After Literacy, What?

by
Edwin K. Townsend-Coles

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A Study commissioned by the Swedish International Development Authority
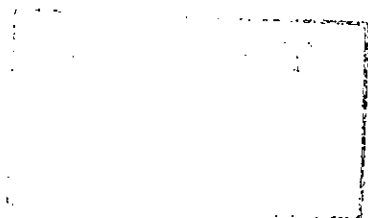
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ABOUT THE AUTHOR

Edwin Townsend-Coles has spent most of his life working in adult (non-formal) education. After graduating in 1952, he was Warden of a residential adult education College, run under the auspices of the YMCA. Later he became Education Secretary of the Organisation. In 1959 he moved to what then was Southern Rhodesia to start the YMCA on a non-racial basis, and in 1961 was appointed the first Director of the Institute of Adult Education at the newly established University.

In 1971 he joined UNESCO as a specialist in adult education, and served in Greece, Afghanistan, Nigeria and Botswana. He undertook short missions to the Sudan, Lesotho, Mauritius and Swaziland, and as a World Bank consultant in Liberia, Ethiopia and Botswana. His last assignment for UNESCO before retirement was as Chief Education Officer in Botswana, where he designed the National Literacy Programme. He remained in Botswana for a further five years as Advisor in Education, and was much concerned with the developoment of community junior secondary education.

He has written seven books on adult education, his most recent work being 'Let the people learn' published by Manchester University. He lives in Oxford with his wife and undertakes short-term consultancies. In recent years he has worked for SIDA, DANIDA, GTZ, the World Bank and the Commonwealth Secretariat.

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SUMMARY

This Study focusses on the educational needs of those who having completed an initial literacy-numeracy course wish to continue with their studies. The learners are at what is termed the post primer stage. It concentrates, therefore, on those aspects of non-formal education dealing with the administration and provision of post primer continuing education.

Unfortunately there is often a gap in the provision available. Instead of there being programmes applicable for learners on conclusion of the initial course, whatever is available is pitched somewhat higher and out of reach of the literacy completer. As a consequence many relapse back into illiteracy and much resources have been wasted. (Chapter 1)

To guard against this, the gap has to be filled. This Study suggests ways and means of doing this. First, in answer to the question what is it that the learners need, three programmes are examined. (Chapter 2) These are equivalency courses leading to qualifications of equal merit with but using different material from the formal Primary curriculum; vocational skill training; and social and domestic programmes.

Chapter 3 examines the approaches to be used, non-formal and informal, and in particular stresses the need for reading material and the purposeful use of radio and television. Chapter 4 completes the answer to the question How? by considering the administrative structure needed to ensure the maximum participation of both governmental and non-governmental organisations. It is only by marshalling all the resources available that a coherant approach can be established. Chapter 5 briefly refers to continuing education beyond the post primer stage.

Appendix 1 is a list of questions for policy makers and senior educational officials concerned with the introduction of post primer continuing education. Appendices 2,3 and 4 are further guidelines for administrators and practioners.

If you plan for a year, plant a seed.
If for ten years, plant a tree.
If for a hundred years, teach the people.
When you sow a seed once, you will reap
a single harvest.
When you teach the people, you will reap
a hundred harvests.
K'UAN-TZU, 551–479 B.C.

The Queen of Travancore, now the State of
Kerala, India, announced in 1817 that 'the
State shall defray the entire cost of
education of its people in order that
there may be no backwardness in the spread
of enlightenment among them, that by
diffusion of education they become better
subjects and public servants.'

Education affects productivity and growth
through several channels. A better educated
person absorbs new information faster and
applies unfamiliar inputs and new processes
more effectively.

Quotations taken from World Development Report, 1991, 'The Challenge of Development', World Bank, Oxford University Press, 1991.

ACKNOWLEDGEMENTS

ABBREVIATIONS used in the text

ACPO	Accion Cultural popular
APPEAL	Asia-Pacific Programme of Education for All
APPREB	Asia-Pacific Co-operation Programme in Reading Promotion and Book Development
BDEC	Basic Development Education Centre
CIDA	Canadian International Development Agency
CODE	Canadian Organisation for Development Through Education
CSTC	Community Skill Training Centre
DSE	Deutsche Stiftung fur Internationale Entwicklung
EFA	Education for All
EMMA	Educational Mass Media Agency
FE	Fundaceo Educar
INADES	Institute Africain pour le Development Economique et Social
ISCED	International Standard Classification for Education
ODA	Overseas Development Administration
SIDA	Swedish International Development Authority
UNDP	United Nations Development Programme
UNESCO	United Nations Educational Scientific and Cultural Organisation
UNICEF	United Nations Childrens Fund

INTRODUCTION

This work was commissioned by the Swedish International Development Authority (SIDA). Its purpose is to consider what is being done, three years after the Jomtien Conference on education for all (EFA), to assist those who have undertaken a conventional literacy course and who wish to continue studying. Inter alia I was asked to:

1. Make an analysis of the needs for continuing educational opportunities for those who have completed the conventional literacy curriculum.

2. Make a review of the current situation, with reference to national efforts to provide continuing learning opportunities for those who have participated in literacy programmes, with an assessment of successes and failures, and to encourage global exchange of ideas.

3. Examine the part which informal education plays in the provision of continuing learning opportunities. Inter alia this includes the contribution of the media, libraries, cultural activities etc. The study will seek to discern the essential components required to provide comprehensive support for those who wish to continue learning beyond the conventional literacy course.

4. Suggest a framework for meeting the needs, to be adapted according to national circumstances, requirements and resources.

It will be seen that this work is not intended to be an exhaustive study on non-formal education. It makes no mention, for example, of approaches to adult learning or of the organisation and administration of learning groups and classes. Rather it highlights the essential features of a system of non-formal continuing education. It takes the discussions at the Jomtien Conference on 'education for all' as the starting point. Indeed, much of the material used comes from the national reports submitted to the international agencies which organised the Conference and are monitoring the follow-up to it.

It has been written primarily as an aide memoire to policy makers and senior officials in government who are concerned with education, in its many forms; to administrators and planners, to interested parties in non-governmental concerns, and to potential donors. Having some experience of teaching the subject to students, it will serve as a convenient guide for them as they delve into a branch of education which is still so often misunderstood.

Edwin K. Townsend-Coles,
Oxford,
1994.

PROLOGUE

The Jomtien Conference on Education for All, 1990, made a plea to the world to give greater prominence to education. In particular it looked to those responsible, politicians, policy makers, international and bilateral donors and administrators, to be working now towards that goal. One aspect of that crusade is to provide those who never went to school as well as those who had but a short and inadequate time under instruction, with the means of embarking upon and continuing with their education. The initial stage is to give people the skills of reading and writing; the next, longer and more complex stage is enabling them to continue with their studies. This is the least understood part of any system of education. Without it much done in the initial stage will be wasted.

Three terms used frequently in this work require definition. (Diagram 1) Continuing education is defined as being those educative influences beyond initial literacy which enable people of all ages to continue learning for their own personal benefit as well as for the good of society as a whole. Continuing education is provided through formal and non-formal channels.

Diagram 1. *The two parallel approaches, formal and non-formal, and the linkages between them.*
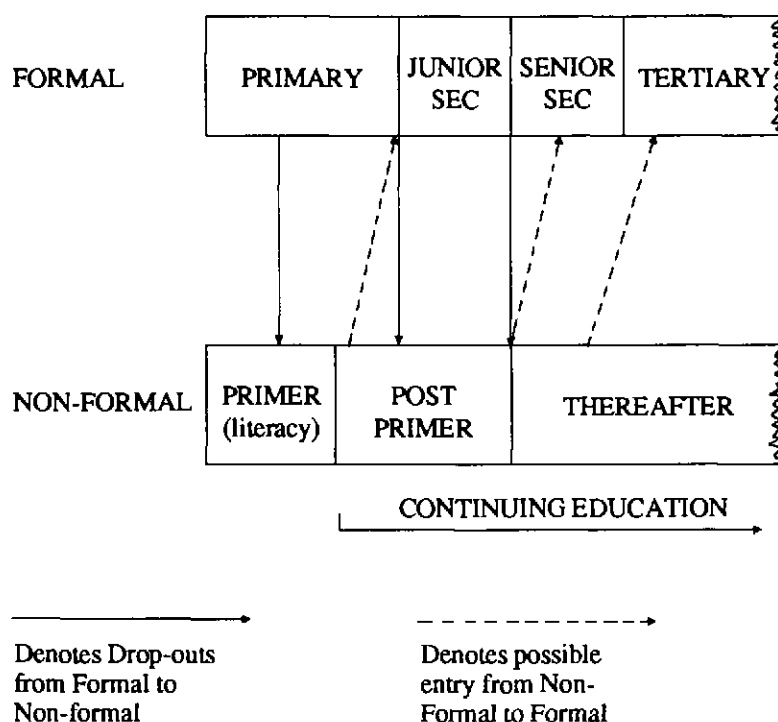
Formal education, which is not the subject of this work, relates to provision made on a regular basis, usually through full-time activities, which take place in schools, colleges and other institutions. Non-formal education refers to those educative activities which take place outside the formal system, though many may be conducted in premises normally used in formal education.

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The early years of learning, both for children in school and for children, youths and adults who have missed out on schooling, concentrate on basic literacy and numeracy skills. This is the primer stage. What immediately follows is termed in this work the post primer stage, which is part of continuing education.

Most countries already have in place some provision for non-formal continuing education. It is not a new phenomina, though it is only in comparatively recent years that it has become an essential aspect of educational provision. In part this is because rising populations and declining resources have combined to make the provision of conventional formal schooling for all an unrealisable objective. Alternative approaches had to be found. But the provision presently made is usually piecemeal and inadequate. It has emerged haphazardly without conscious planning. It is sketchy and not available to all in need. It concentrates on some things and neglects others. It is certainly not going to achieve the Jomtien objective of bringing education to all.

Now, therefore, is the time for countries to make a comprehensive review of the need for continuing education and what is entailed to bring a system to fruition. This book seeks to provide the guidelines for this search.

Unlike formal education in schools and colleges, continuing education is not the preserve of one Ministry but several. It depends too on the active involvement of many agencies outside of government. A critical problem is to decide how to organise and finance this branch of education to ensure that whatever is done achieves maximum effect, and that resources are deployed wisely and used to most advantage. Thus a framework is needed which is approved by government and given legal identity.

At the outset it is essential to be clear on the aims. Who are the people in need and what is it that they are likely to want? In many societies, women and girls have been deliberately denied access to education. In the modern world such outdated sanctions against them have to be removed if real development is to be achieved. To educate half a nation is not enough. There are likely to be other groups which have also suffered neglect. Prominent amongst them are urban slum dwellers and those who live in remote rural areas. It is essential to know as precisely as possible the answer to the question who, before attempting to discuss the responses to the other question what?

Human needs have changed little over the centuries. Food, shelter, health and security are uppermost. Once assured that these are attainable, the next level of priority has to be confronted. What are the skills needed to improve the human condition? How can better food be grown? How to remain healthy? How to enhance the quality of life? In short, what has to be learned, in one way or another, to make life more tolerable and successful. These are the concerns which are embodied in a comprehensive system of continuing education. The purpose is the betterment of individuals, communities and the nation as a whole.

It is often the case that between the conclusion of the conventional literacy or primer stage and the possibility of commencing further study is a dangerous gap; a chasm which for many is so deep as to frustrate their motivation and cause them to abandon learning altogether. This gap has to be filled. This is often a first priority when designing non-formal continuing education programmes.

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There are three principal needs to be met, once reading and writing are mastered. First, many want to work for a qualification which may give entry to paid employment. Opportunities to study at equivalent levels of formal primary and secondary education are needed but following curricula and using material suitable for older and more mature people. Secondly, there must be facilities for learning skills which will make self and paid employment possible. Thirdly, to enhance the quality of life and give people confidence in modern society, possibilities for social, political and cultural education must be available.

Supporting all these is the necessity of providing material for reading at a level suitable for those in the early stages of learning. Unless the programmes mentioned are augmented by a supply of instructional texts, books, newspapers and magazines, and a library service equipped with quiet study reading rooms, the system as a whole is unlikely to be successful. Encouraging local production of books and other journals is essential. The purposeful use of radio and television will further enhance the learning environment, and bring closer the goal of a wholly literate society.

All this will happen only if there are trained people available to organise, conduct and monitor these activities. Physical facilities, equipment and software will be needed. To ensure that funds are not wasted, programmes have to be under constant evaluation.

Such activities do not constitute a cheap form of education, though costs are somewhat less than might be feared because much of the actual work is undertaken by part time staff and volunteers. Due to the heavy drop-out rate, initial literacy programmes are relatively expensive operations if unit costs are related to those who complete courses satisfactorily. Continuing education programmes are likely to suffer less from this problem and though expenditures initially may be higher than is the case for literacy courses, the unit cost per completer will be less than might be expected. However funds are needed, whether raised by government, by grants, through commercial and non-govermental agencies, and individual contributions. One of the hardest problems is to determine what precentage of the recurrent budget of government should be devoted to continuing education. This is a complex matter since it involves several ministries as well as funds spent on libraries, museums and broadcasting. International and bilateral donors will assist; how much reliance is it healthy to place on such assistance, and for what purposes,are questions which have to be faced? In the final analysis priorities have to be determined according to the needs both of individuals and the nation and within the resources available.

This is what is entailed in non-formal continuing education. Appendix 1 is a summary of the argument, set out as questions to be considered when formulating plans for a comprehensive approach to this branch of education.

1. WHY BOTHER?

'Never before in history has there been such a gap between the knowledge that can empower people and improve their well-being and its actual availability to those who most need to know'.[1] This comment by Frederico Mayor, Director-General of UNESCO, at the beginning of the Jomtien Conference on Education for all (EFA), makes a suitable introduction to this work. It also will focus on that 'gap' insofar as it relates to those who, having completed an initial primer stage of learning, be it at a Primary School or in a literacy-numeracy course, and who wish to continue with their learning but have some difficulty in doing so. They experience a serious gap in provision between the work accomplished and what is on offer thereafter.

First, we should go back to 1948 and the idealism which was alive following the end of the Second World War. The Universal Declaration of Human Rights states that 'everyone has the right to education. Education shall be free, at least in the elementary and fundamental stages...' This was the first of a succession of statements which depict education as a human right to be freely available to everyone. From then to the 1990 Jomtien Conference on EFA, there have been several attempts to draw the attention of the world community to the need to make education a central issue, both as a right to be claimed by all, but also as an essential feature in the economic development of individuals and nations.

Throughout the four decades between these two landmarks there has been a growing realisation that schooling in a formal sense and education were not synonymous. That whilst every endeavour must be made to improve and make more relevant the formal school systems, there must be a parallel process of ensuring that those outside the system also have their needs met. In short the development of people and nations hinged on the concept of 'education' being much more widely interpreted.

This wider approach to 'education', promoted by UNESCO from its early days, has been recognised under various titles, each one fashionable for a period. 'Fundamental' education was the first, though this became a casualty when the term was interpreted as meaning something which was second rate. It was followed by 'community development'. More enduring has been 'adult education', still in current use, with its later variants of 'recurrent education', 'lifelong learning' and 'continuing education'. More recently, use is made of 'non-formal education', a lack lustre negative term, but one which emphasises the point that there are two complementary forms of education, formal and non-formal. Thus, throughout, has been the theme that side-by-side with the improvement and enrichment of formal schooling for the young there must also be provision of learning opportunities for those only partially touched by or wholly excluded from the formal system.

It was no surprise, therefore, that the World Bank in its Education Sector Policy Paper of 1980 issued the following directive:

'In lending for education, the Bank will seek to promote educational development on the basis of the following broad principles:

1. Basic education should be provided for all children and adults as soon as the available resources and conditions permit. In the long term, a comprehensive system of formal and non-formal education should be developed at all levels.

2. To increase productivity and promote social equity, efforts should be made to provide education opportunities without distinction of sex, ethnic background or social and economic status.'

The plea of the 1963 Montreal Declaration on Adult Education that it has become of 'such importance for man's survival and happiness that a new attitude towards it is needed'[2] had at last been heeded. UNESCO followed this in 1976 by issuing the International Instrument on the development of adult education, thereby giving each country a yardstick by which to examine their provision of continuing education for adults. Throughout the 80s UNESCO pursued the policy of promoting a dual approach to eliminating what was seen to be the major scourge debilitating the Third World, namely illiteracy, through the expansion of formal primary education for children and non-formal literacy programmes for youths and adults.

As the decade went on, the term 'basic education' increasingly came into vogue. The term was left undefined, at any rate as it was to be applied to those out of school. In a formal sense it was interpreted as meaning nine years of regular formal schooling, and though the target of making that applicable to all young people was still a long way ahead in many countries, it was nevertheless an aim which could be widely comprehended, especially by politicians, conveniently planned and fairly accurately costed. But what of the rest? In many countries those untouched by the formal system outnumber those who are in or who have passed through school, and even when this is not the case, their numerical, social and economic significance demands that their needs be also catered for. Basic education could be readily described as applied to children. When it comes to adults, such characteristics as fixed curricula, regular attendance at an institution, and unlimited time to be away from the daily chores of living, no longer applied.

But provision had to be made for adults, if for no other reason than to exploit their economic potential. In 1961, Arthur Lewis, the distinguished economist from the West Indies, had reminded the world that 'the quickest way to increase productivity ... is to train the adults who are already on the job. Education for children is fine, but its potential contribution to output over ten years is small compared with the potential contribution of efforts devoted to improving adult skills.'[3]

The Jomtien Conference thus followed many endeavours to map out a coherent policy for education, accepting the premise in the Universal Declaration of Human Rights that education is a 'right' for all. Past attempts had seemingly failed. Education was in a state of crisis in so many countries. Fewer resources were available for it, and often it was primary education which suffered most from cutbacks in the formal system. Provision was not keeping pace with the growth of populations. Continuing education for adults was still the least regarded part of the system and ever liable to have its resources reduced. This could be done with less political turbulance than is engendered when formal schooling is tampered with.It is ironic that one of the sponsors of the Jomtien Conference, the World Bank, has been partly responsible for this decline. Its insistence on countries adopting stringent economic structural adjustments, however necessary

they were deemed to be, has inevitably resulted in fewer resources being available for what are considered as unproductive activities, namely the provision of education and health care, two factors specifically mentioned in the EFA Declaration. In defence, the Bank rightly points out that there is a great deal of unnecessary expenditure on armaments, as is now being experienced by even rich oil states like Saudi Arabia. At the same time it cannot be overlooked that the armaments trade is largely fueled by industrialised countries.

