madagascar, Mali, Sudan, Syria and Tanzania - From UNESCO Press, 7 Place de Fontenoy, 75700 Paris.

For basic and, at times, critical descriptions of a range of different types of programme, this report is of interest. It also provides some salutary information on what can happen when a group of agencies with different purposes are involved in implementing a project.

14. Reaching Out-of-School Youth - A Project Planning Handbook for Population - Family Life Education, 1975

Despite its specific theme, this handbook is of general interest to programme planners and programme managers. Not only does it set the scene for a series of pilot projects which are being developed among out-of-school youngsters in countries in South-East Asia, it also presents a step-by-step approach to project planning. Although this is geared particularly to the development of population - family life education, it can be used in a more general way since it includes a substantial discussion on setting objectives, identifying target groups, deciding content, planning programme communication, planning programme resources and evaluation.

In a section on pilot projects, the handbook illustrates how the basic principles of project planning were applied to a series of project-building exercises in Indonesia, Malaysia, New Zealand, the Philippines and Western Samoa, among others.

(From IPPF, 18-20 Lower Regent Street, London SW1Y 4PW, UK - Price £2.15)

15. Family Planning Education in Action: Some Community Centred Approaches, 1976

This is a selection of case studies on a range of out-of-school education programmes in the family-planning field. While the subject matter may not be of universal interest, the experiences described in the case studies provide some practical insights into the way radio, mass media campaigns, community development centres, and face-to-face communication have been used for education in a specific field. Education in this context is seen not only as the acquisition of knowledge, but as the ability to apply that knowledge and to share it with others.

Most of the 14 projects - from countries all over the world - focus on the integration of family planning into existing development initiatives, and as such include details of those initiatives. Most, too, are directed at adults since it is with this audience in mind that many experiences in out-of-school education have been developed. What is interesting about these case studies is that they illustrate ways in which existing programmes and approaches can be adapted to serve particular educational ends - this may be family planning education, it could equally be some other theme such as those comprising the six minimum learning essentials defined in Coombs report, "New Paths to Learning".

(From IPPF, 18-20 Lower Regent Street, London SW1Y 4PW, UK - Price £2.15)

EMPLOYMENT CREATION IN AGRICULTURE AND LOCAL INDUSTRY IN THE SOUTH PACIFIC

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The employment of school leavers and out-of-school youth is a common problem to South Pacific countries. In many, increasing population and an expanding education system means a larger number is entering the labour force each year. Thus, almost all Development Plans give high priority to the creation of employment opportunities. This, however, cannot be restricted to the provision of "jobs" in the sense of wage-paid or salaried employment since in many countries opportunities for these types of employment will remain small, catering for as low as ten percent of the labour force. This is the case in Papua New Guinea where it is estimated that over the next ten years 300,000 school leavers from Grades 6-10 will be unable to secure wage-earning employment.

In a number of countries, the educational level of school leavers will also increase dramatically over the next decade as a result of the expansion of opportunities for secondary education. As experience in other parts of the world shows, this can result in the compounding of problems because of the increased expectations for paid employment. Attempts to avoid this situation are being made in several countries, for example, the Gilbert and the Solomon Islands, by providing a form of secondary education more attuned to the economic realities and employment prospects of the future.

In order to provide adequate employment opportunities, all countries are seeking to diversify their economies. It is a fact for many, however, that at least for the foreseeable future, employment for the majority will be in the form of self or family employment; and this, in spite of rapid urbanization, will be principally in the rural sector. Thus, many countries place heavy emphasis on rural development, particularly that of agriculture and related industries.

Pacific Work Patterns

For those permanently employed in the public service, industry and commerce in the Pacific, work patterns will, no doubt, follow those of the economically more developed countries. A 35-40 hour week over five days and continuing for most of the 52 weeks of the year will be the standard.* For the majority, the Pacific way, based on traditional values and patterns of living will continue to have much greater influence on work and employment. As people move from subsistence into the cash economy, changes in work patterns will occur, but a flexibility will remain which enables social and cultural obligations to be met.

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* In Niue the Government is considering modifying this standard by moving to a 4-day week for all permanently employed workers to enable them to spend 2 days producing food in their gardens.

The creation of employment opportunities for many school leavers, therefore, does not mean the provision of permanent work in a "Western" sense. The need is for opportunities for young people to engage in productive work on a reasonably regular basis in order to provide an income sufficient to meet their own needs, to enable them to contribute to the family and to make a positive contribution to raising national productivity. In many countries, three to four hours of effective work each day could achieve this. The Fiji Government has realized this fact and, therefore, it aims to create employment in rural areas over the next five years by "introducing a multi-purpose rural youth programme by which a considerable number of school leavers will spend part of each day in productive work in their villages".*

To provide opportunities for even this amount of work will require changes and this paper will now examine those required in agriculture and local industry.

SECTION 1

CHANGES IN AGRICULTURE

In most Pacific countries, agriculture provides the greatest opportunities for expanding employment. Some of the major areas in which changes will be required are as follows:

1. The Development of Stable Markets and Efficient Marketing Systems

Almost all discussions on employment creation in agriculture eventually move to the basic question of marketing. This includes not only buying and selling operations, but also transport, storage, packing and processing, promotional and related activities.

Three major areas in which change is needed are:

(i) The Stabilization of Prices: This applies particularly to products sold on overseas markets where at present fluctuations in price occur. In recent years this has been dramatically illustrated by copra prices which in March, 1974 reached a peak of $F579 per ton, but 20 months later had dropped to $F82 per ton and from which recovery has been very slow. Instruments which can be used to overcome the effects of price fluctuations are:

Price-stabilization schemes by which producers pay levies in times of high prices, these being used to provide a subsidy when prices are low;

Price support by Government subsidy by which copra prices in Fiji are, for example, currently subsidized so that producers receive a minimum return of $F180 per ton;

Government intervention by which it buys at higher than ruling market prices when these are low, stores the produce and sells when prices have risen;

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* Fiji Development Plan 7 - 1976-1980. Para. 4.16.

Consumer subsidies aimed at increasing the demand for a product;

Subsidies on agricultural inputs leading to reduced produce prices and greater demand;

International Agreements with buying countries by which attempts are made to control both production and prices.

The above instruments all have their advantages and disadvantages, and some have already been introduced by Pacific countries. The appropriateness of their introduction, however, will depend on the circumstances of each particular situation so that no overall recommendations for change can be made. With regard to International Agreements, significant achievements have resulted from negotiations between Pacific countries together with those of the Caribbean and Africa, and the European Economic Community. Within the region similar achievements have resulted from the activities of the South Pacific Bureau of Economic Co-operation (SPEC).

(ii) Improved Transport: Pacific countries lie far from many of their major markets. In recent years the escalation of freight rates has greatly increased marketing costs with a resultant decrease in return to the producer. Irregular shipping has increased marketing problems still further by causing deterioration in quality and an inability to deliver produce as required by the buyers. Proposals for a regional shipping line have been examined by SPEC and action on these is likely in the near future.