Jomtien was not the first time that Declarations on education have been promulgated. Past attempts have failed largely because they ended with the passage of pious resolutions, and made no demands on the will of those adopting them to cloak ideas with reality. The four organisers of the Conference—the World Bank, UNESCO, UNDP, and UNICEF—were determined that this world gathering of educators, the largest and most comprehensive ever, would be different. A Declaration there would be, but it would be tied to a Plan of Action and a Time Table to the year 2000. Ideas would be firmly linked to commitments, both on the part of donors, but as significantly also to potential recipient counties. Aid would follow concrete actions on the part of those in need; EFA would be made a reality by joint endeavour.

Before examining the World Declaration on EFA,[4] stock will be taken of the situation in 1990. The Preamble to the Declaration depicts the realities which persist. 'More than 100 million children, including at least 60 million girls, have no access to primary schooling. More than 960 million adults, two-thirds of whom are women, are illiterate, and functional illiteracy is a significant problem in all countries, industrialised and developing. More than one-third of the world's adults have no access to the printed knowledge, new skills and technologies that could improve the quality of their lives and help them shape, and adapt to, social and cultural change. More than 100 million children and countless adults fail to complete basic education programmes; millions more satisfy the attendance requirements but do not acquire essential knowledge and skills'. The world picture is sombre indeed.

The following tables will give flesh to these bald statements; first, with regard to formal primary education.

Table 1: Primary School enrolments in 1988.

	1.	2.	3.	4.
Sub-Saharan Africa	56	39	38	49
Latin America and Caribbean	48	37	8	18
Eastern Asia and Oceania	22	17	4	19
Southern Asia*	115	83	52	39
Arab States	23	20	9	30

*China excluded.

Column 1: Total number of enrolments in millions by Region.
Column 2: Number of those enrolled who are of the official school age in millions.
Column 3: Number of primary school-age children not enrolled, in millions.
Column 4: Column 3 as a % of Columns 2 and 3 together.
Source: Primary Education, the Excluded by Suran Gajraj and Klaus Schoemann, UNESCO 1991

The Table shows the high incidence of children not of the recognised primary school age still attending school. The percentage of out-of-school children in 1988 varies greatly between countries. In sub-Saharan Africa, Somalia had nearly 90% unschooled, whilst Equatorial Guinea had less than 10%. In Latin America and the Caribbean the variation spanned 50% in Guatamala to 8% in Honduras; in Southern Asia, Afghanistan 80%, India 32%; in Eastern Asia, Papua New Guinea, nearly 40%, Viet Nam 11%, and in the Arab States, after Somalia comes Djibouti with 60%, and down to the United Arab Emirates with 7%. Even with gallant efforts, by the year 2000 it is predicted that 110 million children will still be missing out on schooling.

These figures do not of course give the full picture. It is essential to know the survival rates, since a child attending school for a year or so, even up to Grade 5, will have received little of lasting benefit. Countries claiming to have attained universal primary education must needs indicate the survival rate for their claim to be taken seriously. Mauritius, the Seychelles and Botswana the rate is nearly 100% completing the full primary cycle, whereas in Guinea Bissau it is 8%, in the Comoros Islands 31% and Madagasgar 32%. In China it is 81%,and in India 53%. In Haiti, however, it is only 9%. Consideration must also be given to gender. In most countries there is a difference between rates for girls and boys. In the Comoros Islands, Lesotho, and Nigeria, girl survival rates at school are higher than for boys. In most countries the reverse is the case.

These figures are quoted not to promote a discussion on the state of primary education. They are given to illustrate the point that a high proportion of children entering the formal primary system will have dropped out by Grade 5[5] and consequently will not have had sufficient basic education to give them confidence to cope with the demands of life. Unless they are to relapse back into illiteracy and join the millions who have never been to school, they will need stimulus and opportunity to continue with their learning. If EFA is to have meaning for them, their after school needs must also be met.

We now turn to the youths and adults who have never been to school.

Illiteracy rates vary greatly between regions, within regions and within countries. Rural areas are more likely to have a higher percentage of illiterate people than is to be found in urban communities. Worldwide, women have been viciously discriminated against. In the developing world as a whole, by the year 2000 there will be approaching one billion

Table 2: Illiteracy rates by region in millions.

	1.	2.	3.
Sub-Saharan Africa	364.4	146.8	40
Arab States	172.7	65.6	37
Latin America/Caribbean	362.7	41.7	11
Eastern Asia	1,375.1	236.5	17
Southern Asia	952.2	437.1	46

Column 1: Estimated total populations in the year 2000
Column 2: Expected number of illiterate people over 15 years of age.
Column 3: Column 2 as a % of Column 1.
Source: Compendium of Statistics on illiteracy, 1990 edition, Unesco.

illiterate people over the age of 15, and although the percentage is declining the actual number is still increasing. Women and girls account for two-thirds of this number. The battle against illiteracy has not been won. Bearing in mind the high drop-out from the early grades of primary schooling, it will be appreciated that to the figures in Table 2 must be added the millions of youngsters who leave school with only a superficial dusting of education.

There is no register of the efforts worldwide being made to overcome illiteracy, nor any figure as to the costs involved. Some years back UNESCO tried to determine the cost but had to abandon the attempt. It can be safely asserted that in every country, including the industrialised countries, a literacy programme of some sort will be in place. Suffice it to comment that the resources going into this work are immense, and literacy programmes certainly represent the biggest single aspect of non-formal education.

The Jomtien Declaration

Such is the world which faced the delegates meeting at Jomtien. We now turn to the Declaration itself. The Preamble, part of which has already been quoted above, depicts both positive and negative realities. It refers to a growing willingness of nations to co-operate, of the wealth of knowledge in all branches now available, of the increasing though still not universal recognition of woman's rightful place in society, and of our unrivalled ability to communicate with each other. Never before has so much effort gone into trying to promote more equitable and more relevant provision of education. But there is, however, a sombre negative side to the picture. There is a catalogue 'of mounting debt burdens, the threat of economic stagnation and decline, rapid population growth, widening economic disparities among the nations, war, occupation, civil strife, violent crime, preventable deaths of millions of children and widespread environmental degradation'. Each of these negative aspects has the effect of retarding the possibility of attaining EFA, and indeed the 80s was a decade during which most Third World countries were able to spend less not more on education; a decade when the state of education in most countries deteriorated.

It was in this paradoxical state, of a world with so much potential for good to offer but still a prisoner to factors which inhibit the path for so many to a better, more secure and satisfying life, that Jomtien was intended to be a beacon of hope. The Declaration boldly states that basic education for all, for the first time in history, is an attainable goal. The Declaration is given in full in Appendix 6. The following are its main components.

Article 1: 'Every person—child, youth and adult—shall be able to benefit from educational opportunities designed to meet their basic learning needs'.

Article 2: 'To serve the basic learning needs of all requires more than a recommitment to basic education as it now exists. What is needed is an 'expanded vision' that surpasses present resource levels, institutional structures, curricula, and conventional delivery systems while building on the best in current practices'.

Article 3: 'Basic education should be provided to all children, youth and adults'.

Article 4: 'Whether or not expanded educational opportunities will translate into meaningful development—for an individual or for society—depends ultimately on whether people actually learn as a result of those opportunities, i.e., whether they incorporate useful knowledge, reasoning ability, skills and values'.

Article 5: 'The diversity, complexity, and changing nature of basic learning needs of children, youth and adults necessitates broadening and constantly redefining the scope of basic education to include ... learning from birth, primary schooling for children outside the family, the learning needs of youth and adults, and the use of all channels of communication'.

Article 6: 'Learning does not take place in isolation. Societies, therefore, must ensure that all learners receive the nutrition, health care, and general physical and emotional support they need in order to participate actively in and benefit from their education'.

Article 7: 'National, regional and local educational authorities have a unique obligation to provide education for all, but they cannot be expected to supply every human, financial and organizational requirement for this task. New and revitalised partnerships at all levels will be necessary'.

Article 8: 'Supportive policies in the social, cultural, and economic sectors are required in order to realize the full provision and utilization of basic education for individual and societal improvement'.

Article 9: 'If the basic learning needs of all are to be met through a much broader scope of action than in the past, it will be essential to mobilize existing and new financial and human resources, public, private and voluntary.

Article 10: 'Meeting basic learning needs constitutes a common and universal human responsibility. It requires international solidarity and equitable and fair economic relations in order to redress existing economic disparities'.

Between them, these tenets provide a comprehensive backcloth for the proposals which follow in subsequent chapters. The Declaration concludes with a reaffirmation of the right to EFA. 'We commit ourselves to act co-operatively through our own spheres of responsibility, taking all necessary steps to achieve the goals of education for all'.

It will be seen that the Jomtien Declaration was different from previous international calls for action. It gives public recognition that this 'expanding vision' of education hinges first on agencies, governments and individuals, striving to improve learning opportunities for all, but that to achieve this goal requires radical readjustments and realignments to the economic structure of the international community. How far such a 'Call' will be heeded by the politicians of the world remains to be seen. The three years since Jomtien have seen renewed violence and the outbreak of a rash of wars, and though the ending of the Cold War has promoted discussion on the 'Peace Dividend', far too much effort still goes into armaments, and correspondingly too little into education, health and economic development. The Administrator of UNDP, W.H. Draper 111, reminded those at the Conference that developing countries are still spending $200 billion annually on armaments. Such an amount devoted to education would enhance the possibility of EFA becoming a reality.

Jomtien was different in other respects. As has already been noted it did not stop at a Declaration. A Framework of Action was also adopted with a time-table of phases of implementation for the 90s. By 1991, governments and organisations were required to adopt Plans of Action with specific targets. By 1993 all 'partners strengthen and use existing mechanisms for consultation and co-operation...' 1996 is expected to see the commencement of the second phase of implementation, and so to comprehensive reviews of achievements in the year 2000.

It was no doubt wise of the architects of Jomtien to refrain from giving a precise definition of what is actually implied by basic EFA. Each country has to detemine its own policy on such issues, and inevitably the answer will be different in each case. Suggestions are made about aspects of education which should be considered. These include the expansion of early childhood care, universal access to and completion of the primary cycle of formal education, improvement in learning achievement of pupils, reduction in illiteracy, expansion of training in skills, and the acquisition by individuals and families of 'the knowledge, skills and values required for better living...'

As to how far countries have to go was well illustrated by W.H. Draper in his speech. He told his audience that in the world there are a billion human beings within the category of the absolute poor. There are 870 million without education, 1.3 billion without safe drinking water, 100 million children without schooling, 150 million undernourished children, and 14 million children die each year before attaining the age of 5. For Jomtien to mean anything to much of the developing world there has to be a new and sincere commitment both by the countries concerned but also by the industrialised nations to commit more of their wealth to combatting these ills, not only as an act of international solidarity but also because such deprivation leads to despair and violence. To put all children in school needs $4 to 5 billion each year. That amounts to 2 days expenditure on arms in the industrialised world or 1 week's expenditure on the military by developing countries. Have politicians the will to alter the balance of spending in favour of education?

Post Primer Learning

This introduction has sought to set the scene for the issue to be examined in this work, namely how far is the international community responding to the challenge of Jomtien with regard to one aspect, the continuing education of out-of-school youths and adults, and also for the millions of children admitted to formal education and then discarded before they have learned enough to cope successfully in an independant life?

Chapter 2 will examine in greater detail those who come into the category of being at the post primer stage, and what their likely needs in education will be. Chapter 3 will offer guidelines for a strategy for continuing education, leading to the establishment of a framework within which it can operate, described in chapter 4. This chapter will conclude with comment on what appears to be the emerging pattern of support, particularly by the international donors.The question posed at the outset, why bother, is then discussed.

It needs to be stressed that continuing education is a necessity for everyone. It is not a form of medicine to be administered solely to those of limited learning in a structured sense. No matter what level of learning has been achieved by an individual, there is always the need and challenge to learn more. This is one characteristic of human society. Placing the focus on those who are at the bottom of what can be termed the formal ladder of learning highlights the needs of those who are the most deprived, the people who have been most discriminated against. And whilst this includes both men and women, it is the latter who in so many cultures continue to be especially denied opportunities for personal advancement. Such people,women and men, display great skill and courage just to stay alive. They are not lacking in savoir faire. They are, however, lacking knowledge and skills increasingly demanded in modern societies.

It appears that the emphasis now by international donors is to be placed on the expansion and qualitative improvement of primary education for children in school and on the promotion of literacy programmes for those out-of-school. This is a continuation of the policy pursued by UNESCO, namely that illiteracy will be overcome by simultaneously staunching the supply of youngsters to the pool of illiterates and providing adults and youths with opportunities to learn the skills of reading, writing and number. The difference now is that whereas in the past other donors, and particularly the World Bank, placed emphasis also on secondary, technical and higher education, the indicators are that this will change, and that, to achieve the targets of Jomtien, the main and almost exclusive emphasis will be on the primary cycle for the young and adult literacy courses for youths and adults,especially those in the 15 to 19 age group, together with provision for the professional training of staff to maintain these two sectors.

It is not the intention to dispute the critical need to be expanding and improving formal primary education and making better provision for those out-of-school to have access to literacy and numeracy programmes. Both are absolutely vital to the well being of the individuals concerned and their communities and nations. They form the essential foundations on which all other efforts are built. Unless they are secure much else that is done will be only partially successful.

There is, however, cause for concern if there is any slackening in the resolve of the international community to ensure that continuing educational opportunities are available to those who successfully get over the first hurdle. Survivors at Primary School to Grade 5 are as unprepared to cope with the demands of modern society as are those who never go to school and who attend only what can be termed the conventional initial literacy course. Both may have completed the primer stage; it is essential that a coherent, comprehensive and adequately resourced post primer stage be readily available to them.

So Why Bother?

There are cogent reasons for doing so.

If EFA is to have any credibility it must ensure that the provision being made will be sufficient to endow a person with enough assurance to face life with a degree of certainty of success. The primer stage of education for out-of-school people, however embellished

with what is termed functionality, is usually insufficient to ensure that this is so. The learner has but reached the threshold of the new vision which Jomtien is offering.

It has to be noted that in many countries there is a variety of educative offerings for those who have completed the primary cycle or who have maybe had a year or so at a secondary level institution. Increasingly, entrance qualifications to further studies require applicants to hold a requisite certificate showing this grade of attainment, even if sometimes there are alternative means of entry. Those who have only a literacy certificate are ineligible to benefit from such opportunities. It will be seen therefore, that there is a dangerous gap emerging. Children, youths and adults who have successfully passed the first initial stage of learning are then confronted by an insurmountable chasm, a sort of no-mans-land impossible to traverse, a block to their desire to continue with their learning.

It is this gap which gives rise to concern, for unless there are opportunities for such people- and one should recall that they number a billion and more- to fulfil themselves, there are bound to be undesirable implications.

In the first place recipients of too little and never enough simply turn to despair. Having sacrificed much to learn, at the point when their efforts can begin to be of use the supply is turned off. Equally, if a learner sees no advantage in having made the effort, progress is unlikely. Frustration follows; the chances of that person ever wanting to resume learning are greatly diminished. Instead of encouraging, the experience angers. Instead of promoting a healthier community, the malcontents will soon turn to social misbehaviour. The young will turn to crime, which will destabilise communities and cost more resources to maintain law and order. Furthermore it has been found that a cause of people dropping out of literacy courses is their uncertainty whether there is anything worthwhile for them to study after learning how to read and write. A report from Kenya[6] notes that 'after two years of class work they (the students) are proficient in literacy but do not know what to do next. Thus, a vacuum does exist after literacy education. This has caused disappointment and is characterised by high drop out rates in the adult literacy programme'.

The second implication is the enormous waste of resources involved. Much human and material effort has gone into the primer stage for adults. So too for children who do not survive beyond Grade 5 in school, the cost of keeping them so far has been an expensive investment. Without continuing care, there will be a rapid decline back into illiteracy. The drain on the funds available will mean less all round for other activities. Valuable human resources will have been deployed on an almost worthless enterprise, making it all the harder in the future to help those outside the formal system of education. Cynicism will eat into the souls of those responsible for providing education, and though they are accountable for the lack of continuing education, they will interpret it as indicating that effort put into the primer stage for adults is not worthwhile.

Thirdly, the rump of economically inadequate people will swell, each year new cohorts being added to their number. Attempts at national and regional rejuvenation and development will be frustrated through lack of people who can be trained. Adults, men and women, will not be available with sufficient aptitude to benefit from further training, thereby inhibiting economic recovery. Mothers will be less able at rearing their children,

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and the home environment for those attending school will be unconducive to learning. Family life won't improve, sapping morale. Families with some learning can understand better what their children in school are studying and give them encouragement.

A recent World Bank report[7] makes the following comment. 'The evidence that education promotes economic growth, and thus puts other goals of development within reach, is firm. A one-year increase in schooling can augment wages by more than 10% after allowing for other factors. An additional year of schooling has raised farm output by nearly 2% in the Republic of Korea and 5% in Malaysia. And in family-owned enterprises in urban Peru, education appears to be more critical to earnings than physical capital ... A better educated person absorbs new information faster and applies unfamiliar inputs and new processes more effectively ... In Peru, if farmers had an additional year of schooling their probability of adopting modern farm technology increased by 45%. In Thailand, farmers with four years of schooling were three times more likely to use new chemical inputs than farmers with one to three years of schooling.' It must be assumed that even if the number of years and the percentages are different, schooling applies also to non-formal learning.

There is still a tendency to promote primer learning for people outside the formal system by implying that those who are successful will automatically be on the threshold of a better life. Experience indicates that this is not necessarily the case; that for many the hopes raised are soon dashed down by the realities of life. This is not to be interpreted as an argument against promoting literacy as an essential pre-condition for advancement. But it is both dangerous and unethical to suggest to learners that jobs and prosperity will emerge automatically for all as the reward for study. What can, however, be stated in the strongest terms is that without study the chances of advancement are seriously impaired. False expectations should not be aroused; realistic encouragement is usually needed.

Finally, education is a human right for all, for the poor as much as the rich, for the underprivileged as much as those well endowed, for the handicapped as much as those physically robust, for women and girls as much as men and boys. All should have access to the ladder of learning. The late Chief Lithuli of South Africa described his life as a striving after fulfilment.[8] Noone should be hindered in that quest for knowledge. That surely is what EFA is all about.