Internal marketing is also heavily dependent on shipping in many island groups but again irregularity of services and high freight costs present serious problems. On larger islands, roading is equally important. Thus, in most countries continuing Government assistance with the development of efficient transport and communications systems is essential. In some, the development of tourism in recent years has given rise to the feeling that too high a priority has been given to the construction of high-cost highways in resort areas, resulting in inadequate development of transport and related infrastructure in rural areas.

(iii) The Development of Effective Marketing Institutions: These, apart from involvement in buying and selling operations, can have the important function of providing services such as storage, refrigeration, processing and transport. They may be provided by the private sector, by co-operatives or farmers' associations. Increasingly, however, Government intervention is occurring in many countries mainly through the formation of statutory bodies to provide the necessary services. While monopoly situations have inherent dangers, whether private or public, some government intervention in marketing is becoming increasingly necessary.

2. Land Availability and Tenure

The most common problem of agricultural development next to marketing is land. It is also the most emotionally charged and, therefore, difficult to deal with. The main problems are ones of availability, even in countries which appear to have plenty, and of security of tenure. In some, population pressure is already great. This is the case in Tonga where it is estimated that if all unallocated land was sub-divided into 4-acre lots (apis), there would still be

20,000 landless men (that is forty percent of those eligible to receive land) by the year 2000. However, even in Tonga, a basic problem is usage as only twenty percent of arable land is fully utilized. Thus, as in other countries of the region, its greatest need is for measures which will enable land to be transferred to those who are motivated to use it. The most likely means of achieving this, as well as providing security of tenure, will be through the issuing of leases or occupation rights. The former are already used in Fiji and Western Samoa while occupation rights are in use in the Cook Islands, Niue and French Polynesia.

A legal instrument tried in several provinces of Fiji in order to encourage better land utilization, has been a land tax. The enforcement of this has, however, proved to be too difficult so that it has been discontinued in all cases.

New forms of land development have occurred in recent years in a number of countries, and these are likely to expand in the future. The main types are as follows:

(i) Block Development Schemes: These are schemes by which indigenous groups purchase and operate plantations on land alienated in the past. This type of development is occurring in the Solomon Islands where it is enabling former expatriate plantations to revert to local ownership;

(ii) Nucleus Estates: These have been developed in parts of Papua New Guinea (for palm oil and tea production) and in the Solomon Islands (palm oil). Large "nucleus" estates have been established which benefit from the economies of scale while providing processing and technical support services to smallholders who are settled on surrounding land.

(iii) Incorporation Schemes: These enable land-owning units to pool their land resources for the development of large-scale enterprises. This type of scheme has the advantages of centralized management and economies of scale while enabling the people to retain ownership through shareholding in the Corporation. For example, at Uluisaivou in Fiji, over 2,500 landowners from fourteen villages have formed a corporation to develop 100,000 acres of land, mainly for beef production.

These types of schemes, together with others possibly operated by co-operatives or Governments (such as the Western Samoan Trust Estates Corporation), will result in the development of new land the the fuller utilization of existing estates. They, therefore, will contribute to the creation of employment opportunities in rural areas.

Leases, occupation rights, and development schemes, however, may not be of immediate benefit to school leavers. Most young people, for example, will be below the eligible age for a lease, and in any case usually lack the maturity to commit themselves to permanent settlement. While many will work as family labour, there is an increasing need to provide them with opportunities to engage in commercial activities on either an individual or group basis. For this, land will be required although, fortunately, not in large amounts or for long periods. While in some cases there may be a reluctance on the part of land owners to provide it, experience in Fiji has shown an increasing willingness to make such provision and thus allow young people to engage in productive work for either part of each day or at times which fit in with the village work programme.

3. The Availability of Credit

This is an essential factor in agricultural development. Most countries in the region have established Loan Boards, Development Banks or some type of Government-sponsored loan scheme. While these play an important part in assisting adult farmers, they often will not lend to young people. A change required in griculture, apart from a general extension of credit facilities, is the provision of credit for school leavers and out-of-school youth. One such scheme in the Pacific is the Youth Project Loan Scheme operated by the Fiji National Youth Council. This provides small loans (maximum $50) to either individuals or groups affiliated with a youth organization for the purpose of developing economic projects. It has given considerable impetus to the involvement of such young people in productive work and has also given valuable experience in the handling of credit as a preparation for larger loans from the usual lending institutions. This type of scheme, however, is heavily dependent on careful field supervision. It has been most effective in YMCA clubs where local rural youth workers have performed this function.

4. Availability of Inputs

Readily available supplies of fertilizer, pesticides, herbicides and veterinary medicines are also important in promoting agricultural development, and thus, employment. Improved roading and shipping contribute greatly to this. However, distances to sources of supply can still be great and, therefore, transport and travel costs high for the villager. In Papua New Guinea a pilot project is underway in which a periodic market system has been established, and this takes services to the people. Known as "Market Raun", this mobile market not only provides rural people with services for selling produce and buying inputs, but also with postal, banking, agricultural extension, adult education and maintenance services, and with entertainment. Though it is too early to evaluate the success of the project, it could have a wider application in other parts of the Pacific.

5. The Development of Appropriate Technologies

In most Pacific countries capital is scarce but labour, is plentiful. The technologies of the more economically developed countries where the reverse is the situation are, therefore, frequently inappropriate. There has too often in the past been a tendency to move directly from the digging stick to the tractor. Development schemes have at times been too production-oriented, resulting in inadequate thought being given to the social implications, particularly the effects on employment. There is, however, a growing awareness of the need to develop more appropriate technologies. This does not mean that there will be no place for the more sophisticated forms imported from the more developed countries. These can be highly appropriate for specific operations. The use of tractors, for example, may be warranted where they enable larger areas of land to be prepared when the timing of such an operation is critical for successful production. More labour intensive methods can be retained for remaining operations so that by the selective use of a sophisticated machine an overall increase in employment can be achieved. There is, however, a great need for the development of forms of mechanization which will increase production and remove the drudgery from many agricultural operations, but at the same time be appropriate to the skills and capital available to the average farmer and to the national employment needs.

It is in Papua New Guinea that the greatest interest in such development is being shown. Already there are plans to establish technology demonstration centres in the different districts while at a national level an appropriate technology foundation has been proposed with clearing house, co-ordinating and research functions.

It is also in Papua New Guinea that rural youth groups have been instrumental in introducing more appropriate technologies at the village level. The Yangpela Didiman Movement of the Lutheran Church, for example, has assisted with the introduction of the water buffalo as a draught animal in Western Highland villages.

6. Training

In the past, agricultural training has usually taken the form of long-term (2 to 3 years) courses for a small number of primary and secondary school leavers. Selection has often been based on academic results, and trainees have been both young and uncommitted to farming as a career. Vocational schools have provided these courses but usually at high cost ($F600 per trainee per year at Fiji's two main schools in 1975). An added problem has been that few trainees return to farming.

While long term courses will have a place particularly for the training of skilled workers for Government and the private sector, there have been moves in recent years to develop non-formal programmes which are able to reach much greater numbers of rural youth (and adults). Such programmes provide training which is related to specific and immediate needs of trainees, usually by means of short courses in the village itself or at training centres. Thus, they are directed at those who have already demonstrated their commitment to farming rather than those just leaving school. The development of agricultural projects for youth in the village as previously mentioned, provides a means for identifying such trainees.