For these reasons, the apparent attitude of the principal donors has to be treated with caution. No one disputes that in a world paralysed by recession, priorities have to be established. But there must still be balance, otherwise the results could be catastrophic. The World Bank, UNESCO and UNICEF are the lead funding agencies. In monitoring the follow-up to Jomtien, they should ensure the all the tenets in the Declaration are being adequately pursued. 'Every person- child, youth and adult- shall be able to benefit from educational opportunities designed to meet their basic learning needs'. This surely points to the provision of post primer experiences, that is to continuing education beyond literacy.

However all is not lost. If the international donors are reducing their emphasis on continuing education, this is not the case with many bilateral agencies and non-governmental organisations. UNESCO figures[9] suggest that Germany is devoting 0,52% of its aid programme to basic education, which of course includes primary schooling and

conventional literacy, but also continuing education. Australia devotes 1,33%, the USA4,04%, Netherlands 1,57% and the United Kingdom 0,32% for the same purpose. Japan does not make a contribution to this work. However, the impression is that most donors are continuing to encourage and support post primer activities. Most notably this is shown in the growing realisation that many countries, especially in Africa, need assistance with the production and distribution of reading material, a matter to be elaborated further in the following chapters.

A Complicated Package

It is understandable why some donors find the provision of post primer education a complicated and often unrewarding side to tackle. In formal education, the concept of the 'school' is universally comprehended, and is readily amenable to project formulation and funding. So too are literacy programmes. Not as neat and tidy as formal systems, but nevertheless an operation which can be understood and measured. The literature on this topic is large, and whilst there have been disappointments, it is still seen without dispute as an essential component in a well developed education system.

Continuing education after the primer stage,however, presents a host of difficulties, especially for donors who understandably want to know precisely how their funds are to be spent. The Jomtien Declaration indicates the wide canvas of continuing education when it refers to:

> skills training
> apprenticeships
> formal and non-formal programmes in health,
> nutrition, population, agriculture, the
> environment, science, family life, and
> other societal and political issues.
> There is too the ubiqitous demand for
> school equivalency programmes.

No longer is this a tidy operation. Meeting the needs of people in their rich diversity calls for provision in a multitude of subjects, at various levels, in differing contexts and it calls for many approaches. It is that side of education which will be provided through formal, non-formal, informal and incidental channels, to be discussed in chapter 3. It will require people with many different specialisms. It will not be the preserve of one Ministry, as is formal school education. It will need expertise found in all branches of a nation. Private sector interests may be as involved in many aspects as are government agencies. The active help of non-governmental and voluntary organisations will be sought. Their contribution is often of critical signifigance. Indeed forging partnerships with various providers, as recommended in the Jomtien Declaration, has always been a feature of continuing education.

It is hardly surprising that some donors shy away. The complications can seem formidable. Yet it has to be repeated that unless there is a coherent policy for continuing education, especially at the immediate post-primer stage, much of the work done at the

primer stage will simply be wasted. The gap already referred to will become an unscaleable barrier, with all the negative implications which will ensue.

The following chapters will suggest guidelines which when drawn together will help to create a strategy for continuing education. It will not be a blueprint. Each country is unique in itself. Each country, according to specific needs and resources available, will determine its own strategy. The guidelines are there to suggest issues worthy of consideration. By so doing, a coherent and wholistic strategy, tailor-made for the country, will emerge.

The World Bank Education Sector Policy Paper, 1980, urged each country to develop 'a comprehensive system of formal and non-formal education'. Comprehensive implies a system which is not only concerned with all the people, but which covers all the stages from pre-primer and thereafter. The immediate post-primer stage should thus be catered for.

The Minister of Education of Papua New Guinea, in his submission prior to the Jomtien Conference, honestly confronts the question 'why bother'? 'There is a growing concern within the community that education is failing to help the majority to participate profitably in the activities of the community. Many return to their communities and find that the education they have received has not prepared them to utilise resource development opportunities available. They feel failures, no longer value village life, traditions and obligations. An increasing number choose to come to towns. They find no work and often join gangs and become criminals. The education system must provide relevant education...'[10]

The immediate post primer stage must not only be available, but it must also be relevant. The price of not doing so could be considerable.

2. TWO PRELIMINARY QUESTIONS: FOR WHOM? and WHAT?

It must be emphasized at the outset that this and subsequent chapters do not together form a blueprint to be slavishly copied in every country. Each country is sui generis; each combines a unique combination of factors, be they cultural, social, political or economic.

It follows therefore, that each country has to determine its own response to the need to provide post primer continuing education for its people.

Rather the proposals which follow form a check list of issues which each country will want to address when determining its own strategy for continuing education. In every case there will be matters raised which either do not apply or which are already catered for. Some of the proposals made will be felt to be inappropriate whilst others may be regarded as too demanding to be sustained. The value of this check list, repeated in summary form as Appendix 1, therefore is not that the responses to the issues raised will be the same, but that debate will be encouraged, and all relevant matters aired for consideration.

The text includes examples of current practice in continuing education, indicating how countries are responding to the educational needs of the post primer public. It is hoped that the inclusion of these examples will enliven the debate by giving substance to otherwise seemingly theoretical proposals.

Taken as a whole, this and subsequent chapters will give a vision of what is entailed in providing in the first place for the immediate post primer learners, but also in the long term for an integrated and comprehensive approach to continuing education. It does not amount to a system, since that implies something rigid and institutionalised. Rather it is an attempt to see the many diverse strands involved and how each can be mutually supportive, thereby ensuring that each is applied to maximum effect. However the vision requires backing. It needs to be seen as an essential element in educational provision. In short it can only flourish where it enjoys political support, backed by committed political will. Without that it will be suffocated, eliminated by those with a restricted view of education as being something which takes place only in institutions of learning. That such an approach has been shown to fail, leading to the present crisis in education, does not deter its proponents. Balance can only be restored through political action, involving determination that continuing education will be seen as vital for the well-being of a nation.

Having said this, it should come as no surprise that some governments are not as keen on providing continuing education as might be expected from the consent reached at Jomtien. Colonial administrations baulked at educating youths and adults, knowing full well that once a person has had the opportunity of learning, eyes are opened and they will no longer view the world as previously. Encouraging people to think carries the risk that they may not always do so in a manner acceptable to their political leaders. Not every government will be willing to take this risk.

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It has to be said that because of high failure rates, continuing education is not education on the cheap. Fortunately however,the cost of staff and the provision of physical plant entails less expense than is the case for formal education. The latter, consisting of institutions at primary, secondary and tertiary levels, will inevitably eat up the biggest proportion in the funds allocated for 'education'. Furthermore it is not easy to discern how much is actually spent on non-formal education. In government it features in the budgets of many ministries, of which perhaps surprisingly, education may not be the most significant. Agricultural extension and health education are important components, but so too is the library service, and broadcasting on radio and television. Much too depends on the involvment of non-governmental voluntary agencies relying on the services of volunteers.All this makes for difficulties when trying to determine precisely how much is spent on continuing non-formal education. An assessment made in Botswana in 1980 of the cost involved to government alone came to 8% of the overall recurrent budget.[11] The question of finance will be further considered later in this work. For the present, the point is made that non-formal education hinges on there being political will to support and encourage it, and that this in turn involves some expenditure.

The chapter will now examine two preliminary questions, namely who are the clientele for post primer continuing education, and what are their likely needs.

For Whom?

At the outset it must be clear who the likely clients are for post primer education. So far recourse has been made to the general categories, first of children who leave primary school before Grade 5 and, secondly of children, youths and adults who have never been to school. A closer examination has to be made as to the exact nature of these people, since it is only by so doing that realistic plans can be drawn up.

Collecting the Data

A start can be made by including in a national census questions which should indicate the educational state of the population and the distribution of those deemed to be illiterate or semi-literate. From the total size of the population it can be interpolated what ought to be the size of the school population, if every child at a given age were to be admitted. The size of the non-school going child population can then be deduced. School enrolments will indicate survival rates, and in particular how many children are leaving school before any particular Grade. In Namibia, where census data are not as yet readily available, a survey is being conducted of school-age children who are not in school. Such information will help those who are seeking to make out-of-school provision available for them.

Caution has to be exercised over how, in a national census, reliable figures of illiteracy can be determined. Since in many countries, census enumerators question Heads of Households to answer for the family as a whole rather than each member individually, the accuracy of such returns is open to doubt. The number of persons may be correct; the educational level of each person is probably in doubt. No one likes to admit of being illiterate.

Relatively speedy and rather more accurate methods have been designed to obtain figures of illiteracy. Those being interviewed are asked to read first a card with one simple word on it. If achieved correctly, a second card containing a somewhat more complicated message is shown, and if that too is read correctly, a third card with a typical sentence is shown. In this way a fairly clear idea can be obtained of the educational level of the person being interviewed. Unfortunately, this process takes time, and for that reason is not used, replaced by a simple question such as 'have you been to school'? And with survival rates in many countries indicating how few pupils progress beyond the bottom grades, the answer obtained does not necessarily give any idea of the persons' present state of literacy.

Where no information from a national census is readily available, it may be necessary for small local censuses to be set up, choosing areas with contrasting characteristics, both urban and rural. The information will not be as accurate as a professionally managed census, but an indication of the likely size and distribution of the illiterate and semi-literate poulation can be obtained. Before the Botswana National Literacy Programme was launched in 1980 a request was made to include questions in a forthcoming national census which would enable a picture to be built up of the prevalence of illiteracy. This was turned down on the ground that the census form was already overloaded. It thus became necessary for the Department of Non-Formal Education to organise two small local surveys, one in an area near the line of rail and the other in a remote semi-desert region. Taking the two together, useful information was obtained.

Target Groups

In one way or another, it is essential to have some indication of the size and spread of illiteracy in the region or country under consideration. Only then would it be possible to discern certain groups of people for whom post primer education is likely to be needed now or in the future. Almost without exception,prominent amongst these will be women and girls, the urban poor, and rural dwellers. In countries with a serious imbalance in the population, the especial needs of youths may be an important consideration. Some countries may make special provision for unemployed Primary School leavers. Others which may figure prominently are those living in remote areas, migrants, nomads, handicapped, street children, and disadvantaged ethnic groups. The picture will be different for each country. Thus a report from the Maldives stresses the needs of unemployed school leavers living on the remote atolls; in India the need to be taking EFA to the under privileged scheduled tribes is mentioned. In Thailand, for some years there has been an extensive programme for the people who live in the northern mountainous region. The Hill Areas Education Project aims to assist the entire population and specifically to bring a relevant system of primary learning to the adults. Almost universally of all the groups which have had to suffer the harshest discrimination against them is also the largest, namely women and girls, and ways and means have to be found in each country of overcoming this obstacle to development prevelant throughout the world. For example, the World Bank is financing a project in the Yemen whereby women are provided with home based learning materials, thus obviating the necessity of

leaving the house to attend classes, an action much denigrated by their menfolk. Only once a week will the women go to a Learning Centre for instruction from a qualified teacher.

The point being made here is that it is essential to have as clear an idea as possible for whom assistance is needed. It is only then that programmes, many of a micro nature, can be formulated.

W.H. Draper 111, in his speech at Jomtien, emphasised that 'the real focus of these plans should be the people. It is not right to see THEM as the target of OUR (my capitals) plans. It is a question of listening to the people and involving them in making their own decisions'. How right! Dare one ask how many ordinary people—learners—were invited to Jomtien? Or was it in reality yet another conference when plans were made for them, not, as Draper advocates, with them. Countries intending to promote a strategy for continuing education should mark well the need to involve the potential participants in decisions which closely affect them.

What?

The modern jargon for discovering what people want is called a needs assessment. In less flamboyant language this is what those in continuing education have been doing for decades, if not longer! It is the process of finding out what it is that the learners wish to study, since only by providing the diet which they know will be of use and relevance to them will they make the sacrifice of time and energy to embark on a learning experience. A distinguishing feature of continuing education as against school education is that the participants are there voluntarily and wish to study and learn, and not waste their time.

Questioning potential learners is of course one way of determining what people would like to learn, though this may not necessarily provide pointers to all that is needed. The writer recalls a survey made in Southern Rhodesia (now Zimbabwe) in the 1960s of what educational programmes on radio would be most appreciated. The result was to get a list of existing programmes, since ordinary people may not have the knowledge to articulate unaided other possibilities. Nevertheless it is vital to listen carefully to what potential learners feel in need of. Programmes must be felt to be relevant by adults and youths if they are to be motivated to embark on learning.

In the Introduction it was emphasized that for all there are the basic necessities of food, shelter, health and security. A relevant programme of continuing education will embrace the further aquisition of skills related to them.

Classification of Needs

A perusal of former classifications as to what are the likely requests for help reveal a remarkable similarity with those now being made. This is hardly surprising since human needs vary little from one generation to another. The content will change but not the general classifications of need. It is many years since four distinct areas of learning were found to be uppermost in the minds of potential learners. Prosser (1969)[12] used the terms

'foundation', that is basic literacy and numeracy; 'formal', giving learners the chance of obtaining the qualifications they were unable to get at school; 'vocational', training for usable skills; and 'liberal', that concerned with civic, political and social matters. The writer (1977)[13] simplified these four categories to three namely 'general', which combines Prossers foundation and formal, 'vocational', and 'civic and social'.

Looking now at current terminology, the UNESCO Regional Office for Asia and the Pacific has issued five booklets on what are considered the areas of study needed by out-of-school students.[14] These are 'continuing education', 'post literacy', 'equivalency', 'quality of life improvement' and 'income-generating programmes'. Each of these categories will now be examined. The series has been written by experts from Australia, China, Indonesia, Malaysia, Philippines, Republic of Korea, Thailand and Japan. A further booklet on the promotion of programmes dealing with 'individual interests' is planned. The entire project is known under the title of Asia-Pacific Programme of Education for All (APPEAL).

Continuing Education is defined as being a 'broad concept which includes all the learning opportunities people want or need outside of basic literacy education and primary education'. It thus includes experiences provided by the formal, non-formal and informal education sub-sectors, categories to be examined further in this book.

Post-literacy programmes are those which in this book are described as post-primer, that is they are activities designed to fill the gap which often occurs between completion of conventional literacy programmes for adults and those which demand for admission a higher level of learning. The third volume in the series, equivalency programmes, also starts from the immediate post primer level and considers the needs of those who wish to continue their studies in a more structured way but for whom the formal primary and secondary curricula would be inappropriate.

In the Introduction to the volume on 'Quality of Life' programmes, the point is made that 'while almost all aspects of education can be said to contribute in some way to improved quality of life, some types of educational activities can be more specifically directed to improve general well-being through the development of higher standards of living and improved excellence of life style'. A poster in Thailand sums up the matter by saying that the programme is based on helping people to meet eight basic needs, described as good food, suitable shelter, good education and health, good family life, good yields, small family, active participation in the community,and being a good person. The need to make provision for people to continue learning how to read and write is also mentioned.

Income-generating programmes focus on improvement in the economic status of individuals, families and communities. Increasing income can be viewed in three ways; by growing more and better food and rearing livestock, by investing wealth created wisely, and by learning skills which can generate income.

The APPEAL documents mentioned above refer to Asia. There are, of course, examples from other continents of countries seeking to establish comprehensive systems of post-primer continuing education.

A project in South Africa is working on the provision of continuing education in four spheres, namely literacy/numeracy, equivalency programmes, technical/vocational, and

lifestyle.It is recognised that the first named may not necessarily be the top priority of the learners.

In Ethiopia, the post primer programme offers learners instruction in environmental education, arithmetic, agriculture, health, nutrition, technology, home science, family life education, co-operative education and political education. The programme runs for four months and is supported by radio broadcasts.

Zimbabwe envisages two principal strands of learning experience for post primer students. The first, mainly in English, is the Adult Basic Education Course, with three levels of attainment. Those who pass the third level have a certificate equivalent to Standard 7, that is the end of the formal primary cycle. The other strand, which is termed functional literacy and is mainly in a mother tongue (as is the initial literacy course) illustrates the diversity of activities which are needed. They are listed as being education concentrating on peasant culture, the environment, co-operatives, workers, primary health, political and civic, family life and population, women and basic English. Clearly this list is not exhaustive since it concludes with 'other'! Learners will be directed to the aspects relevant to them.

It will be seen that there is unanimity that post primer learners will expect assistance in the same areas that have been the hallmark of continuing education for decades. As this study is concerned with those who can read and write, there remain the need for school equivalency courses, vocational training and what is subsumed under a variety of titles such as quality of life programmes, civic, social and in some countries political education.

These are what can be termed the structured responses to the question what is it the learners want to learn? There is one answer which buttresses them all and is more potent than each. It is that post primer education of any kind can only flourish where there is an adequate and varied supply of material to read. Thus reading material of all kinds, educational texts,newspapers, magazines and books, reinforced by an intelligent and purposeful use of the mass media, is the real key to success in continuing education. This topic will be considered in detail in the next chapter.

Equivalency Programmes

Though much derided by some academics, many people, and especially youths, want a qualification which may enable them to get work in the monied economy. They want a 'piece of paper'. The important consideration is not whether this should or should not be desired; rather the vital challenge is to make the content of the studies undertaken to be of relevance to the learner. The present position in so many countries is to offer them precisely the same diet they missed by not going to school. Clearly this is undesirable, a waste of time, energy and resources. Furthermore, the methods used are often inappropriate for adults.It seems from the reports studied that few countries are working on revised curricula for such people.Though this is to be regretted, it has to be stated that designing a new curriculum, with its attendant examinations, is a large undertaking. A curriculum has to be relevant to the learners, acceptable to employers, and workable. That is it must be sufficiently uncomplicated for it to be set up relatively easily, within

the known resources of people to teach it, especially in rural areas. This point is referred to in a post Jomtien report from Tanzania.[15] 'Although it was envisaged that only those teachers with 12 years of education and who have undertaken a teaching course would teach in post-literacy classes, this does not seem to be the case. Indeed, in many centres, qualified teachers are lacking. In Bugene in Mwanza for example, Muttanyata (1987) found that most of the post-literacy teachers did not have the required qualifications; they had only eight or less years of formal education and had not undergone any teacher training course except for occasional seminars'. At the immediate post primer level distance learning techniques are of little help to the learners, though prepared teaching material can help weak teachers. Radio can be supportive, but essentially the learning will be done in supervised groups, and this can become expensive. These arguments are not advanced to inhibit countries embarking on a suitable curriculum, but are mentioned so that it is clear that the work is complex.

In Tanzania, the subjects studied in the post primer classes are Political Education, Home Economics, Agricultural Production, Crafts, Health, English, Mathematics, Geography, Political Economics and History. In 1987 this curriculum was considered to be too academic—and crowded?—and a different approach was introduced, the subjects being Agriculture and Animal Husbandry, Home Economics, Health and Handicrafts. However, the former programme was not discontinued, since clearly the revised one would not meet the needs of those wanting a primary equivalency course of learning.

As mentioned earlier, Zimbabwe has a three stage out-of-school curriculum in place.The final examination is in four subjects, English, Mathematics, an African Language, and Development Studies. Those who pass hold a Certificate considered to be the equivalent of the end of Primary School.

In the Maldives there are condensed 'second chance' courses. Year 1 covers the same level as the primary school grades 1 to 3, year 2 grades 4 and 5, and the third year grades 6 and 7.

In Indonesia, what is known as Packets A and B stress the need to improve knowledge, mainly through learning to read and do arithmetic; attitudes, and specifically to educate people about the country and the necessity of unity; and skills whereby incomes can be earned. Packet A completers are regarded as having an equivalent level to those at elementary school, and Packet B to the end of nine years of basic education, that is to Junior High School level.

Thailand offers out-of-school learners equivalency programmes in three steps. Level 1 goes from post-primer to the end of elementary education, that is Grade 6; level 2 covers junior secondary and level 3 senior secondary. At level 1 the subjects are Thai language, Maths, Quality of Life promotion and a vocational course.

In all these equivalency programmes the aim is to bring learners to a level where the knowledge gained can be used independently in everyday life. They constitute a launching pad from which further study can be undertaken, leading eventually to a position where autonomous learning is a realistic possibility. The two essential ingredients are language and number. There are a host of ways in which these skills can readily be taught without setting up complicated structures. In firms, big and small, in religious institutions and non-governmental organisations, there are volunteers who

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would be able and willing to assist colleagues. What is needed is political will, an approved syllabus split into two or three stages, and materials easily obtainable. Indeed, the example of Botswana, should be followed, where at the primer stage one-to-one packs are available for use by learners being helped by a friend or relative. There is no reason why such an approach should not be adopted for equivalency programmes at the post primer stage.

Before leaving equivalency programmes, further mention must be made of testing procedures, since the learners will certainly expect and future employers will demand a record of achievement. (This will also apply to aspects of vocational education.) Setting up an examinations system is costly, very demanding on personnel, creates administrative problems and difficult to maintain the essential security and confidentiality. For these reasons, it seems wise to restrict the amount to be examined to the minimum, possibly covering only what are regarded as core subjects.

Skill Training

The second strand is vocational education. There is much talk at present about 'income generating activities' where the learning of the necessary skills is incorporated initially in the primer stage. Whether that can be effectively sustained over a long period of time has yet to be convincingly demonstrated. Proponents of such activities seldom give detailed answers to such questions as:
Which skills?
How is the capital required to be raised?
Who instructs?
Is there an assured supply of materials and at what cost?
Is the activity sustainable? and environmentally acceptable?
Is the end product either useable by the maker(s) or marketable?
If marketable, has a syetem been devised which makes this possible?
Where an activity involves a group of people working together, is there sufficient harmony for the work to be accomplished?

These can be embarrassing questions, for which answers are required. There is no doubt, however, that learning relevant skills which enable participants to improve their economic situation is an essential part of post primer education. Indeed for the majority of learners this may be the reason for ever embarking on education.

In the submission from Sri Lanka to the Jomtien Conference the point is made 'that the skills taught, and the training given, particularly in the government sponsored programmes of non-formal education, are too narrow and gender biased. Moreover they are thought to be far removed from the advancements that are being made in private industry... Because the non-formal programmes operate in isolation from private industry, the skills imparted are often out-dated'.[10]

This is not always the case. In a cluster of three villages in Thailand, for example, the inhabitants had decided which skills they wished to learn. Village 1 had classes in tailoring, artificial flower making and embroidery. The participants co-operated in setting up a Revolving Fund to help with the finances, and with the establishment of a

Co-operative and a Child-care Centre. Nearby Village 2 was engaged in mushroom culture, frog, fish and chicken farming and in horticulture. As a community activity the participants constructed small dams. Village 3 had groups engaged in cloth weaving, food processing, flower marketing, basketry and pottery. A Folk Museum had been established and people undertook electrical repair work.

It is essential that the learners involved should determine the activities to be pursued, since they will be required to stand much of the on-going cost. The UNESCO Regional Office for Asia and the Pacific has published a book entitled 'Aftermath of the World Conference'.[16] In it the comment is made that 'ironically, despite the women's articulation of their needs, feminine skills still top the list of skills taught to them. When asked what skills they would prefer to learn, women from China to India, from Bhutan to Thailand, and all across the region, cite their need for skills that would allow them to earn money. In China they want to know how to raise pigs better and faster. In Thailand, they would like to know how to use pesticides correctly. What is clear is that women themselves know what their immediate needs are.'

The main provider of vocational education in many Third World countries is the Ministry of Agriculture, and this is usually undertaken through the work of Agricultural Extension Officers either by on-the-spot training and or in Agricultural Training Centres. The World Bank Sector Paper 1980 pointed to the low level of instruction. The reasons cited are 'poor training; unfavourable working and living conditions; lack of career incentives; and isolation from the farmers they seek to serve, from other complementary services that contribute to rural development, and from the research and information agencies by means of which they should update their technical knowledge. Because middle and senior level extension staff are frequently city bred, they are unable to communicate sensitively with farmers; they also lack the experience in the practical aspects of agricultural production'. These comments need to be heeded not only by Ministries of Agriculture.

An internationally known approach to non-formal skill training are the Botswana Brigades. Originally started to help primary school unemployed rejects, it is a system whereby small groups of trainees can learn a skill on-the-job, under the supervision of a trained person. When started in the late 60s, school leavers were in the mid teens or older, were robust enough to cope with hard manual work, and were above the legal minimum age to enter paid employment. To-day the situation is wholly changed. School leavers are aged 13 or 14, and firms no longer want to employ semi-educated people. The result is that entrants to the Brigades are now those who have had a junior level secondary course. Thus for those at the immediate post primer stage there is still a gap, and much vocational training is not open to them. This underlines the vital importance of providing a primary equivalency curriculum, in order that those who never go to school can obtain access to vocational studies.

Apart from agricultural extension staff, much of the vocational training available to those at the post primer level is provided by non-governmental organisations. These are not bound by tight entrance qualifications, and because most tend to be able to reflect local needs and conditions, their offerings are likely to be more relevant to the learners than activities planned at a distance. A Report from Tanzania[17] on government centrally designed courses recommended 'that in order to improve the quality of the post-literacy

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programmes the process of programme design should be decentralised at local levels. This would make the programmes more responsive to local needs'.

Non-governmental organisations are locally based and are also well able to call on the total services of the community. The Ernakulam Literacy Programme in India, for example, cites 42 local organisations and groups which are co-operating in the work. This means that the organisers are in touch with leaders in industry, commerce and the professions, who can contribute to the relevance of the activities on offer.

Quality of Life Programmes

The third classification comes under a variety of labels such as 'quality of life', 'lifestyle', social, civic and political education. Essentially it is about the home, the family and society. Elements of it are incorporated in equivalency courses under home economics, nutrition, horticulture, and social science. Elements,too, are vocational. A course in horticulture can be training for people who are going into that trade or as a way of encouraging families to grow food crops around their dwellings. If it is the latter it would be seen as improving the quality of home life. Similarly there are many urban skills which can be either training people for the workplace or the home. Examples are woodwork, type writing, and electrical wiring. Some elements of this third strand are provided by government employees. The clinic nurse who combines healing the patients of their immediate ills and who takes the opportunity of discussing more general health problems is an example. But much is better left to non-governmental organisations since they can best provide small scale locally relevant vocational, social and home-centred programmes.

Lok Jumbish is the People's Movement for EFA in Rajasthan. Its strategy is to decentralise responsibility for management to the local village communities. One of its aims is to offer training in health and agricultural topics with a view to minimising drudgery and hardship in the family and introducing new ideas which will improve the quality of life. A goal of the Bihar Education Project is to relate education to the working and living conditions of the people. The Accion Cultural Popular (ACPO) of Colombia offers programmes in hygiene, child-care and family planning. Many of the 'classes' take place in the homes of participants and are led by former students. The Self-employed Women's Association of Ahmedabad, India, provides its members with training in social sciences and gives advice to them about their legal rights.

Sometimes NGOs are supported by governments to enable them to extend their work in this aspect of education, thereby acknowledging that their informality is more likely to be acceptable to the recipients. The Baixada Project in Brazil was set up by the Fundacao Educar (FE) of the Ministry of Education. The FE promotes literacy up to Grade 4 level and provides funds to NGOs to forge better relationships at the grass roots than is possible by a government organisation.

Inevitably, quality of life programmes stress aspects which will enhance home life. But those who participate are also citizens, concerned members of communities and nations. They will wish to learn about current events in politics, and to know their rights in modern society. They will not be satisfied with a diet restricted to 'do good' advice.

Increasingly adults are involved in making the decisions which affect their lives. As societies become more complex, so the need to be explaining the role of the individual and the community takes on added importance. Quoting again from 'Aftermath of the World Conference' the comment is made 'education for the poor seems to be construed as teaching villagers cleanliness and asking them to reduce the size of their families. The fact that illiterate and semi-educated adults, especially women, are citizens and members of their respective societies, and, as such, inherantly possess certain rights, has seemed to escape the adult educators attention'.

Culture and Recreations

Finally, a vital aspect of this subject is the strengthening of local and national cultures and enabling all to retain pride in those aspects of life which are distinctive. Culture is the soul of a people. Allow it to be eroded through excessive incursions from elsewhere, and an essential dimension may be lost for ever. This is not a plea to halt progress; some changes are inevitable and essential. But there must be a balance and where the cultural life of communities and nations is under attack from avaricious international promoters of the media, concerned solely with making a profit, educationists concerned with the quality of life need to be alert and to take such remedial action as is possible. This will take many forms according to circumstances. An important aspect is to place emphasis on enabling local writers, artists, musicians, actors and dancers, to pursue their talents. Part of it is to make it possible for ordinary citizens to sample the pleasure which is derived from the arts, of enjoying making music, and participating in drama and mime. Such activities also have the added bonus of relieving what to many is the drabness of much of life. Part too is making it possible for people to pursue their own hobbies and special interests.

There is also the need to enable people, and especially the young, to take part in healthy sports and recreations. These also are important contributors to the quality of life.

Such is the broad canvas in which those concerned with post primer continuing education have to work. Having examined the Who? and the What? we shall now discuss the How?

3. A COMPREHENSIVE STRATEGY FOR POST PRIMER EDUCATION

How are the people who have been identified to be given the opportunity to continue with their studies?

First, it has to be recognised that most countries already have work in progress. It is unusual to find a complete void. At the same time it has to be said that usually there is much ignorance as to what is available. This ignorance is not resticted to the potential learners. It is to be found in the staffs of Ministries, commercial and industrial under-takings and non-governmental organisations, who so often know little that goes on outside their own organisation. It is wise therefore at the outset to discover what is already on offer. Three lines of investigation have to be pursued.

What Programmes Are Already Available?

The first is to know what post primer education is already being conducted. This can best be done in the wider context of locating and then noting details of all bona fide educational activities of a country, at all levels and by all providers, governmental and non-governmental.

In the early 70s UNESCO promulgated a systematic way of doing this when the Organisation devised the International Standard Classification of Education (ISCED). The classification is based on two axes; the horizontal axis relates to the level of the activity and the vertical to the field, be it general education, the arts, law, technology, religion etc. In all, 21 fields are identified, the last named being 'other'! There are seven levels as follows; preceeding the first level, first level (primary), second level first stage (junior secondary), second level second stage, third level first stage (pre-University), third level second stage, third level third stage (post graduate) and finally those educational activities not definable by level, which includes much of adult education. Each educational offering can thus be recorded according to level and field and in a manner which enables cross-country comparisons to be made, since every similar activity wherever carried out would be given the same classification number. The system was brought into being primarily to ensure that global educational statistics could be compiled with accuracy and understanding.

However ISCED was soon found to have other uses. A national ISCED Handbook would list every educational activity taking place. Each entry would show the level of the offering, its title, duration of the course and the qualification awarded. This information would assist compilers of national statistics. Germain to the subject here, it also provides those concerned with continuing education with a complete picture of what is available, and it also shows the gaps in provision to be filled. If the information in the Handbook is then reproduced in a more popular form suitable for public consumption, staffs of agencies as well as potential learners themselves can easily discover what is available. An ISCED survey must be revised at least every alternate

year, though this is not a heavy task. ISCED surveys have been made in several countries including Egypt, Sudan, Mauritius and Botswana. Further details of these can be obtained from UNESCO.

What Material Resources Are Already Available?

The second inventory which needs to be made is a list of the material resources which are available. This would include schools and other government institutions such as agricultural training colleges, health clinics,and libraries, together with religious properties, community halls etc. The result of compiling such a list is often to show that little extra expenditure on capital resources is needed to sustain continuing education activities. One of the tragedies of so many Third World countries is that schools remain closed and unused for almost a third of the year, besides week-ends and evenings during term time. This is a terrible waste of capital plant which could be made available for out-of-school work. For this to happen a commitment is required by Ministries of Education making all their properties open to bona fide groups. In the submission by Papua New Guinea to the Jomtien Conference is included the necessity of 'compiling an inventory of current global manpower and resource commitment to literacy activities by both government and NGOs'.

Who Is Already Engaged in Post Primer Work?

Finally, a directory of the personnel engaged on a permanent basis should be made. This would include regular full and part time staff but exclude unpaid volunteers. It should describe the work each does and their qualifications.

We are now ready to piece together a comprehensive strategy for post primer and continuing out-of-school education. The question How? will be examined in three ways. First, what are the methods to be employed in meeting the needs of the learners; secondly, which agencies and what human and material resources are required; and thirdly what financial and administrative considerations are involved.

Methods

Educative activities are classified as being formal, non-formal, informal and incidental. The word 'formal' can also be associated with a particular method of imparting knowedge, a way of teaching, but that is not how it is used here, and is outside the scope of this present work. The formal system refers to education taking place mainly in schools and other institutions of learning. Coombs and Ahmed (1974)[18] described it as being 'the highly institutionalised, chronologically graded and hierarchically structured education system spanning lower primary and the upper reaches of the university'. It is that branch of education which devours the largest proportion of the education budget of any country, the biggest slice of expenditure going to meet the salaries of the staff. It is also the branch to which many young people being helped with post primer non-formal education wish to enter.

Non-Formal Education

Germain to this study, formal education plays a less significant role; it is non-formal education, supported by informal and incidental modes of learning, which are important. Non-formal education can no doubt be described as embracing all educative activities with 'learners', both individually or in groups, which are not part of the formal system. This is a negative description (as is non-formal itself). A better vision is to see it as providing those who participate as giving them encouragement to learn; of enabling each and everyone, no matter what their level of formal education, to fulfil themselves for their own good as well as for the enrichment of their families, their communities and the nation. This is the role of non-formal education. Whereas formal education works within defined curricula, non-formal education knows no limits as to the fields of learning covered, the content and levels embraced and the methods employed. For the post primer learner, non-formal education will include equivalency classes leading to a qualification of recognised worth; primary health care instruction; advice on what to grow to provide a more nutitious diet for the family; how to repair a motor bicycle; and the responsibilities of the citizen in local government. Non-formal education is at the heart of true national development, concerned with the comprehensive betterment of the human condition, but without the constraints to access which formal education inevitably so often imposes; it is enabling people to look after themselves better; for those trapped in ignorance it is a means of bringing liberation and empowerment.

Informal and Incidental Education

Non-formal education has to be supported by informal and incidental education. Informal education covers those many ways in which a person learns but which do not involve a second party, be they teacher, animateur, supervisor or leader. Nevertheless it does involve a conscious act on the part of the learner. It is knowledge gained after a search. The most obvious form of informal education is through reading, though to this can be added watching films, seeing or taking part in dramatic performances, listening to radio broadcasts, watching television and going to lectures. This will be further elaborated later in the chapter.It should be noted that not every country uses the term informal education, as for example in Indonesia, where informal learning is accepted as an approach.

Incidental education is learning imbibed without conscious effort. It is learning from everyday encounters, those unpremeditated moments when something new is discovered. It follows that incidental education is a process from which all can benefit, whatever their level of learning.

Formal and Non-Formal

Such are the modes of learning which together will form a comprehensive stategy for continuing education. Before considering how this will be accomplished, comment must be made on the relationship between formal and non-formal education, since many post primer level learners will hope to be able to join the formal school system. This is a

proposition more easily advocated in theory than can be applied in practice. A young person who has attained an equivalency qualification seeks to enter the appropriate class in the primary school. This could mean that another pupil will either fail to be promoted or at worst turned away from continuing in school. The political implications of this could be severe. The 1991–97 National Development Plan in Botswana, refers to the need to 'enhance mobility between formal and non-formal education by establishing equivalence of certification procedures between the two systems',[19] but gives no further advice how this is to be done. It was in 1980 that the then Prime Minister of Sri Lanka, the late R. Premadasa publicly gave approval to the establishment of creating a link between formal and non-formal. He said when adddressing the Commonwealth Ministers of Education, 'we need a system of education to benefit all our citizens, a system where age or position in society is no barrier. Such a system can be produced by bringing formal and non-formal education into a parallel relationship. This could take the form of a flexible arrangement of entry and exit points into the education system. It would permit a flow of clients between the formal and non-formal components. It would also provide a linkage between the world of work and the parallel components of the system'.[20] Has such a linkage been forged anywhere? The most likely method of doing this may be through distance learning techniques, but that will not immediately assist post primer level clients. Clearly if EFA is to become a reality. it is essential to be exploring ways in which the two systems can co-operate, however difficult this may be.

Providing Agencies

We now return to the discussion on how this strategy is to be brought into being. An examination of the providing agencies will be made, followed by the personnel needed and their training. We will then consider those aspects which come under the rubrics for informal education and incidental education. From this there will be discussion on the buildings required to sustain the programmes. The chapter ends by bringing these strands together. What machinery is required to promote co-operation between the providers so that the learners derive maximum benefit, and what are the financial implications. How can a network of learning be created so that those at the post primer stage can look to the future with confidence? How can a literate environment be encouraged for the good of all?

The Jomtien Declaration called for a fresh approach to education in which all who can contribute should be enabled to do so. Workers in continuing education will see little new in this, for this has been their modus operandi throughout, seeking to capitalise on both governmental and non-governmental agencies.