There is, therefore, need for changes in agricultural training, particularly toward the development of non-formal approaches. Agricultural training, however, must not be given in isolation but rather should be a part of a much broader and co-ordinated programme of community education.

SECTION II

CHANGES IN LOCAL INDUSTRY

Although agriculture in most countries will provide the greatest number of opportunities for employment, there is considerable scope for the expansion of local industries, particularly in rural areas.

Industrial development in urban areas will continue although large-scale heavy industry is unlikely because of the high investment required and the absence of cheap sources of energy. Light industrial development is, therefore, likely to be the pattern particularly the processing of local agricultural, forest and marine products where these are at present exported in the raw state. Other forms of industry will be those associated with the manufacture of inputs required by the rural sector, such as stock feed, fertilizer, fencing materials, boats, furniture. Light engineering and repairs services are also likely to develop.

At present, however, such industries are almost entirely restricted to major towns, with the result that rural-urban drift is encouraged and rural dwellers suffer considerable inconvenience and loss of income through delays in obtaining goods and services and through high freight and travel costs to and from distant towns. Decentralization is an urgently needed change in all

countries. This will require Government assistance in the form of incentives, such as tax concessions, the establishment of industrial estates, the provision of water and power and other infrastructure such as transport, communications, social and welfare activities.

A start has been made in some countries. In Fiji the Government with UNIDO assis ance is establishing industrial estates in a number of rural centres. On these, a group of entrepreneurs are provided with land, facilities and equipment to establish a range of small-scale enterprises, the reimbursement of Government's investment being on easy terms. In addition, technical support services are provided in marketing and production while central workshops provide for maintenance and training.

A variation of this in Fiji has been the establishment of small industries at the village level. In conjunction with the Nadi District Rural Youth Council, groups of up to ten young people are establishing industries for the manufacture of pins, paper clips, paper bags, clothing, concrete blocks and incense sticks.

Another aspect of local industry with potential for development relates to artisanal activities. These are small "backyard"-type operations which already occur in urban areas but could be further developed in the rural sector. They require little capital and depend on skills which in many cases have been largely self taught. Such activities may take the form of trading, furniture making, clothing manufacture, maintenance and repair of bicycles, cars, farm implements and tools, sewing machines, benzine irons and lights, boats, outboard motors, etc. The types of assistance required for the development of these activities are loans to purchase basic tools, short vocational training programmes to enable the upgrading of skills and the provision of technical and advisory services. For school leavers and out-of-school youth schemes such as the Fiji Project, Loan Fund can help meet the first of these requirements.

A third type of local industry with potential for development is handicrafts. Fairbairn has recently pointed out that these are "village" industries par excellence; they are a source of cash income and employment to rural villages, afford a basis for wide village participation and help preserve traditional skills and art forms.*

Although some support has been given by Governments and International Agencies to the development of handicrafts, this has been mainly restricted to marketing. Fairbairn suggests that "among the kinds of action which should be considered as a basis for handicraft development are further assistance in the field of marketing, including the establishment of regional and other outlets overseas to facilitate direct export; the provision of guidelines in relation to quality; the provision of technical and financial assistance to villagers and village groups wishing to undertake handicraft skills; and generally, the stimulation of an increased awareness of the value of preserving traditional skills".**

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*Fairbairn, I.J. "Rural Development and Employment Promotion. The South Pacific Context", International Institute of Labour Studies (1974) page 19.

**Ibid Page 19

To stimulate the development of local industry in the Pacific and thereby increase employment opportunities, it can be seen that changes are required in many of the same areas as for agricultural development. Improvements in marketing, credit facilities and in training programmes; the development of appropriate technologies, and in some cases, the provision of land under secure tenure conditions will be needed.

CONCLUSION

This paper has attempted to cover some of the main areas in which change is required in order to increase the employment opportunities for school leavers and out-of-school youth in agriculture and local industry. Many are within the power of Pacific countries to change; others may be dependent on external forces largely beyond their control. Many of the basic problems are human rather than technical and it is here that education in its broadest sense has a vital role. Attitudinal changes toward land, agricultural work and rural life generally can be influenced by both formal and non-formal education programmes.

While the change suggested in this paper will assist in employment creation, an equally important approach to the problem will be to reduce the number entering the labour market. Effective population control must therefore, proceed along with economic and other social changes.

There is no simple solution. Because of the complexity of the changes required, it is certain that the problems of employment creation will only be solved by determined political action and the co-ordinated efforts of all sectors of society.

THE VILLAGE SCHOOL

Note: This Paper was presented by one country in the region at a Pacific Conference a quarter of a century ago. The only changes that have been made are to shorten it a little and change the name of the country to "the Island of Paradise". Participants may like to keep in mind the following questions as they read it:

1. How far does the author's analysis of the problems of school and community in a rural situation fit my country today? Are his assumptions valid as a whole, or in part?

2. Has the kind of village school he describes, involving the whole community, come into being anywhere in the region, either in exceptional situations or as a widespread pattern?

3. What are the problems of implementing a policy to involve the community in education, and how can these problems be overcome?

In the Island of Paradise most villages are not very large. A big village would be one of 1,500 people, and a more usual size from 200 to 300. The number of villages is large, and a great many village schools are needed to provide for all the people of the country. Exactly how many will not be known until the country's census is complete, with all its details of each village, including the number of children of school age.

Another thing to remember in thinking of village schools in the Island of Paradise is that many villages show important differences in their ways of life; there are so many different languages, so many different ways of governing villages, so many different material techniques; and, although practically all villages depend on gardening for most of their food, there are many different methods of food production. This list of differences may seem a long one; even so, it is by no means complete.

We take notice of these differences because we believe that our village schools must be adapted to the present life of the people in the villages. We do not think, for instance, that a village school can be very useful or very successful if it is simply copied from a school in another country, where ways of living may be quite different from those of our own people. We do, of course, want our village schools to help in improving the conditions of life of the people, but we feel that this can best be done by starting work in ways and with things which can be understood by most of the people in a village. We hope that through the work of the village schools, many things which need improvement may be changed. But there need not be change in everything.

We are sure that every village in the Island of Paradise has much knowledge and experience and many activities which are worth keeping, not only because they are valuable in themselves, but also because they can help in the maintenance of pride in the people's own past. We think that such a sense of pride in their own past and in the finer things their own people have

been able to do is necessary for the present happiness of every nation and territory. There is, of course, much that all of us can learn from one another - this conference is a great opportunity for such learning - but people will probably not be able to feel that there is much good in themselves if they have to believe that everything worthwhile comes from outside their own land.

There is another reason for planning the village school to fit village life. It is the need to keep peace and friendliness between young people who have had the chance of going to school and older people who have not had that chance.

Schools in most parts of the Island are rather new institutions. In many cases the parents of the children attending them did not have the opportunity of going to school. This does not, of course, mean that those parents were not educated: they were educated in the daily practice of living and in that way their means of education were very much like those now favoured by many of the best known teachers of countries which have had hundreds of years' experience in the work of schools. The old education of the country was certainly one which fitted most of its people very well for life in those times.