In government the chief contributors are the operational Ministries, that is Education, Health, Agriculture together with others under a variety of titles dealing with local affairs, social services, industrial training and libraries. For any Ministry involved in continuing education, it is essential to have an adequately staffed and funded Department for the work. The size and status of this unit will depend on the degree of importance assigned to it. In the three operational Ministries mentioned, a strong Department, accorded senior status, is essential. Without this the tasks to be accomplished will be submerged under pressures from other sections of the Ministry, and

non-formal education regarded as a second rate appendage. not to be taken seriously. In agriculture, a well staffed extension branch is needed so that the various aspects of agriculture, horticulture and arboriculture practiced in the country have specialists supporting the field extension workers. A health education unit is necessary to ensure that community preventive medicine and primary health care are not neglected in favour of the more obvious demands of the hospital service. In Education, or in some countries another Ministry, a Department of Non-formal Education is essential so that literacy, post primer and continuing education receive adequate support from their parent Ministry. This will necessitate a staff including specialists in curriculum development, materials production and probably broadcasting. The Department should enjoy similar status to other sectors of the Ministry. This will ensure that it is seen as an equal partner with primary, secondary and tertiary education, and that intra-Ministerial co-operation is fostered.

Having a staff at headquarters concerned with continuing extension work is not sufficient unless strong roots spread out into the community, from region to district to village. We shall return to this topic later when considering the machinery needed to make the network work.

For now note should be taken of the field extension staff required to maintain the work. Of these agricultural extension workers and local health clinic and maternity nurses are found in every country. So too are those who supervise literacy programmes together with the vital grass roots literacy animateurs or promoters. Such people will need to be augmented by others able to handle post primer programmes, or trained for their new responsibilities.

The list of non-governmental agencies involved in continuing education is a lengthy one. It embraces voluntary community organisations, religious and political bodies, commercial concerns and service organisations. In some cultures, religious 'schools' are particularly significant. Organisations can be classified according to the degree of importance they give to education. Some were established to be wholly concerned. Examples of these can be found in many countries, such as the Peoples Educational Association of Ghana, the Indian Adult Education Association, and the Namibia Literacy Programme. Others give it some importance, and amongst these would be trades unions, religious bodies and women's organisations. (Seldom are there organisations specifically for men!) This category tends to be the most prevelent. A third category consists of those where education is a minor preoccupation, and many firms and industries come into this group.

Another way of classifying the providers is to tabulate their particular interests in aspects of continuing education.

Table 3. *Likely involvement of providers in aspects of non-formal education*

SELECTED PROVIDERS	PRIMER	POST PRIMER			CONTINUING		
	EQUIVALENCY	EQUIVALENCY	SKILL TRAINING	QUALITY OF LIFE	EQUIVALENCY	TECHNICAL PROFESSIONAL	GENERAL INTEREST
MINISTRIES OF: EDUCATION	3	3	2	3	3	2	—
AGRICULTURE	3	—	3	2	—	3	—
HEALTH	3	—	—	3	—	2	—
VOLUNTARY ORGANISATIONS	3	1	2	3	—	—	3
EMPLOYERS	1	1	3	1	—	3	—
TRADE UNIONS	2	2	2	2	—	2	3
UNIVERSITIES (as providers)	—	—	—	—	3	3	3

KEY: 3 denotes very involved, 2 some involvement, 1 little involvement, — no involvement

(Adapted from Townsend-Coles, Adult Education in Developing Countries, 2nd Edition. Pergamon, Oxford, 1977)

Some non-governmental organisations are particularly active in post primer education, and especially in providing vocational skill training and also programmes designed to enhance the quality of life, dealing with controversial and political issues. It has already been remarked that such organisations work closely with those who wish to learn. They listen and then apply, and because they are less restrained by regulations than are government agencies they can most readily adapt to local and community needs.

Universities make their distictive contribution to non-formal continuing education in three ways. First, they are providers of programmes for those who have more than basic education. Secondly, they provide training for senior staff engaged or hoping to become engaged in the work. In this respect, universities could strengthen the providing agencies by offering training in managerial skills for those whose work involves the administration of education. Thirdly, they are the means wherby research is conducted. It is essential that as continuing education is accorded greater significance in national efforts to provide EFA there should be more research into the effectiveness of programmes. For too long, second rate work has been accepted; this trend must be redressed if non-formal education is to have credibility. Associated with this is the need to include formative and summative evaluation techniques in the training of personnel at all levels. Universities can make an important contribution with this.

Commercial and industrial concerns, trades unions and service organisations will pro-vide programmes according to their own interests. In some countries, firms are required to pay a levy towards the training of their staff. In China, organisations have to allocate 1,5% of profits to in-house training.

Training of Personnel

Organisations will require the staff needed to carry out the programmes each one chooses to take on. Some will have permanent specialists; others will depend largely on volunteers, though even so a core of permanent specialists and administrators will be needed. The majority of the volunteers will be engaged in conducting non-formal activities, including at the initial literacy stage those who instruct groups, the animateurs and promoters.

Training will be needed for all who are involved in non-formal education.This may be a matter of a few days for volunteers who cannot be expected to devote more time than that. Such preparation will concentrate on communication skills. At the other end of the scale are those who intend making this branch of education their profession for life. For them a recognised university qualification will be needed, though it has to be regretted that so many academics who profess to be specialists in non-formal education have never themselves actually faced the rigours of teaching in a non-formal activity, other than their students studying under them!

As was noted, evaluation techniques should figure in all training at whatever level. The grass roots animateur should be aware how to guage whether a programme is meeting the felt needs of those involved and how to remedy shortcomings. Those in positions of higher leadership should be alerted to the necessity of on-going formative evaluation, and how to undertake it.

The most important cadre to be prepared for their work are those who come under the umbrella term of full-time 'extension' staff employed in the operational Ministries and in many non-governmental organisations. The theoretical training offered in universities is not what they require. Rather it is a long,one to two years, course based at a Training College entirely devoted to this vital group of people. Such an institution should be of equal standing to Teacher Training Colleges for primary school teachers.The term 'based at' is important, since much of the training should be with the trainees out in the field, continuing their studies through correspondence with occasional times in residence at the College. In this way what is being learned can be immediately applied. Theory and practice can thus go together.

One of the criticisms of extension work is that it presents a fragmented approach to situations and problems. Each Ministry and organisation sends its staff into the field who see issues only from their own perspective, who are usually ignorant of the contribution others are making and at worst defiantly hostile to them. This has to change if extension work is to assist in development, since most problems require co-operative solutions, involving specialists in several different fields. The surest way of promoting this kind of co-operation is for extension staffs to have their initial training together. Clearly time will be required for training in the specialist work involved, but so much of the

knowledge needed is common to all. The chance of studying together would enhance the possibility of understanding each other better when in the field, resulting in a marked improvement in the quality of extension work.

Staff in non-formal education are often working in lonely positions, sometimes without the support of close colleagues. This distinguishes them from those in formal education who work in school communities, and whose conduct is under scrutiny by parents and politicians. Non-formal personnel require a very high degree of commitment and personal integrity. The temptation to be slack is ever present; since this can go un-detected if supervision is poor accounts for much of the indifferent quality of many programmes. This emphasizes the necessity of having a cadre of supervisors capable of watching standards without becoming feared inspectors.

It is essential that there should be a clearly defined career structure for those who choose working in non-formal education. Unless this is in place, and staff can see the possibility of promotion being open to them to the top in the education profession, many trained young people will leave to find other employment. This will further erode the quality of programmes, since it will result in a lack of senior staff who have cognizance of what is involved in continuing education and consequently little motivation to defend its need of resources.

It is a matter of concern that what is usually the largest employer of staff and the biggest spender of government resources, namely Ministries of Education, are so often directed by people with poor managerial and administrative skills. This urgently needs to be corrected.

The Significance of Informal Education

As has already been noted,informal education is that branch of learning which reaches out to everybody. It has a message for all. For the post primer learner it is the most significant way of bridging the 'gap', since it can be available anywhere and does not depend on special arrangements being made, such as the holding of meetings and courses, nor does it necessarily hinge on there being premises in which it takes place. Having painted this generously rosey picture let it be said that so often it is not available, and resources which might have been devoted to it are wasted.

What are the principal agents of informal education? They are the printed word, messages heard over the radio, and sometimes seen in film, television and drama. The triangle of learning is called to mind. Messages learnt by doing are most likely to be heeded, and that includes reading; those seen in demonstrations or print are the next most efficacious; third comes speaking, which so often follows in the family circle after something new has been learned; and last the passive form of listening.

The Printed Word

Governments keen to encourage the uplifting of the nation as a whole should pay particular attention to these potent means of education. First is the printed word, and

most notably books, including study material of all kinds, and newspapers, though for many post primer people should be added official forms which often have to be read with little assistance. Writing, publishing, distributing and finally reading the material is a chain, each link of which has to be in place. For those at the post primer stage, the availability of suitable material at the right level to read is crucial. McIvor (1993)[21] cites 'the Adult Literacy Organisation of Zimbabwe claiming that of the many men and women it has trained have become illiterate again because there is very little stimulating material for them to read once they have acquired the necessary skills. Quite simply the vast majority of people in Zimbabwe receive no encouragement to read literature that would enable them to reflect on and observe their own situation. But as the Chairman of Zimbabwe's International Book Fair recently claimed,' 'without books and without an environment that respects and venerates books, and those who can write them, there can be no growth, no valid or meaningful democracy, no debate and no real development. An environment without books is a dry and dead environment'".[22]

In China it was found that a large percentage of those who went through literacy courses had relapsed quickly back into illiteracy. Part of the problem was lack of motivation, especially when the rewards of having learnt to read and write did not seem to materialise. In part, however, it was due to the lack of suitable interesting material to read.

Many countries have government financed presses, mainly to produce official documents and papers, but which also print educational materials for schools and extension programmes. Such work is usually done 'at cost', thereby greatly reducing the expenses involved. Government presses can, however, have the result of inhibiting the establishment of commercial publishing houses, which are less regulated in the material they can produce. There have been examples where governments have given the sole rights of producing educational material to one commercial publisher. This can result in the worst of all worlds; a profit oriented publisher dictating to government what can and cannot be made available and at the same time suppressing the establishment of other private publishers.

UNESCO figures[23] for 1989 reveal that Europe and the former USSR produce 54% of all books published, Asia 25%, Northern America 12%, Latin America and the Caribbean 6%, Oceania 1.5%, Africa 1% and the Arab States 0.7% Of the Third World, Asia has a long tradition of book publishing. This is not so of the rest of the developing world and especially Africa and the Arab States are almost wholly reliant on imported material which is likely to be both expensive and irrelevant. There are however brighter statistics. The number of titles produced in developing countries has shown a steady increase from 47,000 titles in 1960 to 263,000 titles in 1989. Much of the book production in the Third World is concerned with school texts.

Efforts are now being made whereby groups of countries share production costs. Arrangements of this kind exist between Togo, Senegal and Cote d'Ivoire. The English speaking countries of the Caribbean are also co-operating. Combined efforts of this kind are possible between countries which have much in common in culture and environment. They enable costs to be kept down and this is especially significant for school texts and other educational material which require constant revisions, an expensive consideration. In Nigeria[24] there are 93 private commercial publishers, 18 institutional publishers, 110

periodical and magazine publishers, and 29 producing newspapers. But despite this encouraging situation, 70% of books available in Nigeria are published abroad, 80% of those locally produced are printed on foreign printing presses and local firms import 99% of raw material used.

Bilateral donors are paying much more attention now to book and newspaper production as a way of supporting EFA. SIDA and others have been active in Tanzania where 45 new titles were produced and donors purchased 60% of the print run and distributed the books in remote rural areas. A praiseworthy effort, though one which prompts the question, 'What happens when the subsidy is withdrawn?' The German DSE has held writers workshops in several African countries. The British ODA is sponsoring a project to discover how much material is available for post primer level people. CODE Canada, assisted by CIDA and others, is encouraging the establishment of indigenous publishing houses. Working in Ethiopia, Kenya, Tanzania, Uganda, Burkino Fasso, Ghana, Guinea, Mali, Senegal, Malawi, Mozambique, Zambia, and Zimbabwe in Africa, and Belize and Guyana in the Caribbean, that organisation seeks to assist fledgling companies with the removal of obstacles which have hampered their growth. Further assistance to local firms is provided through the African Books Collective in the United Kingdom which acts as a conduit for the sale of books in Britain and elsewhere, thereby increasing sales and consequently their commercial viability.

In Asia, the UNESCO Pacific Book Production Project brings together Pacific member states of the organisation. The Asia-Pacific Co-operative Programme in Reading Promotion and Book Development (APPREB) is making a survey of book distribution in China. This will include ordering systems, computerisation, packing, storage, management and book production. In Viet Nam a successful drive to discover new writers, resulted in 1526 works being submitted from 1334 authors. The National Book Centre in Bangledesh conducts short training courses on designing and illustrating books. A competition in Jamaica to encourage new writing at the immediate post primer stage was aptly called FULFIL—follow-up literature for individual learners!

Publishing requires skilled technicians and in many African countries such a resource is not as yet available. Finding and training such people should be a high priority for governments and donors. Writers are needed who require incentives to devote time to this creative activity. Editors with flair and technical competence are in short supply. Indeed, if there is one single aspect of post primer continuing education which calls for more support, it is to improve the supply of locally produced reading material of all kinds and at a price which those on small incomes can afford or which can be read in libraries and other public places. This will be further discussed later. Africa in particular is still a profitable hunting ground for the commercial publishers of Europe and North America, though some, recognising that opinion is fast moving in favour of supporting local producers, are establishing associates in Third World countries.But before locally produced books will be widely acceptable, the standard of printing and design has to be brought up to international standards.

Newspapers

Newspapers are as important as books. They are shorter, cheaper, should include topical and up-to-the-minute news as well as matters of local interest, and for the new literate they are not so formidable as books. Many countries have rural newspapers (an inaccurate term since they are as needed in the urban sprawls), though most depend on subsidies which means that once the financial support is removed production ceases. And herein is the problem. The people who are in most need of something to read are usually those with least resources. With barely enough money for the essentials of life, it is unrealistic to hope that money will be spent on reading material. Perhaps this is why the Department of Non-formal Education in Thailand has ceased producing newspapers, believing that people prefer to hear the news on the radio. However wall newspapers are encouraged and so too are blackboard 'papers', whereby people are invited to write messages, and also receive them! This device has also been used in Mozambique.

Botswana has overcome the problem of lack of funds for buying papers by issuing free an official daily newspaper. It is not the most exciting publication, and does not include the kind of racey stories which people like to read. Nor does it have columns printed in a larger type than customary to assist those with reading and visual difficulties. Nevertheless it is a means of getting the printed word to more readers, though it no doubt reaches some rural areas several days out of date. A commercial newspaper publisher in Namibia includes an educational supplement once a week. This is pitched at too high a comprehension level for many post primer readers. It is nevertheless a useful addition to the material available for those with end of primary and some secondary formal education. In Jamaica, a national daily newspaper, the Daily Gleaner, prints a page twice monthly for post primer readers.

The majority of newspapers are produced in the capital. The production of local newspapers or broadsheets, suitable to be affixed to walls, is also important, since this provides more possibilities for people to contribute material and the content is focussed on events in the community. Such publications can be duplicated on inexpensive jelly duplicators thus obviating the need to have electric current. Niger has both a national paper 'Gangaa' and 100 regional and village newspapers. India has about 8000 limited circulation newspapers in rural areas.

Educational Texts

For those taking courses of some kind the most widely read 'books' will be the texts which accompany them. Locally designed equivalency and vocational programmes will have to be complimented by suitable study material. There arises therefore a particular need for the writing, editing and publishing of such works. Although some foreign produced texts may be available, in order to ensure that the material meets national requirements, much will have to be manufactured in the country or region.

In countries which have an on-going literacy programme, in all probability the issue of producing local educational texts has already been faced. In those circumstances extending the output to include post primer material should not be difficult, assuming that authors are available. It may be desirable either for government or an interested

non-governmental organisation to run writers workshops to stimulate the writing and assembling of relevant texts.

Once a country takes post primer education seriously, and seeks to find out what hidden resources are available, it is often surprising how many organisations, governmental, parastatal, and private are already producing material which with small adaptations could form the basic texts required by the learners. So often it is not a matter of having to produce everything new but of using whatever is already on offer.

Reading and Democracy

Draper,[1] in his address at the Jomtien Conference said 'finally we have learned of a close link between education and democracy. In the words of President Borja of Ecuador, the vote is an expression of opinion, and wise decisions in choosing governments depend on a well educated public'. He might have said and that depends on a public which not only can read, but which has something to read.

We will return to the question of reading later when the need for reading rooms and an effective library service are being considered.

Radio and Television

The radio is also a potent means of education. Possibly not as demanding as reading and since the broadcast message comes and is quickly gone it cannot have the same impact. As an aid to learning it can be extremely important. At the post primer level it can provide stimulating programmes on current topics of concern, thereby providing information and generating debate. It is also a means of disseminating information about activities and of making local events more widely known. If selected programmes are augmented by simple leaflets provoking discussion, the impact of the radio broadcast is greatly enhanced. Making programmes available on cassettes overcomes the problem of poor reception in some areas. If groups can be persuaded to meet and listen together, as for example is done in Tanzania and Columbia, the value of the event is further strengthened. Listeners can be told about books and magazines written in simple and straightforward language which are available. Jamaican Radio broadcasts motivational programmes entitled 'Into the light' and 'Lamplight'. In Niger, radio is used to broadcast messsages between listening groups. In countries where new literates express the wish to learn a national or an international language, some initial instruction can be given over the radio. In Thailand, a learn Thai lesson is broadcast 5 days a week for 30 minutes. All this presupposes that there is a supply of radios and a system for the regular replacement of used batteries.

Many countries have units within their Broadcasting Corporations for what some call schools broadcasting. This is an unfortunate term since it suggests that the broadcasts are likely to be of interest only to pupils and teachers in schools. This is generally not the case. Indeed 'schools' programmes are probably more listened to by an out-of-school clientele than those in formal school education. It is better to use a more all embracing term like 'educational' broadcasting.

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Extension arms of the operational Ministries usually are allocated time slots to be putting over information for the public. Some of these programmes can be specifically for those who would not be able to cope with very technical and complicated language. Broadcasts which can be augmented with simple scripts will make greater impact, but this involves a complicated distribution operation and may be impossible to mount. What is essential is to ensure that the different providers of programmes harmonise what is being broadcast. Messages which conflict inevitably cause confusion; where they agree and dovetail in with each other their impact is immesurably enhanced. Some years ago in Botswana an informal arrangement was made whereby those responsible for government 'extension' broadcasts met together monthly to discuss plans, and ensure that there were no conflicting pieces of information being relayed.

Ethiopia has an educational mass media agency, EMMA; a nationwide pattern of services for mass communication in education. It provides alternative paths to learning, and supports literacy campaigns. At times when adults are free to listen to the radio (a factor so often overlooked), and particularly at week-ends, general programmes for the public are broadcast on such topics as health, agriculture and family life education. There are 11 regional radio stations which between them cover 90% of the country.

Higher up the educational ladder, many countries use radio in conjunction with distance learning instruction, to be considered in chapter 5.

Television is obviously of more restricted use than radio. Over much of the world the TV signal is silent. This is not such a disadvantage when the tawdry material which occupies so much of the time on those stations in operation is considered. The supply of second rate material which is swamping so many Third World countries is testament to the undesirability of allowing wholly commercial interests to be paramount. Many of the programmes are degrading; many more are about cultures which are totally foreign and damaging to the viewers. These comments apply more to Africa than elsewhere. Many Asian countries have a long tradition of film making and consequently can more easily combat foreign importations by showing locally made programmes. The fragile cultures of Africa are being undermined by much that is brought in particularly from North America, and with the tentacles of commercial satellite television spreading, the future of this media as a vehicle for education becomes increasingly precarious.

It is in the hands of governments to act, if they so wish, by insisting first that a proportion of programme output must be locally or regionally made and secondly that time must be allocated each day to material which is broadly educational. In this way TV can be supportive of the efforts being made to realise the goal of EFA. In Thailand, 17 hours a week is allocated for educational programmes. Egyptian television allocates 5% of time to programmes for primer and post primer viewers. 350 public Viewing Centres have been established.

Drama and Mime

Drama and mime, building on local cultures, are widely used for presenting issues and stimulating discussion. Popular spontaneous theatre combines learning with real enjoyment. Indigenous music further reinforces the message by giving it local colour. At all

levels in continuing education the cultural dimension is vitally significant. A nation which allows its culture to be submerged by importations from elsewhere is moving towards losing its soul. The stimulation of creative writing leading to the local publication of works of literature is also part of the process of maintaining that side of life which is distinctively national. Indeed, encouraging learners to write as well as to read is extremely important.

Incidental Education

We turn now to consider incidental education. This is that form of learning which is imbibed mostly unconsciously. The chance encounter with someone; words seen in a shop window; something unusual or new observed in the fields; information gleaned through an unexpected event; music heard or beauty seen. In a host of different ways, the whole of life is a learning experience.This suggests that those who in one way or another are responsible for what is seen in public, and especially in advertising, should take care that quality and correctness are always kept in mind.

Network of Learning Centres

(1) Reading Rooms

These various strands need to be brought together into a network of learning, aiming at the creation of a literate environment. Although non-formal education is less demanding on capital resources than are other parts of the education family, some buildings specifically for it are needed. Earlier the point was made that ALL educational establishments should be available for use by bona fide out-of-school groups and individual learners when not required for their primary purpose. However such plant can be used only at specified times and these may not be convenient for the learners. At the same time it is unrealistic to imagine that vast resources will be available to erect large premises specifically for out-of-school clients. What then are the essential requirements?

First is the need for places of quiet, a commodity so often not to be found in the home, equipped with furniture suitable for those who wish to study.

The post Jomtien reports from several countries suggest that this is a matter being widely taken up. Thailand has a remarkable network of centres. At the community level are 31,971 village reading centres, supplied by the Department of Non-formal Education with 2 daily newspapers and a collection of 300 books which are periodically changed. In addition there are 3339 Temple reading centres, established under religious auspices. These reading centres are very modest buildings, mostly donated by the communities served. There are also well equipped district and provincial education centres. In the towns, public libraries have reading and study 'corners', areas set aside for those continuing with their education.[25]

Botswana has established a number of village Reading Rooms. Originally these were under the control of the Department of Non-Formal Education of the Ministry of Education, but are now part of the National Library Service. Most are located on the

same site as primary schools and indeed may actually be little more than some shelving in the Schools. This is not a wholly satisfactory arrangement since it means that the hours when out-of-school people can use them is very restricted and there is also the obvious problem of adults having to make do with furniture built for children. However something is better than nothing!

Ethiopia[26] is developing a network of buildings designed to encourage continuing education at various levels, and for different activities. First are the Village Reading Rooms and it is planned to increase the number from the present 9,400 to 20,000. Government assists communities with the construction of the Rooms and helps with the supply of reading material. They provide a base for those who need a quiet place in which to study. There are also 408 Community Skill Training Centres (CSTC) and 360 Basic Development Education Centres (BDEC). Participants on the 4 month post primer course described in the previous chapter use these premises. They also provide extension staffs with bases from which to work and at which to conduct programmes. Instead of each agency having its own depot, the CSTCs can be used by all. This has the advantage of encouraging understanding and co-operation between the different agencies. Government helps with the construction work, though much is left to the local community. CSTCs are very modest buildings. They incorporate space for learning those skills which are practiced by people in the vicinity. The community is required to house and look after the Instructors, who may stay at the Centre for a while, and to employ staff needed such as cooks and to supply much of the food. Work at the centres is augmented by radio programmes. This is a system which is seeking to ensure that continuing education is a reality without being so costly as to be unsustainable. It is no good having plans on paper if the means of putting them into operation do not exist. Whatever is done has to be of a scale which is realistic and which can be largely maintained through community participation.

(2) Libraries and Museums

The International Association of Rural and Isolated Libraries is concerned about the need to maintain such facilities. Libraries, the Association fears, is the first item to be cut when governments are faced with a financial crisis. Giggey (1990)[27] writing about Community Resource Centres (libraries), recommends that they should be supervised by committed local people; that visual material suitable for illiterates and those with limited reading skills should be on display; that they should be used by all agencies; and that the Centres in rural areas should capitalise on the great store of wisdom found amongst country dwellers. A report from the former USSR[28] had this comment on rural libraries. 'Recently, in connection with the development of agricultural production, the village libraries have tended to play an increasing role in providing the collective farms and State farms with a variety of information on advanced methods and with literature on economics, work organisation and administration'. In Niger, the village library is incorporated in the local Lifelong Learning Centre. It is run by an elected villager, who is given a two week training course in procedures.The collection of books, about 80 in all, is kept in a secure, insect free box with a padlock! Kerala province in India has 4091 village libraries used by a million readers and supplied with 8 million books. In the industrialised world, Scotland continues to benefit from the decision of the Carnegie Corporation in the last century to concentrate its aid on the development of libraries.

Continuing education of any kind cannot hope to flourish where there is no National Library Service supplying books. For students who are registered with distance learning courses the reading material is supplied with the course. But for people who simply want to read, a supply of books and newspapers is essential. This is both a complex operation and expensive of realisation. It necessitates a supply of trained librarians. Complex in that any system of keeping Branch Libraries and below them Reading Rooms supplied with books requires a detailed distribution system to maintain a regular flow of material. It is easy to talk about a Book Box distribution system but much harder to bring it into operation. Mobile libraries, equipped not only with books but trained librarians who can talk to would-be readers about them, are costly. Where communications by road are difficult and likely to be disrupted during rainy seasons, the libraries may be off the road for much of the year. In any case, a mobile library van is an expensive item which will need frequent renewal. However, a National Library Service is essential if learners from the post primer stage and onwards are to maintain their level of reading competence and make full use of what has been learnt. This is one of the most expensive aspects of continuing education, and the one which receives far less attention than it should. It is an area where governments and commercial booksellers could well co-operate to mutual advantage.

Though usually less numerous than libraries, museums also are important in the overall provision of facilities. Large national museums have prestige; from an educational point of view, local museums even down to village collections of artifacts etc found in the vicinity are rather more significant. Not only are such places accessable to more people than is the case with the larger institutions; they give to inhabitants a sense of history and of pride in their culture.The Department of Non-formal Education in Thailand has recognised the importance of museums through the establishment of a Centre for Educational Museums.

(3) Education Centres

Community activities need supervision. Indeed lack of sustained supervision is one of the root causes why so much non-formal education fails to make impact. There has to be a base from which specialist staff can operate in the neighbourhood, to which partici-pants can come for intensive training, at which supplies, including possibly the local branch library, can be housed, and where simple repairs to equipment can be effected. Such places should not be the preserve of one Ministry and should also be open to use by non-governmental organisations. They should be small scale buildings, but nevertheless adequate for the work to be undertaken. Hostel accommodation, if required, should be of a standard to which the participants are accustomed.

Many countries have Teachers' Centres, which are there to supply facilities of the kind proposed above but for the exclusive use of teachers. This restricts their usefulness, apart also from the disadvantage of keeping teachers separate from others conducting educa-tive pursuits and from whom they could both learn and give much. In Botswana when it was first proposed that such Centres should be established it was agreed to call them Education Centres since this at least in name made them accessible to people other than teachers. Centres should be built at places which are convenient for those without transport. Much of their value is that individuals can drop in to discuss their needs with

the Centre Warden, or meet up with colleagues to share problems. They should be like out-patient departments of hospitals; easily accessible and in places which are safe to visit in the evenings.

Distribution of supplies

A great difficulty faced in most countries is how to get supplies out to where they are needed, that is to say as near to where learners are coming together for instruction. The distribution of books and other material requires careful administration. Education Centres can be bases to which supplies are sent and from which they are distributed. Vehicles which bring material can also be used to take away things no longer needed, or equipment which cannot be repaired locally. Where governments have systems of preventive maintenance for official buildings, small warehouses for the storage of equipment could be sited near the Centres.

In Zambia schools located relatively near each other are grouped into Zones, one of them being designated as the focal institution. Where possible an Education Centre will be nearby. Although the arrangement has been established for the formal system of education, it could equally well take in the needs of non-formal education.

Some governments have taken the problem of distribution sufficiently seriously to establish a time-tabled network of heavy vehicles which are available to convey equipment and materials for all departments. This is an approach worthy of consideration, especially in low population and large area countries.

4. THE DELIVERY FRAMEWORK

It may seem surprising that a consideration of the administrative framework whereby this network of learning can be made to work has been left to last. This has not been done to underplay its significance, for it is essential to have installed a workable structure for continuing education, but to make the point that before a system can be devised it is essential to have a broad overall picture of what is involved. What are the educational opportunities which those out-of-school learners are seeking? What personnel and agencies are involved in supplying these needs? What are the forms of learning to be adopted and the physical plant required to facilitate this work? It is only when such matters have been carefully thought through that it is realistic to consider how it shall be brought to life. It is better to have total laissez faire than to be encumbered with a structure which is over formalised, stifles initiative and depends on committees which do not function properly. At the same time it is important for each country to determine how it is going to ensure that continuing educative opportunities are available for those in need, and this means finding a way in which the various agencies can be nurtured into working co-operatively together. The word co-operation is used in preference to one so commonly heard, namely co-ordination. The latter implies that each agency will be forced into relinquishing some autonomy and that is always resisted; co-operation achieves the same end but through mutual agreement.

The arrangements will be different in each country. Some general principles can be enunciated. The first is that whatever device is chosen to promote co-operation must be within prevailing administrative arrangements. Any other formula would prove to be unworkable, and run the risk of continuing education being marginalised.

Secondly, if the arrangement is to be government led, and this is generally the case, under whom should it operate? The Ministry responsible for education might appear to be the obvious choice, though often agriculture accounts for far more non-formal education on the ground. In Kenya, the Board of Adult Education is in the Ministry of Culture and Social Services. In the case of the two examples cited later, Sri Lanka and Botswana, in the former the committee responsible for the work is termed a 'national' body, and presumably not under one of the operational ministries. In Botswana the task is given to the Ministry of Finance and Development Planning. If co-operation across the board is the desired aim, it may be better to place the work under an all embracing arm of government, such as the Office of the President, with a very senior person in the chair, rather than in one of the operational ministries. This reduces the possibility of inter-ministerial rivalry.

Unbrella arrangements under non-governmental auspices seldom have the authority and the resources to achieve that degree of co-operation which is needed. Often too they lack the political clout which may be necessary, and almost invariably they have to devote far too much energy into raising funds to keep going.

Thirdly, the arrangement must have legal sanction and be a recognised process of the State. Such legality is necessary, first to provide a broad definition of what is comprehended by continuing non-formal education; secondly, to approve the use and amount

of government funds to be made available; thirdly to determine the composition and powers to be vested in whatever committees or councils are established, and whether they have executive or advisory responsibilities, or some of both; and finally, to approve the use of government properties, including schools, and equipment for continuing education.

Fourthly, the system should cover all strata of the country; that is it should work at the village level as much as at the national. It is unlikely to function effectively if it depends entirely on a national forum issuing edicts to be carried out lower down; nor will it flourish if over emphasis is placed on communities without ensuring that those higher up the administrative ladder at district and national levels have consented to plans and ensured that resources are available to bring them to fruition. There has to be a judicious mix of 'top down' control and 'bottom up' initiative and creativity. One without the other is likely to prove to be less than satisfactory. Establishing a healthy balance between the two demands considerable skill and understanding. In general, where practicable decisions should be taken by or as near to those most affected by them. It needs to be noted, however, that village committees may not be as democratic as might appear. Local demogogues can have the habit of seizing control, and be as disruptive and unenthusiastic of programmes as are some remote faceless civil servants.

Fifthly, ways have to be found whereby all who can contribute to continuing education are enabled to do so. This means ensuring that the many diverse non-governmental organisations are brought into the decision making processes. This may prove difficult. Governments are generally loath to share power, especially where finance is concerned; non-governmental organisations know that their raison d'etre depends on their independence and freedom to pursue their objectives unfettered by officialdom. Ways have been found of doing this as is illustrated in Namibia, to be described later.

Six, it is often through joint activities that initially a spirit of co-operation is engendered rather than through the establishment of an administrative structure. The combined training of staff, government and non-governmental, is one way of doing this; another is by making materials production a shared operation. The outcome of such activities is that mutual trust and understanding are fostered, leaving it open later to establish a workable and acceptable administrative framework. Co-operation has been achieved initially informally, rather than through the imposition of a hierarchy of committees.

Countries hoping to attract funds for continuing education should note that donors will expect to find in place some mechanism to promote co-operation between agencies and through which joint planning of activities can be ensured. This is in line with the call made at Jomtien that EFA will only be realised when all the resources of a nation are brought into action.

The matter is referred to in some of the post conference country reports, but in a cursory manner, which may imply that the need for a viable framework within which continuing education can operate has been either underestimated or neglected.

The report from Sri Lanka, for example, does refer to the setting up of a national inter-ministerial committee but makes no mention of its composition and modus opandi. The Committee is vested with the following responsibilities;

1. To guide and co-ordinate non-formal/adult education activities.
2. To make an assessment of needs and resources.
3. Prepare appropriate curricula to meet basic education needs.
4. Develop teaching-learning materials, together with teacher training.
5. Select and locate non-formal Education Centres.
6. Institute flexible arrangements for the implementation of non-formal/adult education curricula.

This is a formidable list of duties, requiring a professionally trained cadre to undertake the work. Though it appears to have the disadvantage of being a national body without roots lower down, item 1, which refers to the delivery system, leaves it open for the committee to propose a more comprehensive structure. Item 2 concerns the question who? and item 3, what?; items 4,5,6 deal with how? The responsibilities of the committee as a whole demonstrate a broad understanding of what is involved in continuing non-formal education.

Diagram 2 is the structure operating in Thailand. It is a comprehensive arrangement from the national to local community levels. It is located entirely in the Ministry of Education and provides the Non-formal Education Department with a detailed framework within which to carry out its responsibilities. The Department is supported by national, regional and provincial advisory committees.

Diagram 3 is a structure of a completetly different kind, established in Botswana. Set up by the Ministry of Finance and Development Planning, it has two parallel structures. The executive one has three tiers, national, district and village. At national and district levels all the operational ministries are represented and at the national level so also is the University. At the village level the local Chief or Headman is included as is also the Head of the local Primary School. Non-governmental Organisations are not included. Side-by-side with this structure is an arrangement whereby a much larger segment of the population is given the opportunity of being consulted on all matters concerning development, and here non-governmental interests are included. Annually, village and district representatives meet together for a consultation which may last much of a week. Similarly, at the national level district representatives meet with those from central government. This is an interesting example of allowing for executive action supported by advisory consultation. In Botswana there is also a National Literacy Committee which oversees much of the work of the Department of Non-formal Education, on which the operational ministries, non-governmental organisations, the Library Service and the University are represented.

Diagram 2. *Administrative Structure of Non-Formal Education Department (Thailand).*
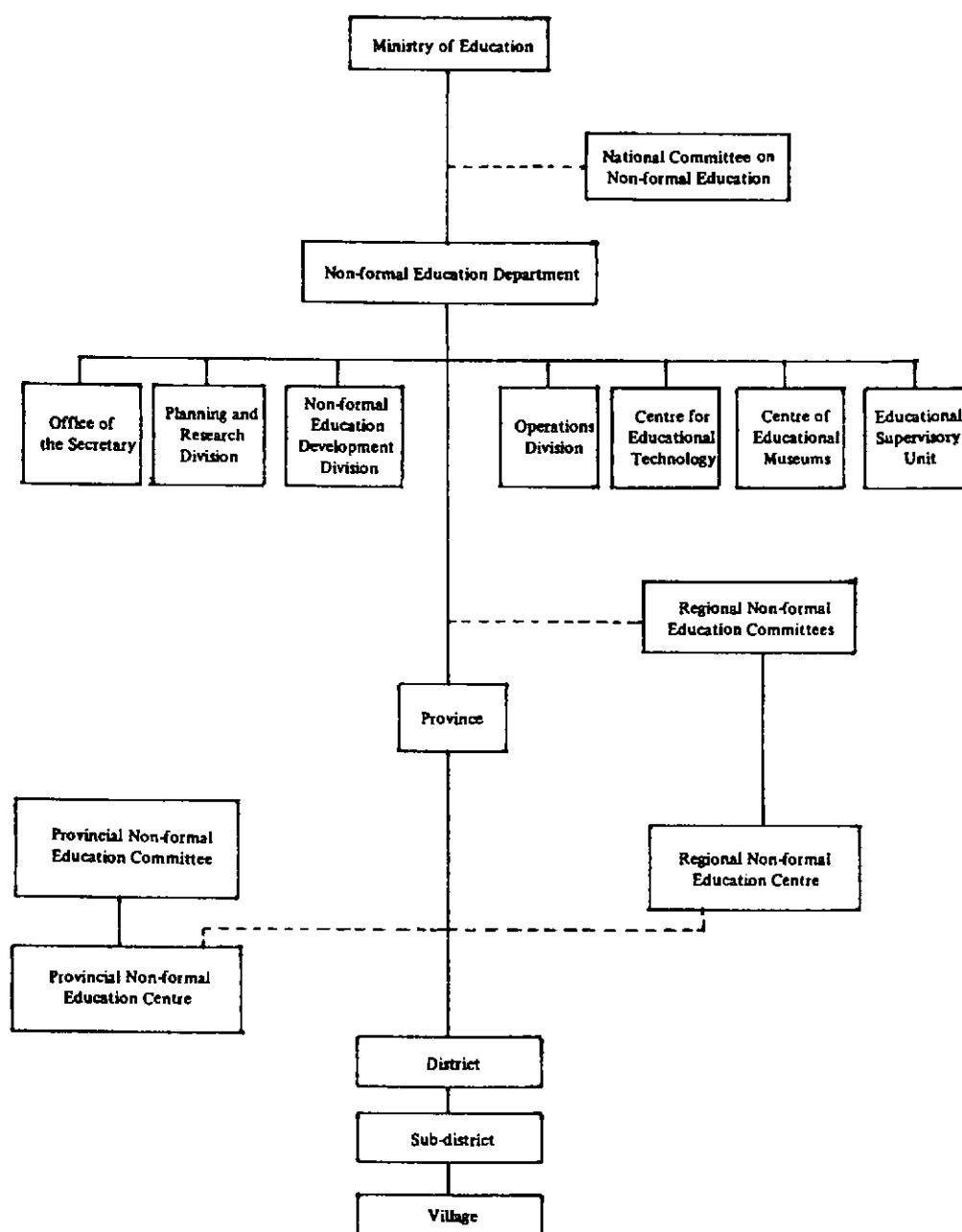
From Appeal Manual for Planning and Management of Literacy and Continuing Education, UNESCO Principal Regional Office for Asia and the Pacific, Bangkok, no date.