In every country it is probable that there is some social strain as young people grow up with new skills, and parents feel "left behind" when their children begin, with natural pride, to make use of those skills. It is very likely that this cannot be helped, and where both parents and children have been to school, the strain may not be very great. However, in a country in which schools themselves are something new, one feels that if concentration on new skills means throwing away everything belonging to the past, the strain will be much greater. It may lead to a feeling of unfriendliness and to a good deal of disturbance between the generations.

In the Island of Paradise we hope, of course, to do a good deal for the further education of the parents, but it is certain that we can only add to their earlier education and cannot replace it, even if we so wished. They will remain individuals formed by an earlier process of training, with some skills - reading and writing, for instance - added. In doing this, we shall have to relate such new skills to the daily life of adults, and it seems likely that the complete education of a village will be most successful if the outlines of educational work among children and of that among adults are generally similar. If, then, we take out to the adults a sense of the importance of such skills as reading and writing, we should bring into the school an appreciation of the value of such skills as canoe-making and gardening. It is on such an appreciation, both inside the school and in the village outside the school, of the value of both the old and the new skills that not only the material progress of a village, but also its present social harmony depend.

While this belief in the need to fit village schools into village life is one which we share with a great many other territories, it is probable that in no territory is its practical application so difficult as here. This may perhaps be seen if one refers back to the opening of this paper and considers some of the results of the great number of differences which exist between the many villages of the Island. An important point arising from these differences is that village schools need teachers trained with particular care - men and women who are not only skilled in guiding children to various kinds of knowledge, but who are also able to give fair recognition to the importance of every kind of essential village school work. If this end is to be achieved, the training of teachers requires provision for considerable flexibility and for adaptation to a range of widely varying circumstances. It is clear that for

part of their work - the teaching of the 3 R's for example, the details of teachers' training will come fairly close to uniformity. However, it will not be altogether uniform, for even in the teaching of reading and writing one must remember that the language in which such subjects will be taught will be that suited to the local circumstances of the village.

The number of villages in the Island of Paradise speaking the same language is generally not large, so that a large number of languages are used in village school work throughout the country. Even so, it remains impossible for every village school to work in its own language, because some of the language groups are so small that it would not be practicable to produce reading material or to train teachers in them. In many cases, it has been found necessary to choose one language spoken by a large number of people in a particular locality and to extend its use to schools in nearby localities whose languages show some resemblance to the one chosen for such use.

Even in the teaching of arithmetic in village schools, there is need for adaptation to local uses. It is necessary that the teacher in the course of training, should not only acquire skill in the imparting of techniques, but also a sense of the need for understanding the use to which those techniques may be put by his village people; for example, what in the past were the nature and uses of the people's own systems of number and measurement, in what ways they might have benefited by other systems, and what need they may have of new knowledge in the immediate future.

When we go beyond the 3 R's and come to a consideration of the part to be played by village experience in social studies, training in arts and crafts, in agricultural matters, in health improvement, and in other matters, we realize even more the difficulty of providing for satisfactory teacher-training. Even if we agree that a solution may be found in the participation of local villagers in school work, we cannot forget the need for sympathetic interest and intelligent understanding on the part of the trained teacher. He will need not only sympathy, but considerable training in bringing local experts with little of the self-conscious in their skill and practice into the inevitably more self-conscious atmosphere of the school. From this point of view it would certainly be as well if teachers were trained for work in the schools of their own villages or in villages living a similar kind of life. It is clear that to start new schools in new villages teachers will have to be brought from outside. Even apart from the difficulty of language, such teachers need very thorough and careful training if they are in any real sense to relate their school work to the life of the villages in which they are established. On them will, in many cases, fall the burden of discovering the nature of that life.

While village schools in the Island of Paradise have the purpose of preparing children for life in their own villages and training them to improve that life without separating them from the valuable knowledge and skills of the older village people, they have the further purpose of preparing some of the pupils for progress to schools of a higher standard. Sometimes education in the latter schools will lead to training for life outside the village community - training, for example, for careers in medicine, in agriculture, and for teaching in higher educational institutions, as well as in village schools. Wherever an individual's education may lead him, he should, nevertheless, retain a keen appreciation of the great importance of the life of the village in the development of the village in the development of the Territory. In the higher stages of education, it may not be easy to give particular attention to individual village matters. This makes it important that the individual proceeding to those higher stages of education should be acutely aware that

life is based on the organization of village communities and should have that idea firmly established in his or her mind at the village school stage.

A type of school higher than the village school but approximately equivalent in scholastic standards to the village school, is the area school. This serves a group of culturally related villages. Though all standards of school will be conducted by mission organizations, it is at the commencement of the area school stage that the Department of Education generally starts the organization of educational projects conducted directly by the government. In its area school programme the Department provides for a close relation of educational work with the life of surrounding villages. From this point of view area schools may be looked on as extensions of village schools. Educational work among adults will be provided for as part of the programme of such schools. The Department of Education pays particular attention to the latter point in its provision for Area Education Centres for the all-round education of whole communities. Though area schools provide the starting points for such centres, emphasis is on the fact that education in the Territory cannot be a matter of guiding school children only, or of providing an exclusively literary or scholastic programme of activities.

The first such centre on an experimental basis has recently been commenced with the opening of an area school in a rather remote locality where education, in the sense of schooling, is a very new thing indeed. This school has been designed to serve a limited number of villages belonging to a single cultural and linguistic group. Limitation has meant that not all the villages of that group have been included in the area for the present school. The reason for this is that some of those villages are too far from the school for children to return to their homes every day.

It is not desired that this type of school should be a boarding school because wherever possible, we want the children attending area schools to remain in daily contact with their homes and the normal life of their villages. At the same time it is desired that adult villagers should be in a position to have as much contact with the school as possible. By these means, among others, it is hoped to stimulate adult educational interests while encouraging the children's growing interest in village activities, government and economics, or the pleasant relaxations of feasts and dances.

Besides the Department of Education, other Departments are helping with the work of the experimental centre. The Department of Public Health is advising about the health education suitable to the area, and the Department of Agriculture is guiding the making of school gardens. In agricultural work the children in the school will be encouraged not only to grow new kinds of food which may help to make them more healthly, but also to grow the foods which have for long years been grown in their own people's village gardens. Some of the older men of the villages have already said how pleased they are about the latter activity. They had been afraid that the young boys would spend so much time in a schoolroom that they would grow into men who knew and cared nothing about gardens.

From the experiment which is being watched and reported on very closely, we hope to learn much about the details of activities suitable not only in area schools but also in village schools in different parts of the country. From it, too, we hope to learn a good deal about the relation between the further education of adults and the schooling of children.

To what extent and with what increasingly good results the two types of village school and the area school can be profitably related to village life

remains then a matter for experiment. We do see very clearly, however, that those schools in our country in which village life has been ignored have achieved very little in the way of the development of the community; they have, in fact, often produced individuals quite incapable of fitting into their communities at all. On the other hand, those in which some attention has been paid to the experience of the people and the real needs of a village have had more useful and more stable results. We know, too, that many other territories, some of them with far longer experience in the introduction of the new educational processes involved in schooling have been led to a similar view.

OPENING CEREMONY

The ceremony was introduced by Mr N. Puna, Secretary of Education who thanked Dr Cookey, as representative of the Commonwealth Secretary-General, for supporting the idea of the meeting and for including both the Education Division and the Commonwealth Youth Programme in it. He also thanked the Cook Islands Government for agreeing to host the meeting. In outlining the aims of the Seminar/Workshop, Mr Puna stressed the importance of a regional sharing of ideas for creating a closer partnership between the community and education in the pursuit of development targets. He hoped that the meeting would agree to certain basic principles for future action, but noted that no set pattern could apply to all the different situations which exist in the different islands.

On behalf of the Cook Islands Government, the Minister of Education, the Honourable Dr Joseph Williams, thanked Dr Cookey for holding the Seminar in Rarotonga. He noted the objectives of the Seminar/Workshop and was prompted to ask himself three questions - What is Education? What is Community Development? How can the two be united effectively to bring happiness and prosperity to the people? In considering these questions he had concluded that the delegates to the meeting were embarking on a heroic venture which, if successful, would make a great contribution to development in the Pacific Region.

The official opening ceremony was performed by the Premier of the Cook Islands, the Honourable Sir Albert Henry. He opened his address with a Biblical quotation "The fear of the Lord is the beginning of wisdom". He expressed the view that when young people gaining an education did not live by this quotation then they were likely to grow into "smart alecs".

On behalf of the Cook Islands Government, the Premier extended a warm welcome to Dr Cookey, delegates, observers, the New Zealand representative and other invited guests.

Education, the Premier said, was not an easy subject to talk about. Education, however, was never-ending. It began when a person was born and ended when he died. Simply put, education meant talking about things, doing things and going without things. He posed the question of what an educated person was like.

One of the two major objectives of the Cook Islands Government, as set out in the Cook Islands Party manifesto, was increasing the knowledge of all the people of the Cook Islands. The Government was dedicated to education and community development.

The Premier mentioned that when he was young, educational opportunities for most people were very limited. In the Cook Islands today, education was available from the age of 4 years (pre-school) up to fifth form secondary level. Beyond that, though, only relatively few had access to higher learning. The problem was to find room in the community for the majority who do not go further. He hoped that the Seminar might show how this could be done. If answers to this problem could be formulated then thev would be of great benefit to succeeding generations in the Pacific region.

ADDRESS AT THE OPENING CEREMONY BY DR. S.J. COOKEY

Director, Education Division, Commonwealth Secretariat

Sir Albert Henry, Lady Henry, Honourable Ministers, distinguished guests, ladies and gentlemen, I am conscious of the honour and privilege accorded me by being invited to respond to the excellent speeches of the Honourable Premier and Honourable Minister of Health and Education. I should like to thank them for their speeches but before doing so, may I be permitted to speak briefly about how this Seminar/Workshop came to be planned. In doing this I shall say something about the Commonwealth Secretariat.

First of all, I should like to say a few words about the Commonwealth. I shall not dwell long on this because I cannot think of any person present who does not know about the Commonwealth. To quote from the Declaration of Commonwealth Principles, unanimously adopted in 1971 at the Heads of Government Meeting in Singapore, "The Commonwealth of Nations is a voluntary association of sovereign states, each responsible for its own policies, consulting and co-operating in the common interests of their peoples and in the promotion of international understanding and world peace".

Today the Commonwealth comprises thirty six independent member countries and their dependencies, as well as self-governing states associated with member countries. The combined population is over 902 million, nearly one-quarter of the world's population. The combined area covered by the Commonwealth is over ten million square miles, nearly one-fifth of the world's land area. Though there are variations in the size of population, from India with its 604 million to Nauru with 7,000 people, there is no country that is considered primus inter pares; there is no country which claims to be leader. As Pandit Nehru once said, the very strength of the Commonwealth lies in its flexibility and complete freedom.

The raison d'etre of the Commonwealth is consultation and co-operation. Consultation is carried out both bilaterally and through Commonwealth meetings. A meeting may take the form of a seminar/workshop which is usually regional and which looks into special problems with a view to finding solutions, or it may be a specialist conference which is usually Pan-Commonwealth and examines selected areas of education with a view to identifying possible ways of Commonwealth co-operation. As far as education is concerned, the most important meeting is the Commonwealth Education Conference, which is a triennial conference of Commonwealth Ministers of Education and their advisers.

The most important of all Commonwealth conferences is the Heads of Government Meeting. This Meeting reviews every aspect of Commonwealth co-operation and covers all the activities of the Commonwealth Secretariat. It is at this level that general policy decisions are taken.

Discussions at all Commonwealth meetings are frank and informal; usually no votes are taken, and decisions are arrived at by consensus.

Commonwealth co-operation is bilateral as well as multilateral. Programmes of co-operation could be developed directly between one country and another. One important example of bilateral co-operation is the Commonwealth Scholarship and Fellowship Plan. This Plan enables one country to offer postgraduate awards tenable in its universities to students from another country. This Plan has its origin in the First Commonwealth Education Conference which took place at Oxford in 1959. So effective has it proved that at the Sixth Commonwealth Education Conference in Kingston, Jamaica, in 1974, Commonwealth Ministers of Education unanimously agreed not only that the Plan should be continued but that it should be extended, and many countries were encouraged to become awarding countries.

Many forms of multilateral co-operation have developed over the last few years. At the 1971 Heads of Government Meeting in Singapore, the Heads of Government gave approval for a Fund to be established to provide technical assistance to Commonwealth countries. This decision gave rise to what is now known as the Commonwealth Fund for Technical Co-operation. Later in my speech I shall give a brief description of working of the Fund.

The Commonwealth Secretariat

Until the Commonwealth Secretariat was established in 1965, meetings were arranged through the initiative of individual Commonwealth countries. There was no organization to service Commonwealth meetings on a regular basis and Commonwealth countries which hosted the meetings usually provided secretarial and other services.

The Commonwealth Secretariat was established in 1965 by Commonwealth Heads of Government as the main agency for multilateral communication between Commonwealth countries. The Head of the Secretariat is the Secretary-General, and the present holder of the post is Mr. Shridath Ramphal, who was appointed by the Heads of Government Meeting in Kingston, Jamaica, in 1975, in succession to the first Secretary-General, Mr. Arnold Smith of Canada. Mr. Ramphal, who at the time of his appointment was the Foreign Minister of Guyana, South America, assumed office in July 1975.

The Commonwealth Secretariat now has many Divisions, each specialising in certain areas of Commonwealth co-operation. Thus there are Divisions dealing with areas like International Affairs, Economic Affairs, Education, Youth, Health, Law, Science and Technology, Food Production and Rural Development and Information.