Diagram 3. *National, District and Local levels of organisation for non-formal education in Botswana from Townsend-Coles, Maverick of the Education Family, Pergamon, Oxford (1982).*

Consultative Procedures   Structural framework

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                    ┌─────────────────────────────────────┐
                    │   RURAL DEVELOPMENT COUNCIL          │
                    └─────────────────────────────────────┘
                                    │
        ┌───────────────────────────────────────────────────────┐
        │   RURAL EXTENSION CO-ORDINATING COMMITTEE              │
        └───────────────────────────────────────────────────────┘
                        │           │           │
                        ▼           ▼           ▼
┌──────────────┐          Each participating Ministry
│ ANNUAL       │
│ NATIONAL     │◄──────        │        │        │
│ DISTRICT     │               ▼        ▼        ▼
│ DEVELOPMENT  │◄──────   to its respective District Officer
│ CONFERENCE   │          └─────────────┬─────────────┘
└──────────────┘                        ▼
                                  ┌──────────────┐
                                  │ DISTRICT     │
┌──────────────┐◄──────           │ EXTENSION    │
│ ANNUAL       │                  │ TEAM         │
│ DISTRICT     │                  └──────────────┘
│ DEVELOPMENT  │          ◄───────────────┬─────────────►
│ CONFERENCE   │◄──────   through respective District
└──────────────┘                     Officers
                                  └────────┬────────┘
                                  ┌──────────────┐
                                  │ VILLAGE      │
                                  │ EXTENSION    │
                                  │ TEAMS        │
                                  └──────────────┘
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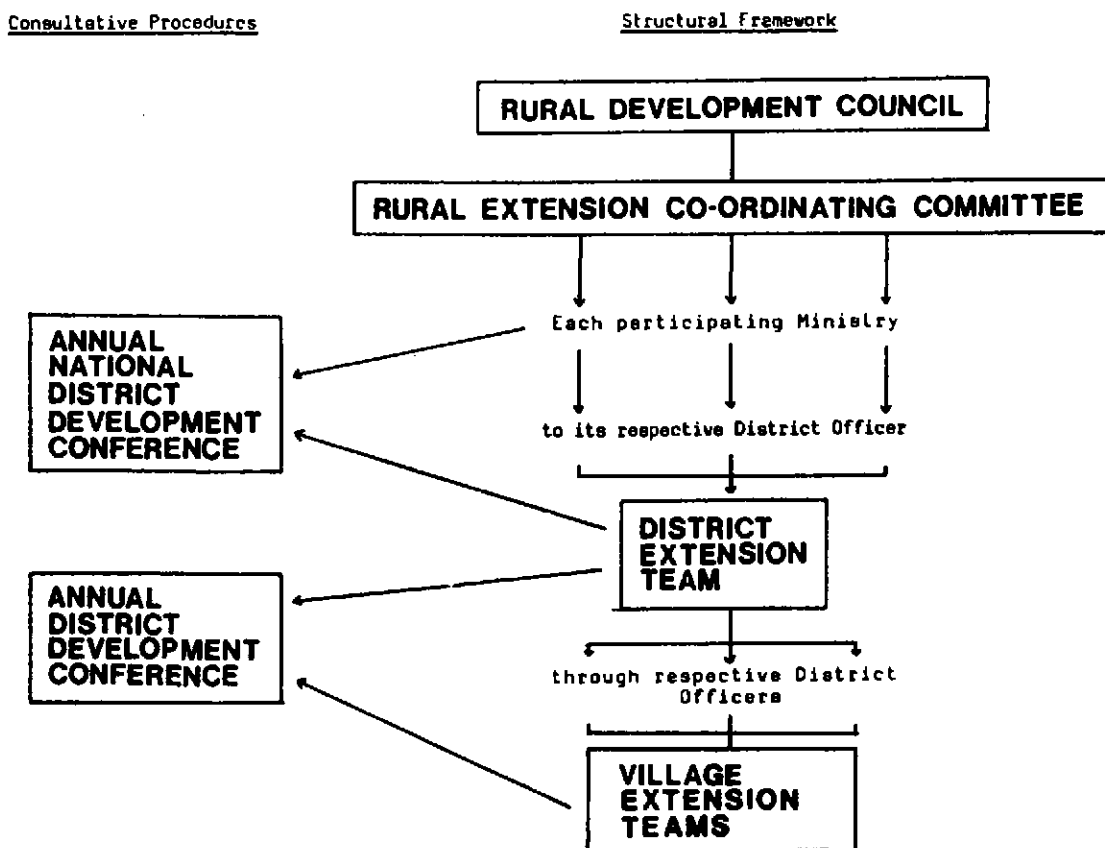
The structure in Namibia (Diagram 4) was set up initially to supervise the literacy programme, but which undoubtedly will develop into being concerned with non-formal education in general, at any rate that part of it which lies within the rubric of the Ministry of Education and Culture. There are three levels of control, national, regional and community. The composition of the national body is as follows:

A Chairperson elected by the members but not necessarily from their membership.

Representatives of Government, 7 places.

Representatives of Non-governmental/Private sector interests 6 places.

Up to 3 individuals known to be particularly interested in the work appointed by the Minister.

Under Secretary (Head of), Department of Adult and Non-formal education.

Service on the committee will be at the invitation of the Minister, for a renewable one year period. Care will be taken to ensure gender balance. Members may not nominate alternates, an important device to ensure that senior people who can take decisions actually have to attend in person.

The duties of the committee are to undertake supervision of the programme, and to make recommendations to the Minister. Annually it will fix the scale of remuneration to be paid to part time staff, always a contentious issue.

The composition of the regional committees follows the same pattern as with the national committee. 3 places are reserved for representatives of community committees

in the region. The national Director of the literacy programme is a member of each of the nine regional committees, thereby making a link with the centre. Government interests which must be included are education, health, agriculture and the Library Service.

Community Committees consist of a Chair and 6 elected representatives of the community, of whom at least 3 must be women. Officers of the Department working in the community are also members of the committee.

The Namibian system is described in full in 'Guide to the National Literacy Programme in Namibia' (Ministry of Education and Culture, Windhoek, 1992). It demonstrates the point that success depends on there being a partnership between government and non-governmental interests on the basis of mutual trust whereby government plays the lead role but fully recognises the essential part undertaken by non-governmental organisations. It also illustrates the importance of setting up a framework at all levels of the nation.

NATIONAL COMMITTEE

Chairperson
7 Government places
6 NGO/Private Sector places
3 nominees of the Minister of Education and Culture

Head of Department

Meets quarterly

REGIONAL COMMITTEES

Chairperson
Regional Commissioner
6 Government places, to include education, health,
   agriculture, and libraries
5 NGO/Private Sector places
3 representatives of Community Committees in the Region
Regional Head

Meets quarterly

COMMUNITY COMMITTEES

Chairperson
6 persons from and elected by the community, of whom
   3 must be women
Principal(s) of local school
Departmental officers working in the community

Meets as required

Diagram 4. *The administrative structure adopted in Namibia, initially for the literacy programme but which could be adapted to supervise all continuing education in the Ministry of Education and Culture.*

National non-governmental organisations may find it necessary to establish individual arrangements within which their work can be most effectively operated.

Encouraging co-operation between agencies calls for diplomacy and an element of toughness. Whatever arrangements are made—and each country has to devise a system which suits its own requirements—they have to be legitimised by legislation, especially where bodies are given executive responsibilities. Indeed without powers to make decisions leading to action being taken,a body soon loses its prestige and efficacy. People expect to be trusted to exercise executive responsibilities. Generally it is essential that a senior well respected person should be in the chair.

International and Bilateral Aid

One final comment about co-operation. Third World countries depend heavily on the contribution made by the international agencies and bilateral donors. Although means are available to ensure that the agencies of the United Nations work together, those with experience in the field know that this is not always the case. Will Jomtien be a time when the four sponsors of the Conference determine to harmonise their approaches to education?

Recipient countries of aid are conditioned to the variety of offers of assistance made by bi-lateral donors. What seems to be lacking is the means whereby the variety of wares on offer are seen as a comprehensive picture, each one joining together like a jig-saw, rather than disjointed pieces unrelated to each other. One way of ensuring that there is joint planning is for government and donors to meet regularly as a forum when plans can be discussed as a whole. At Jomtien, both the international agencies and bi-lateral donors came together in formulating plans, with the active participation of non-governmental organisations. The weakness in the Conference was the failure to involve fully other United Nations Specialised Agencies concerned with many facets of continuing education. Obvious examples are the Food and Agriculture Organisation,the International Labour Office,and the World Health Organisation.

Finance

The network of learning which has been described in this chapter depends on sufficient finance being available. For government, this means ensuring that extension work is properly considered when budgets are being assembled. Non-governmental organisations have a variety of ways of meeting their expenses, though generally some subsidy either from government or a bi-lateral donor is necessary to get programmes off the ground. The danger comes when such work relies entirely for its continuence on external funds. Donor dependence can become a serious malaise and can sap local initiatve.

The operational ministries will include non-formal extension work in their recurrent and development budgets. The amounts approved will determine the scope of the work to be undertaken, and will usually necessitate setting priorities. Not everything can be done simultaneously, though establishing a national framework should be regarded as an essential prerequisite. A difficulty arises when some of the activities involve inter-ministerial planning and financing, and of funds for a particular activity coming out of several budgets. This underlines the importance of having a national body of repute to enable joint decisions to be taken.

Should the learners make a contribution towards costs? This question is bound to arise, and the answer will vary from one country to another. It seems reasonable to propose that where formal primary education is provided free, the same approach should apply to non-formal primer stage education. Further on, arguments can be made for exacting a small fee. Furthermore, 'payment' may not necessarily be made in financial terms. In Thailand, for example, much of the cost in providing for and maintaining Reading Centres is met by local communities.

Commercial and industrial firms are potential providers of non-formal education, often connected with vocational training. Should such bodies make a voluntary contribution to continuing education, since as was shown earlier a better educated work force improves industrial output, or should legislation be passed authorising a specified levy to be paid? If this is done it could inhibit firms from entering the education field voloutarily. There are examples where industrial undertakings provide a comprehensive range of educational activities, not only for their employees but also for the public. The Rossing Corporation in Namibia, for example, has set up a Foundation specifically to do this. Other firms are willing to sponsor particular programmes.

Namibia has found an interesting way of raising funds for its National Literacy Programme. So as to give as many people as possible the opportunity of supporting the work and thus identifying themselves with a national crusade aimed at the development of the country, a Literacy Trust Fund has been established to which anyone may contribute. This Fund has the advantage over other ways of raising money in that it is an indigenous operation and not subject to decisions taken by a faceless distant government or agency.

Inter Country Co-operation

Non-formal education is the youngest member of the education family. As such it lacks much of the research base which formal education has at its disposal. There is much to learn how to make the work more effective. Earlier it has been suggested that valuable information can be obtained from neighbouring countries, as well as there being the possibility of cutting costs in training and materials production through cross country collaboration. In some fields this is happening, but the desirability of furthering this kind of mutual support needs stressing. There is no need for each country to re-discover the wheel. UNESCO is playing an active role in promoting intra continental co-operation. Inter country co-operation is also needed.

Chapters 2, 3 and 4 have sketched in the salient points to be considered when a country wishes to establish a viable and effective system of continuing education. Whilst the focus in this work has been on the needs of post primer learners, the proposals are of general application. The next chapter will consider briefly the following stage up the ladder of learning. The gap between primer and post primer stages needed to be filled; it would be equally wrong for there to be any break thereafter in the provision of continuing education.

5. THEREAFTER

It has been argued that there should be no gap in provision of facilities for continuing education following the conclusion of the primer stage. The same arguments apply thereafter; once embarked, those who wish to do so should not be impeded in their desire to continue learning. Indeed, continuing education can be thought of in terms of ladders and bridges. Ladders of learning in whatever field the person chooses, each step giving the satisfaction of having achieved another objective, of having learnt something new of interest and relevance. But there also need to be bridges so that those who wish can go from one branch of learning to another. The student going up the 'equivalency' ladder could well wish to change to something more concerned with a particular profession and needs bridging advice how and when to do so. The nurse who pursues her professional training up one ladder may wish to transfer and study something different. To do so she needs to know what is available and how to make the change. She needs a bridge. This could be advice at an Education Centre or reading a Handbook on opportunities for learning.

The result of providing a comprehensive range of opportunities for continuing education at the post primer stage is that thereafter there will be increasing demands for chances to proceed with further study. The actual number of learners may be less than at the primer stage; the spread of interests to be catered for will grow and the intensity of the programmes will sharpen.

Programmes

Three categories are likely to be prominent.

The first is an extension of equivalency programmes to include the whole of the formal secondary cycle, but using curricula suitable for adult learners. Indeed,in most countries there is the urgent need for curriculum designers to be concentrating on providing relevant material for those out-of-school learners who wish to obtain a secondary level qualification. Requests to learn languages of regional and international application may be prominent. Thereafter there will be demands that special admission procedures to tertiary institutions, and in particular universities, be made available for mature age students.

Secondly, there will be increasing demands for vocational, technical and professional training. At the secondary level, private as well as government commercial and secretarial 'schools' can expect to receive applicants from those who have been studying equivalency programmes. So too will universities, polytechnics and other tertiary level institutions such as Colleges of Agriculture, Nursing and Business Administration. There will be increasing demands for instruction in the ever growing communication and electronic sciences.The larger private industrial concerns as well as nationalised industries will be expected to increase facilities for training. Professional organisations in such disciplines as law, accountancy and banking, will also have to re-examine the qualifications required for admission. The inevitable result of enabling more people to

climb the ladder of general education is to increase the numbers capable of and wishing to embark upon specialised study. If education is to be the handmaid of development, opportunities for further learning must be available for those who can benefit from it.

Thirdly, it is probable that those offering general interest programmes will also have to cater for increasing numbers wishing to participate. Both government and private bodies will be involved, though in view of the need for official funds to be expended on more pressing priorities, it will be mainly for voluntary non-governmental interests to make whatever provision is needed.

In all this there are implications for libraries, since more learners means more demands for books. Those responsible for national library services need to liaise with the providers of programmes. Commercial publishers and booksellers should be alive to an expanding market.

Distance Learning

It is at this level of provision that distance learning becomes an important means of delivery. There is a large literature on this subject and no attempt here will be made to go into details.

A cautionary note needs to be expressed since enthusiasts for distance learning tend to overlook its shortcomings. Its introduction to those who are still at the early post primer stage, and that includes children whose formal schooling has terminated at the end of the primary cycle, are not sufficiently secure to be able to cope with the rigours of this form of independent learning. There have been cases where grade 7 leavers, with only a partial mastery of language, have been expected to read, understand and complete lessons wholly unaided. Such experiences build up resentment and frustrate later efforts to encourage young people to continue learning.

Distance learning is a valuable method in the non-formal armoury if correctly applied. At whatever level it should be augmented by face-to-face instruction and supplementary support from radio and television. As a consequence it is not an inexpensive form of education and requires much careful administration. It can operate only where there is a regular and reliable postal system. It is the most lonely form of learning and the least flexible in meeting individual needs. These shortcomings have to be ameliorated wherever possible if it is to be successful in promoting continuing education.

Costs involved can often be reduced by neighbouring contries co-operating in the writing and production of materials. The Institute Africain pour le Development Economique et Social (INADES) was an early example of this amongst French West African countries. In Southern Africa, intersted parties in Botswana, Lesotho, South Africa and Swaziland have worked together for several years.

Distance learning can also be used during the training of personnel engaged in continuing education, whereby short periods in an institution are followed by longer times when the trainees are back on the job and in receipt of 'lessons' by correspondence. This enables trainees to remain 'on the job' whilst studying. Princples learned can be applied immediately.

Private promoters of distance learning are concerned primarily with making a profit, otherwise they would not be in the business. The point has been made that the correspondence lessons have to be augmented in other ways. At the secondary level this entails producing special texts and workbooks, employing trained teachers, designing radio programmes and in all probabality using government school premises. This involves extra expense leading either to the imposition of higher fees with the concomitant possible loss of students or making reduced profits, two outcomes which private operators would wish to avoid. This leads to the conclusion that at any rate for students of secondary level equivalency programmes, the work should be handled by the Ministry of Education and be subject to official scrutiny. Where formal education is provided free, there seems to be no justification for charging fees to those studying by correspondence.Private correspondence colleges may well be suitable providers of courses for professional qualifications where they have to meet the requirements of the bodies administering the examinations. General education courses should be left to government control.

As with all aspects of continuing education, the introduction of distance learning also has implications for those who supply books. For general equivalency programmes, texts should be part of the learning package. For other courses, demands will have to be met by libraries and commercial booksellers.