Having spoken briefly about the Commonwealth Secretariat I should now like to expand on the work of three of the Divisions of the Secretariat, beginning with the Education Division. The main work of the Education Division is to explore areas and methods of Commonwealth co-operation in the field of Education. It does this by keeping educational development under review, collecting and disseminating information on educational matters, and conducting research into selected educational problems. The Division is also responsible for planning and organizing the Commonwealth Education Conference and other educational meetings. More and more emphasis is now being placed on the development of practical projects to help Commonwealth countries, especially the developing countries, in their efforts to make education relevant and effective. As a result of regional seminars conducted over the past three years we have now developed courses for training personnel engaged in educational administration and supervision as well as those engaged in local production of materials for learning and teaching, especially

textbooks, to support curriculum renewal projects. It is hoped to start the first training course on educational administration and supervision in January 1977 at the University of Nairobi, and a course for book development in July 1977 at the University of Guyana. We hope to be able to establish in the near future other training centres for the Pacific and Asia regions. I am glad to obs rve that although we have not yet established centres for courses for this part of the world, various Commonwealth countries in the Pacific have taken part in some of the seminars that have led to these courses. I should like to mention also that from the 28 September this year a two week seminar/ workshop will start in Hong Kong for Asia and the Pacific to examine the problems of the training and employment of technicians. I plan to call on the Vice-Chancellor of the University of the South Pacific to discuss the possibility of our starting training courses at U.S.P. for the Pacific Region.

The Youth Division began in the Education Division in 1970. During the next three years four seminars were held to examine the problems of youth in the various regions. At the conclusion of these seminars a conference of ministers responsible for youth affairs was held in 1973, and it was at this conference that the Commonwealth Youth Programme was inaugurated. The main task of the Commonwealth Youth Programme is to seek solutions to problems facing young people in all member countries, particularly in relation to training and employment.

To help the programme to do its work thoroughly three regional centres have been established, in Guyana, Zambia and India. The purpose of these centres is to provide information, training programmes for youth leaders, and technical assistance for national training programmes. Bursaries and fellowships for youth studies are also provided, and youth service awards are made available for young people who have made significant contribution to their society.

The Commonwealth Fund for Technical Co-operation (CFTC) was established in 1971, as already mentioned. It is a voluntary scheme subscribed to by all governments, and administered by the Commonwealth Secretariat. The purpose of the Fund is to provide technical assistance when requested and this is usually done through offering advice to Governments and the provision of experts and training facilities. Travel grants are also provided to enable personnel from one developing country to travel to another developing country to gain experience in relevant fields. The largest contributors to the Fund are Canada, Britain, Nigeria, Australia and New Zealand. But quite a number of other Commonwealth countries now contribute to the Fund. Incentive for developing countries to contribute is provided by the Canadian scheme whereby Canada contributes a sum equal to double the amount contributed by any developing country. Britain, on the other hand, has also boosted the activities of the Fund by agreeing to pay up to thirty percent of the Fund's expenses. The CFTC also supports programme activities of the other Divisions of the Commonwealth Secretariat.

I have selected these three Divisions for mention because this Seminar could not have taken place without the co-operation of all three. The Conference was planned in London by a small Committee of the Education and Youth Divisions, and the unds which have enabled us to meet the expenses of delegates from Commonwealth countries have come from the CFTC and the Commonwealth Youth Programme. The Fund is therefore a very important arm of the Commonwealth Secretariat, which enables it to give practical help to developing countries, when needed.

... I should now like to come to the Seminar itself. Since previous speakers have already referred to the objectives of the Seminar, I do not intend to dwell long on them. I should, however, like to emphasize a few aspects of the objectives which we hope to concentrate upon during the next two weeks. The first objective of this meeting is to try to find ways of linking education and community activities more closely together in an effective partnership for national development, and to examine ways of implementing this policy. The tendency in many countries has been to regard education and life in the community as things quite apart and communication between the school and the community, where it exists, is often only incidental. This question of a closer relation between education and the community implies the need for relevance in education so that when pupils leave school they will be able to integrate easily and naturally with the rest of society. Relevance touches on things like curriculum renewal and the need to be aware of the opportunities and limitations of the society around.

Another aspect of our objectives is to try and identify the causes of unemployment and suggest possible solutions for governments whose school leavers cannot find employment in their locality and are therefore forced to emigrate from rural areas or leave the country entirely. The problems of unemployment are particularly urgent at this time when inflation has led to a vast pool of unemployment in both the developed and developing countries of the world. The pattern of education which many countries inherited has tended to direct education to a narrow employment field, and schools have not been able to encourage their pupils to think of employment within the community.

During discussions that will take place in this Seminar we hope to be able to identify methods of self-help which could lead school leavers towards self-employment and other activities within their community.

One thing which we hope this Seminar will emphasize is the need not only for the community to concern itself with the education of their children through the construction of school buildings and participation in school management but also to encourage them to come into the school to communicate their experiences and skills, especially on the cultural side, so that the pupils for their part could be more aware of the kind of life they would lead after their period of formal education.

Finally, we hope that any proposals and projects that may emerge from this meeting will lead to national, regional and Commonwealth co-operation. As I have said earlier on, the purpose of the Commonwealth Secretariat is to encourage co-operation among Commonwealth countries in order to solve their various problems.

Some may wonder why we have chosen the Cook Islands as a venue for this Seminar/Workshop. Our being here today is the result of a casual mention to Mr. Ngereteina Puna, the Secretary of Education, of the possibility of conducting such a seminar in the Pacific region. He immediately expressed interest, and offered to persuade his Government to play host. One or two other countries also showed interest and various possibilities were discussed carefully by the working party in London which planned this Seminar. The working party agreed unanimously that the Cook Islands would be a very good venue because the situation there would be similar to what exists in most of the countries that would participate. It was decided, therefore, that rather than hold the meeting in an urban area we should take advantage of the offer of the Cook Islands, especially as the Government is keenly interested in the involvement of the community in the education of their children. I had the good

fortune of seeing something of the implementation of this Government policy during my visit to Rarotonga in October 1975. According to an article written by Mr. Puna in the Ministry of Health NEWSLETTER of April 1975, "The Education Department is very much aware that in the past there has always tended to be a gap between the school and community and we are anxious that there is no g ... The community is the school, and the roads its corridors." The possible ways of implementing this policy, to which I am sure all the participants of this Seminar will subscribe, is the reason for our being here today. We hope that we shall be able to formulate activities and projects which each country will implement as a result of the Seminar.

It now remains for me to thank all those who have helped to make this meeting possible. I should like to thank the various Commonwealth governments in this region for their enthusiastic support for the Seminar. Every country invited is represented here and, in fact, so great is the interest in this subject in the region that the South Pacific Commission requested us to invite a few non-Commonwealth countries. This we happily did but only one of the three countries invited, American Samoa, is here with us today.

I should like to thank those organizations and countries which have sent observers. It is the practice of the Commonwealth Secretariat to establish contacts with other international organizations to ensure that there is no unnecessary duplication of efforts. For educational meetings we usually invite organizations like UNESCO, the World Confederation of Organizations of the Teaching Professions, ILO (where appropriate) and L'Agence de Coeperation Culturelle et Technique, which is an organization similar to the Commonwealth Secretariat, operating from Paris for French speaking countries. We also invite regional organizations. Since the Seminar is taking place in the Pacific, we invited the South Pacific Commission, and we are happy to see that this organization is represented by Dr. Frank Mahoney. Mr. Geoffrey Bamford is here in a dual capacity. First as a regional representative of ILO and secondly as a consultant. The representative of New Zealand, Mr. Turoa Royal will be arriving on the 12 September. We are also happy to welcome Mr. Neville Pearson as an observer from the University of the South Pacific.

Our thanks are also due to the consultants who have kindly accepted our invitation not only to attend this Seminar but also to write lead papers for us. I have already mentioned Mr. Bamford. He has provided one of our lead papers dealing with the changes necessary in agriculture and industry in order to provide a wider field of employment for school leavers. Dr. Alec Dickson who is known all over the world for his keen interest in the problems of youth and his practical approach to possible solution of those problems, is here with us. He has written a paper outlining some of the problems of education and unemployment, with particular reference to the Pacific, including some recommendations for action. Finally, I should like to thank our third consultant, Mr. Ngereteina Puna, who has very kindly provided our third paper dealing with community participation. We are fortunate to have all three consultants present and I have no doubt that their presence at the Seminar will stimulate discussion and lead to practical results.

I have already mentioned the Working Party in London. This Working Party comprised Dr. Alec Dickson, Mr. Patnaik, who was only recently Director of the Youth Division of the Commonwealth Secretariat, and myself. Miss Sue Burke of the Youth Division, who is with us today, also attended many of its meetings. I should like to seize this opportunity to thank

Mr. Alec Dickson, Mr. Patnaik and Miss Sue Burke for their work.

However, no matter how much work was done in London, the planning for this Seminar would have been almost impossible without the participation of Cook Islands personnel. Mr. Puna set up a Working Party headed by Tere Tangaroa. They have done an excellent job. On my arrival I was very pleased to see that there was hardly anything left to be done by way of preparation. I should like to thank the local team most sincerely.

Finally, I should like to thank the Honourable Premier, Sir Albert Henry and the Government of the Cook Islands for so kindly and generously agreeing to host this Conference. I have already sampled the overwhelming hospitality of the people of this country and I have no doubt that my colleagues at the Conference will experience this during their stay here. We were all impressed by the very warm welcome accorded us at the airport. I have no doubt whatever that we are going to enjoy the famed hospitality of the people of these friendly islands.

I should like to give special thanks to the Minister of Education for speaking at the Opening Ceremony and drawing our attention to the need for relevance in education in the community. Both he and Pastor George Porter have dwelt upon the objectives of the Seminar and have reminded us of their importance. We have no doubt that with the help of the Ministry of Education and other Ministries and other Christian communities within the regions we shall be able to achieve those ends.

I have already mentioned Mr. Puna and the paper he has written for us. I should like to thank him particularly because of the enthusiasm he has shown for this Seminar. I know how busy he usually is but he has been able to devote plenty of time and effort to its preparation and I should like to thank him most sincerely for helping to make this Seminar possible.

The Premier is always a very busy man, and yet he has regarded it as an important part of his work to come to the formal opening of the Seminar. We thank him for his excellent opening address and for his warm welcome to all participants. We sincerely hope that the result of our deliberations here will justify the importance which he has attached to the meeting. In a situation like this it is difficult to single out for mention the name of every person who has helped. I should therefore like to thank everybody who had contributed in any way to the preparation of this Seminar, the first on education that the Commonwealth Secretariat has had in the South Pacific.

CLOSING CEREMONY

1. SUMMARY OF THE ADDRESS BY THE CHAIRMAN, MR. N. PUNA

The Chairman of the Seminar/Workshop, Mr. Puna, Secretary for Education in the Cook Islands, opened the proceedings by thanking all those who had attended the meeting for their support and co-operation. He said it had been "a fattening seminar" in terms of professional development, and in terms of physical growth. Both, he felt, were evidence of a successful two weeks during which he had the privilege of being Chairman of the meeting.

He thanked participants for their patience and lack of complaint about his impudence, his efficiency and his style of working and expressed his appreciation to Dr. Cookey for his moral and professional support. He also expressed gratitude to the Vice-Chairman for her help and for sharing some of the experiences at the Seminar with Cook Islands' parents in her regular Sunday broadcast.

Mr. Puna congratulated the Women's Federation for the excellent arrangements they had made in caring for the Seminar and went on to commend the schools and school committees, youth groups and the National Youth Organization for treating the guests so well. They had showed that traditional Cook Islands' hospitality lived on. He added that the local organizing committee had made excellent preparations in these and other arrangements.

He thanked the Report Secretary and her assistants for sifting "the pearls from the artificial pearls and rubbish" which had been exchanged during the meeting, and the typists and staff at the Curriculum Centre for their tremendous assistance.

Finally he recalled that during the Opening Ceremony, he had talked of happiness as the underlying theme of the meeting. This, he felt, had been achieved in the practice of the meeting.

2. TEXT OF THE ADDRESS BY DR. S.J. COOKEY

Your Excellency Chief Justice Donne and Mrs. Donne, The Honourable Premier Sir Albert Henry and Lady Henry, Honourable Ministers, distinguished guests, ladies and gentlemen: When we gathered here on 8 September for the formal opening of this Seminar/Workshop we thought two weeks as a long time to discuss a seminar topic. As we meet today for the formal closing ceremony it seems as if we started a few days ago, so quickly has time flown.

I do not intend to give a lengthy summary of the work of the Seminar nor shall I attempt to give a summary of the report; it would be better for the whole report to be read to appreciate the importance of the recommendations that have come from the meeting. I intend to draw attention to certain discussions that took place.

In many ways this has been a very important seminar. It is important from the point of view of the topic discussed. As has already been pointed out, this is the first time that the Commonwealth Secretariat has held a seminar anywhere on the subject of education and the community. It is also the first time that the Commonwealth Youth Programme and the Education Division have organized a joint seminar.

The Commonwealth Secretariat is very glad to note the spontaneous interest shown in the seminar from the start. Participation has been almost complete, embracing all but one of the Commonwealth countries and territories in the region. We are also happy to note the enthusiasm with which participants faced their work.

Although participants have come from various backgrounds and various experiences, they have worked with a heart warming sense of belonging, exploring various ways of tackling the problems posed by the need to make education relevant to national goals and aspirations. We have indeed been a very happy group, a group which worked throughout in a most determined but friendly way, and have come out with some very good conclusions and recommendations.

I should now like to mention some of the important topics that were discussed.

(a) The need for a national policy on education. It is generally agreed that unless governments have clear educational aims and objectives it would be difficult for the community to participate in realizing those objectives. This has led to the recommendation that all governments should try to formulate their educational aims and objectives, and to have these made known to the entire country, using all available means of communication. If this were done, it would be easier for those responsible for implementing social, educational, and economic programmes to gain the support of parents and the rest of the community.

(b) Related to this is a need for parental and community support for projects. There should be a constant dialogue between education activities and the rest of society, and it is hoped that each country will design some machinery to establish this liaison between the school and the community so that both sides will work together towards achieving programme objectives.

(c) A very important aspect of education that was discussed was a need to ensure that education is geared to meet the needs of the community and to support the policies for national economic and social development. To achieve this it was felt that action should be taken along the following lines:

(i) To renew the school curricula. Educational systems in many countries are patterned upon Western models which, though they might be good for the countries for which they were designed, are

not always suitable for other countries that adopt them. There is, therefore, a need for the reorientation of national education systems, and one of the best ways of doing this is to renew the curriculum and make sure that what is taught and done in schools reflects the policies of the government.

(ii) Curriculum changes require support facilities for producing suitable textbooks and teaching materials. One difficulty in the way of changing the curriculum, particularly in developing countries, is getting suitable textbooks. In many countries there is an over reliance on imported textbooks, a situation that forces schools to base their teaching entirely on the contents of those of books.

(iii) It is also important to review the examinations system of a country. Many countries still structure their schools to meet the requirements of foreign examinations. This is a very important issue which has already resulted in a Commonwealth seminar, and I shall not do much more than call attention to it.

(iv) There is need also to re-examine the structure of the educational system. Classification by types or levels of education has resulted in many countries in an element of discrimination. Stigma is often attached to schools dealing, for example, with vocational, agricultural or technical education. Some parents think that the only education that matters is the grammar school type. Countries may wish to consider whether it is wise to continue to refer to some schools as grammar or high schools and to others as vocational, technical or agricultural schools. Knowledge is not divisible. Could not all these subjects be taught under one roof, allowing for flexibility within the school so that what subjects a child pursues would depend upon his ability? There will no longer be a superficial discrimination between a school doing academic work and that doing practical or vocational work. Some countries, like Britain, are trying to achieve this, but, as we all know, it has not been easy going.

(v) All delegates agreed that the time has come for education to shift its emphasis from the preparation of pupils for paid jobs to their preparation for service and self-employment. The phrase used frequently during this seminar was "education for self-reliance". With the present world population explosion the time is fast approaching when even highly educated people will find it difficult to get employment. It was strongly recommended that this practical approach to education should be seriously considered by every Government. The idea of service to the community should be inculcated in every pupil through community service of various kinds.

Some of our discussions and recommendations have been directed to Governments and others to the Commonwealth Secretariat and other international organizations. I sincerely hope that all Governments and organizations concerned will study, and implement as many of them as possible. I would specially plead for government support for the practical projects that have emerged from this Seminar.

From all indications this Seminar has been successful, and I should now like to thank all who have helped make it so. I wish to mention specially the excellent work that our Chairman has put in to make the Seminar a

success and also the contribution made by the women by their active participation in the proceedings.

Once again, it gives me much pleasure to thank you Sir Albert for coming to declare the Seminar closed, and the Government and people of the Cook Islands for their wonderful hospitality.

3. SUMMARY OF THE ADDRESS BY THE HON. SIR ALBERT HENRY, PREMIER OF THE COOK ISLANDS

In closing the Seminar/Workshop Sir Albert began his address by asking the question "What is man?". It was a question, he said, asked through the ages and one on which the author of Psalm 8 had speculated that man has the power to rule all living things on this earth.

The Premier thought that perhaps the psalmist was stunned at the realization that he had power, adding that whenever men had realized their own power they had tended to disrupt the world. He confessed to feeling stunned himself by what he had heard of the meeting. It was, he felt, very much concerned with the misuse of power. Education, for instance, could be both dangerous and a blessing. Yet he felt reassured that new approaches to education, as assessed at the Seminar, were moving in the right direction. In future, education would not only be concerned with reading and writing, not only with how to exploit fellow man, not only with developing leaders, but with educating people to serve.

He wished participants good luck in their endeavours to introduce this idea, and asked for God's blessing in such a concept. He said that in the Cook Islands every effort was made to educate children and adults to serve mankind, since this was seen as the biggest task of all for education.

Sir Albert thanked the Commonwealth Secretary-General for thinking of the Cook Islands in arranging the Seminar and was especially glad it had taken place there since this brought its benefits to a great number of Cook Islanders. He was gratified, too, that this Commonwealth initiative had been taken in the Pacific Region, since it supported the Pacific people's commitment not only to forge their own way in the world but also to lead in this new field of education. It demonstrated, he suggested, that there was a spirit of awareness in the region.

Finally Sir Albert thanked His Excellency Chief Justice Donne for his interest, Pastor Porter as Chairman of the Religious Advisory Council for performing the closing religious ceremony and the Leader of the Opposition for showing his support for the Seminar's outcome by being present.

Sir Albert, expressing the hope that the work of the Seminar would live on, closed the proceedings using the traditional word, "KIAORANA".

ORGANIZATION OF SEMINAR/WORKSHOP

AGENDA

Objectives

1. To relate education and community development more closely together in an effective partnership and to examine ways of implementing this policy.

2. To identify problems and possible solutions to governments whose school-leavers cannot find employment to their liking and, therefore, leave the rural areas or emigrate altogether.

3. To consider new approaches that make young people, both in and out of school more aware of what they can achieve through self-help or other activities within their own community.

4. To encourage the community to concern themselves more with the education of their children - not only by helping in the construction of school buildings or participation in school management - but by coming into the schools to communicate their experience and skills to the pupils and by creating other opportunities for learning, outside the school situation.

5. Through regional and Commonwealth co-operation, to plan the development of pilot projects in the spirit of these objectives.

6. To produce a guide on the techniques of introducing these new approaches to education and the community.

Agenda Items

I Community Participation in Education.

II Identification of Problems and Possible Solutions.

III Out-of-School Education.

IV Changes needed in Agriculture and Local Industry to absorb School Leavers.

V Plans for Action.

TIMETABLE

Date (Day)	9 9.00 - 10.30	11.00 - 12.30	2.30 - 4.00	4.15 - 5.30	
7 September (Tuesday)	ARRIVAL OF PARTICIPANTS				
8 September (Wednesday)	REGISTRATION OF PARTICIPANTS				
9 September (Thursday)	Plenary I Lead 1	Groups I Lead 1	Groups II Lead 2	Plenary II Briefing for visits	Groups III Preparation for visits
10 September (Friday)	EDUCATION/COMMUNITY: STUDY VISITS				
11 September (Saturday)	Groups IV Findings of visits	Groups V Preparation of Report Lead 1	FREE		
12 September (Sunday)	FREE		FREE		
13 September (Monday)	Plenary III Lead 2	Groups VI Lead 2	Groups VII Lead 2	Groups VIII Prepare Report Lead 2	
14 September (Tuesday)	Plenary IV Report on Lead 1	Plenary V Report on Lead 2	Groups IX Ideas for action: Project Identification		
15 September (Wednesday)	Plenary VI Lead 3	Plenary VII Lead 3	Groups X Lead 3	Groups XI Prepare Reports Lead 3	
16 September (Thursday)	Plenary VIII Lead 4	Plenary IX Lead 4	Plenary X Report on Lead 3	Plenary XI Briefing: Kia Orana and Action Projects	
17 September (Friday)	Groups XII Action Projects	Groups XIII Drafting of Projects	KIA ORANA DAY VISITS		
18 September (Saturday)	OPTIONAL TOUR				
19 September (Sunday)	FREE		FREE		
20 September (Monday)	Plenary XI Recommendations for action at local, national, regional and Commonwealth levels	Plenary XII	STUDY VISIT		
21 September (Tuesday)	FREE	Distribution of Draft Report	Plenary XIII Adoption of Draft Report	Plenary XIV Closing Session	
22 September (Wednesday)		DEPARTURE OF PARTICIPANTS			

LIST OF PARTICIPANTS

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