* * * * *

All that has been written in this book is concerned with enabling people, women, men, girls and boys, to live happier and more satisfying lives. That is the ultimate aim of continuing education. Many, perhaps the most, will make their livlihood through self employment, and the training they have received will give them added confidence to make a success of life. Many, however, will hope to be employed. For them, the provision of appropriate guidance and counselling may be essential if the knowedge gained is to be applied to the greatest advantage. This is a subject outside the scope of this book. It is a matter which governments and non-governmental interests should keep in mind.

EPILOGUE: THE WAY AHEAD

Jomtien has set the stage for a worldwide endeavour to focus on education. New approaches were aired at the conference which will take time for implementation. Success now depends on theory being transformed into practice. The time for theorising is past. It is so easy, and no doubt satisfying, for some to resort to platitudes which are readily spoken but difficult to carry out. The focus must now be on guiding, encouraging and enabling countries to confront issues, determine priorities and initiate programmes. Jomtien will be hailed a success only if it enables more women, men, youths and children to have access to education. It is at the level of the learners that action now is needed.

Those in non-formal education have spent too much energy on criticising formal schooling. No one doubts that there is much to be put right in formal systems, as most usually provided. But to be harping on differences and shortcomings is a negative approach which gets nowhere. Far better concentrate on the many positive ways in which formal and non-formal can work together for the common good.

It is easy to imagine that all who lack education will automatically see the need for it. This will not be the case. Many will prefer to remain as they are, out of inclination, fear or lack of time and money. Many women will be deliberately forbidden opportunities for learning by men. Cultural and religious beliefs have often been the cause of obstacles being placed in the way of those who wish to learn. Many will need to have their motivation rekindled.

Indeed if all came who were bidden, providing agencies would be overwhelmed. Whereas formal systems,at any rate on paper, are planned for success, those in non-formal education have seldom had the luxury of doing so. Resources are simply not available. I recall visiting a Learning Centre on the outskirts of Chaingmai in Thailand. I was thrilled to see three to four hundred students studying on a Sunday morning; volunteers for learning. It was not until I was told that Chaingmai has over a million inhabitants that I realised how few people are able to take advantage of this wonderful opportunity of continuing their education. This is not intended as a disheartening note. We must plan for the most that can be done within the resources available but accept that that is usually far less than is really needed.

This book has drawn on information from many countries in every continent. In one way or another, every post Jomtien country report makes mention of formal primary education and initial literacy programmes. By so doing, the lead given by the international donors is being followed. Less in evidence are indications of post primer activities, as defined in this book. Indeed concern must be expressed at this deficiency, if the failure to report really does point to a lack of appreciation of its importance. This may not be the case, since the reports are largely confined to topics raised at Jomtien. It would be appropriate for UNESCO, as the principal international agency in education, to be stressing the significance of non-formal continuing education. Without such prompting it could be overlooked, with disasterous consequences. No one admits of failures. It

seems clear from the literature that some countries may be paying no more than lip service to it.

So what is the overall picture? First, a crisis in education persists due to diminishing resources, rapidly expanding populations and heightened aspirations. Secondly, that whilst many countries have taken note of the necessity of including EFA in their national plans, their realisation is still a long way off. A recent publication of UNESCO, 'Status and trends; education for all',[29] published three years after the Jomtien Conference, has a commendable list of countries which have held meetings on EFA. In 56 there have been national meetings and several have set goals and formulated strategies. Less numerous are the countries which have set up mechanisms for EFA, 44 in all. It is only when those countries which have made budgetry increases are listed that the real picture emerges. Out of 102 countries in the developing world, only 10 have done so. These are India, Maldives and Vanuatu in Asia, Burkino Faso, Madagascar and Mauritius in Africa, and Egypt, Jordan, Syrian Arab Republic and Tunisia of the Arab states. No country in Latin America and the Caribbean is listed as having increased expenditure on EFA. This is the real situation, three years after the world community was alerted to the need to make education a greater priority. A need which first has to be recognised by each individual country; that national development hinges on bringing education to as many people as is possible. A task during the remaining years of this decade is to present the case with renewed vigour.

In view of this somewhat disappointing senario, it may seem inappropriate to draw attention to the necessity of planning for the longer term implications of Jomtien. As improvements are made in the provision of basic education and as more people are enabled to learn, through formal and non-formal channels, so too their aspirations for still more will be kindled. Are the educational planners getting ready for these demands? Or will they creep up unannounced, then to erupt if not met in frustration and violence. Now is the time to prepare.

Summary of Essentials

This book has sought to bring together those aspects of the theory and the practice of non-formal continuing education which policy makers should consider when planning the introduction and expansion of this branch of education. It has been written with particular reference to post primer work. As was stated in chapter 5, the proposals are applicable to the whole field of continuing education. A vision has been given of what is involved in striving to create a learning environment leading to the promotion of a learning society. Much depends on the lead which governments give. The kind of society to be aimed for springs from the approach taken by the political leadership. Is it to be democratic or authoritarian? dynamic or static? Continuing education is then a principal agent for making the vision a reality. To achieve this requires the support of government which must ensure that necessary legislation is enacted and that priorities are clearly enunciated.

The essentials of this strategy may be summarised as follows:

1. Political will to establish a comprehensive system of post primer continuing education as an essential part of educational provision in the country and as a necessary follow-up to the primer stage, under-pinned by sufficient resources.
2. Establishing a legally adopted national framework within which continuing non-formal education can operate.
3. An official announcement at the highest level that all branches of government are required to work together in the promotion of continuing education, and that the assistance of non-governmental and private concerns is welcomed.

To achieve this the following are necessary:
4. A cadre of trained and committed personnel at every level, working within a defined career structure.
5. Programmes which are relevant, acceptable to both learners and employers and within available resources.
6. Facilities which are appropriate.
7. The supply of reading and study material of all kinds, supported by an effective Library Service.
8. The recognition of the importance of informal education, and in particular the need to make proper use of radio and television.
9. A determined drive to enhance and maintain the quality of the programmes. This requires more research and greater stress on formative evaluation.

Governments should consider calling a national meeting of all interested parties to consider what action is needed to ensure that a comprehensive system of continuing non-formal education is established as an essential part in the drive towards EFA. At such a meeting the resources needed and available should be examined and priorities determined. Not everything can be accomplished at once. It is for government, in consultation with non-governmental and private concerns, to indicate the tasks to be tackled first. (Appendix 1 is a list of the issues likely to be raised at such a meeting.)

Public Relations

It is easy for those who work in non-formal education to assume that everyone will understand automatically what it is all about. It is a new term, even if it has an ancestry of some length and repute. It is essential that those in positions of power, politicians and other policy makers, are made fully aware of its significance, what is actually involved and the part it plays in national development. Unless this is done it should cause no surprise that when cuts in resources are being made, non-formal education is the first to suffer.

It is also important to be building up public support for non-formal education. This can best be done by taking opportunities to publicise the work through newspaper articles and programmes on radio and television. Success stories are a potent means of bringing the message home.

It may seem surprising but maintaining morale amongst the learners is often necessary. Most have embarked upon study with an overdose of apprehension as to their ability to succeed and consequently will need reassurance that the effort is worthwhile. Items on

radio about activities taking place and easily read articles in newspapers on individuals who have been helped are ways of doing this.

Using festivals, fairs and other public occasions are times when many people could learn about this branch of education.

Finally, it is important to give both to the learners and to those working in non-formal education a sense of esprit de corps, as being part of an essential national crusade. The adoption of a suitable logo is one way of doing this.

Postscript

A final comment to international and bilateral donors. It may be the case in all efforts to bring about EFA, and it is certainly so in post primer work, that countries will require external funding. This should be both flexible in application and spread over sufficient years for it to be effective. Short sharp projects are unlikely to yield satisfactory results. What is needed is for donors and recipients to work together in examining educational systems as a whole and for donors to be willing to reinforce at points of weakness. This is far less tidy than specific project funding, but more likely to make the crucial extra contribution so often needed. Under these circumstances, recipients would have to agree to the inclusion of much more regular and rigorous evaluation of work being undertaken, especially into the effectiveness of programmes in meeting the learning needs of the participants and the priorities of the nation. If there is one message for those concerned with non-formal continuing education it is that the standard of the work has to be improved. For too long it has been in the shadows: unacceptably amateurish and more concerned with quantitative spread than qualitative enhancement. Recipients and donors have the responsibility of changing this image.

APPENDIX 1
Summary of Steps in Developing A National or Regional Non-Formal Continuing Education Network

This check list may be used at a national consultative meeting convened by government to consider the establishment of a comprehensive system of continuing education or by any non-governmental or private agency concerned with this branch of education.

1. POLITICAL WILL
(pages 25, 33, 66)
Has Government indicated support for continuing education from literacy and onwards? Is non-formal education included in national development plans?

2. WHO ARE THE TARGET GROUPS?
(pages 25–27)
Has a national census been taken indicating educational levels?
If not have local surveys been undertaken?
Is there a policy regarding admission to continuing education by age? or are programmes open to people of all ages?

A list of potential participants:
Women and Girls. Is priority given to their needs?
Men and Boys
Youths
Urban and Rural dwellers
Those learning to read and write
Those at the post primer level
Those needing continuing education thereafter

Amongst these will be special sub-groups:
Handicapped
Disadvantaged
Drop outs
Shift workers
Nomads
Immigrants
Refugees
Ethnic minorities
Remote dwellers
Street children
Armed forces
Police
Prisoners
Others

3. WHAT ARE THEIR LEARNING NEEDS?
(pages 28–35)
Are the learning needs of those listed above being addressed? Have priorities been determined? If so, what are they? If not, what are the national priorities for continuing education? Are the following programmes available?

Literacy/Numeracy:

Literacy; reading and writing combined with other basic skills. Is there a policy concerning which language (or languages) may be taught? Is there an approved orthography? Is numeracy related to everyday computations?

Post primer programmes:

Equivalency programmes:
Is there a special curriculum available for out-of-school learners?
Are special arrangements needed for unemployed Primary School leavers?
What arrangements are made for examinations, if deemed necessary? Are Certificates to be awarded? What public recognition will they have?

Vocational programmes:
Which skills? Content? Financing? Distribution of materials? Marketing?
Are these programmes to be asociated with public testing?

Quality of Life Programmes:
What subjects are to be included? Are they relevant?
Cultural pursuits.
Are local writers, artists, etc., given encouragement?
Sport and Recreation.

What efforts are needed to motivate learners and to help them to retain their interest in learning?

4. HOW IS THIS TO BE ACHIEVED?
(pages 36–51)
4.A   Collection of Basic Data: ISCED survey of existing programmes. List of personnel involved in continuing education.
List of facilities available.

Publication of popular Handbook describing programmes available.

4.B   Organisation and delivery framework
(pages 53–60)
What organisation is needed to make the system work effectively?—at national, regional and local levels.
Is this to be government or private sector led? If the former, by whom?
What are its powers?
Who are represented on it?
Are all agencies represented?
What contact is there with neighbouring countries with similar environments/ problems for sharing ideas and resources?

4.C   Check list of methods to be employed.
(pages 37–38, 42, 49–52)
1. Formal education, that is entry or re-entry into primary, secondary and tertiary institutions. Does legislation allow for this?
2. Non-formal education, that is through group and one-to-one learning

Are pilot schemes needed to try out new programmes?

Are teachers/animateurs available?

Are suitable materials available and in sufficient quanity?

Are suitable premises available?

What has been done to inform/encourage potential learners?

3. Informal education. Are the following channels available and being fully used?

Radio

TV

Libraries and book distribution

Museums

Reading/Learning Centres

Publishing, both by Government Printer and private commercial firms.

Availability of newspapers and magazines with special reference to the needs of new learners.

Drama and Music Groups

4. Incidental education. Are public signs and official forms in language suitable for new learners?

Are shops alerted to the need to consider new learners when advertising?

4.D Are all agencies active and co-operating?

(page 39–41)

Check list of Agencies:

Government (Ministries of Education, Agriculture, Health, Home affairs, etc.)

Non-Governmental Organisations. Which are active and which might be if invited?

Parastatal organisations

Universities

Commercial and Industrial undertakings

Publishing firms

Religious and Service Organisations

Trade Unions

Political parties

Armed Forces

Prison service

Other

4.E Personnel required:

(page 42)

Are the following available?

Full-time as administrators, teachers, animateurs, etc.

Supervisors for quality control.

Part-time workers

Volunteers

Is there a Career Structure for those working in non-formal continuing education?

Are facilities available for training?

1. Special Training Colleges for non-formal personnel

2. Facilities for short-term training

3. By Universities

4. At Teacher Training Colleges at which non-formal education is included in the syllabus.

Are non-governmental organisations admitted to government sponsored training facilities?

Is evaluation included in training courses and incorporated in programmes?

Is training in managerial skills available?

4.F What physical facilities are needed?
(pages 49–52)
Reading Rooms
Learning Centres
Education Centres
Libraries
Use of existing schools. Is legislation needed to make these available?
Printing, publishing and distributing facilities
Vehicles
Equipment such as for film making.
Ancilliary requirements, i.e paper, boards etc.
Supplies for vocational programmes

4.G Continuing education
(pages 61–63)
Ensuring that facilities continue and are flexible enough to meet new challenges.
Are Distance Learning facilities available?
How is this form of delivery managed? Government/Private?

4.H Evaluation and Research
(page 41, 42, 66)
Is enough done to ensure the maintenance of good quality work by effective supervision and proper evaluation?
What action is taken on the results from evaluation of programmes? and staff?
Are Universities active in promoting research into the effectiveness of programmes?

5. FINANCE
(page 59)
How is this branch of education to be financed?
What % of Government recurrant budget should go into continuing education? How should these funds be divided between the Ministries concerned?
What % of Government development budget should go into continuing education?
Ought voluntary organisations receive a subsidy?
How much should individuals and communities contribute and in what form? Ought literacy and immediate post primer learners pay or should this be free?
How much ought commercial firms contribute? Should this be a voluntary contribution or proscribed by legislation?
Ought a public Trust Fund be set up?
What reliance should be placed on aid from international and bilateral donors? and for what kinds of assistance?

6. PUBLIC RELATIONS

(page 66)

Are those in parliament and other policy makers being kept informed about developments?

What opportunities can be taken to keep the public informed and interested?

Are learners kept informed and encouraged to persevere with their studies?

Is sufficient being done to maintain morale amongst those actually supervising and/or teaching?

Is there a non-formal logo?

APPENDIX 2:
A comprehensive approach to the provision of post primer continuing education

Three inter-related programme areas are proposed:

1. Informal Education
(Referred to in the text under Quality of Life programmes and in the section on informal education.)

Purpose
To enable those who wish to consolidate their use of language, and especially of reading and writing, and to broaden their interests in and knowledge of matters of general concern.

Content
Making reading material available of all kinds from immediate post primer level to that of continuing independent learning.

Areas covered will include political, economic and social topics; quality-of-life subjects such as child care, nutrition, medical first aid, population and environmental issues; sports; as well as stories, poems etc.

Method
Government to fund a National Library Service.

Government Press to devote resources to the provision of post primer material in vernacular, national and international languages.

Provision of a subsidised newspaper (or regional newspapers) for post primer readers, using vernacular, national and international languages as appropriate.

Encourage provision of material by private commercial concerns.

Make fullest use of radio and television for informal education.

Ensure that official forms, documents and notices are in language which can be understood by those newly literate.

Government and Regional authorities, with community support, to provide modest local Reading and Study Centres, according to needs and resources available.

Providers
All Government Departments
Local Government authorities
Radio and Television authorities
Non-governmental Organisations
Commercial publishers
Individuals and communities

2. Equivalency Programmes

Purpose
To enable those who wish to continue to study beyond the initial literacy/numeracy stage principally through organised group work, with the option of taking tests indicating levels of attainment which can be related to those in formal systems of education.

Content

Subjects relevant to out-of-school youths and adults.

Core subjects, which will include Language (introduction to national and international languages) and Number, and possibly one or two others, according to national and local priorities. Subjects which might be included are Social Studies, Nutrition and Child Care, Introduction to Science, Business Management, Agriculture, etc.

A selective range of optional subjects, including those mentioned above, and incorporating applied skills and matters of local interest should be available.

Method

Through the provision of teachers/leaders for group learning activities.

Provision of an appropriate organisation.

Provision of suitable texts and venues.

Using radio and television as appropriate.

Using distance learning techniques as appropriate

Providers

Mainly central and local government.

Non-governmental Organisations

Commercial/Industrial/Professional concerns.

Commercial publishers

3.Vocational programmes

Purpose

To enable people to learn skills which have an economic and/or social value.

Content

Any subject can be included; the list is limitless. The practical implications of providing such programmes have to be kept in mind. What is actually needed, by whom to be taught, where, at what cost and is there a supply of texts and materials? In some cases capital loans and a marketing system may be needed.

Some of this may be part of the equivalency programmes described above.

Method

By talks, group learning, demonstrations, distance education, etc. Any method in the total educational armoury.

Government Press producing national and regional directories of what is available.

Government national, regional and local authorities promoting co-operation between and giving assistance to potential providers.

Encouraging providers to produce free hand-out material as well as inexpensive texts.

Using radio and television to arouse interest.

Providers

Government Departments (Education, Agriculture, Health etc.)

Parastatal Organisations

Commercial/Industrial/Professional concerns

Non-governmental Organisations

Universities

Radio and Television authorities.

APPENDIX 3
Check List of Strategies for Post Primer Continuing Education

☐	1. Newspapers
☐	2. Wall newspapers
☐	3. Magazines
☐	4. Supplementary readers
☐	5. Libraries
☐	6. Reading Rooms
☐	7. Museums
☐	8. Literature from other development agencies
☐	9. Equivalency programmes
☐	10. Skill training programmes
☐	11. Quality of life programmes
☐	12. Special interests programmes
☐	13. Distance learning
☐	14. Study groups
☐	15. Use of radio
☐	16. Use of TV
☐	17. Use of films
☐	18. Cultural activities
☐	19. Sports and Recreations
☐	20. Public Relations

Adapted from 'Learning Strategies for Post-Literacy and Continuing Education: a cross national perspective', R.H. Dave, A. Duane, D.A. Perera, UNESCO Institute of Education, Hamburg, 1988.

APPENDIX 4.
Steps in the Introduction of Programmes

Continue

Amend

Evaluate

Introduce

Mobilise local resources

Train

Identify personnel

Produce materials

Identify delivery system

Mobilise support

Identify need

Survey
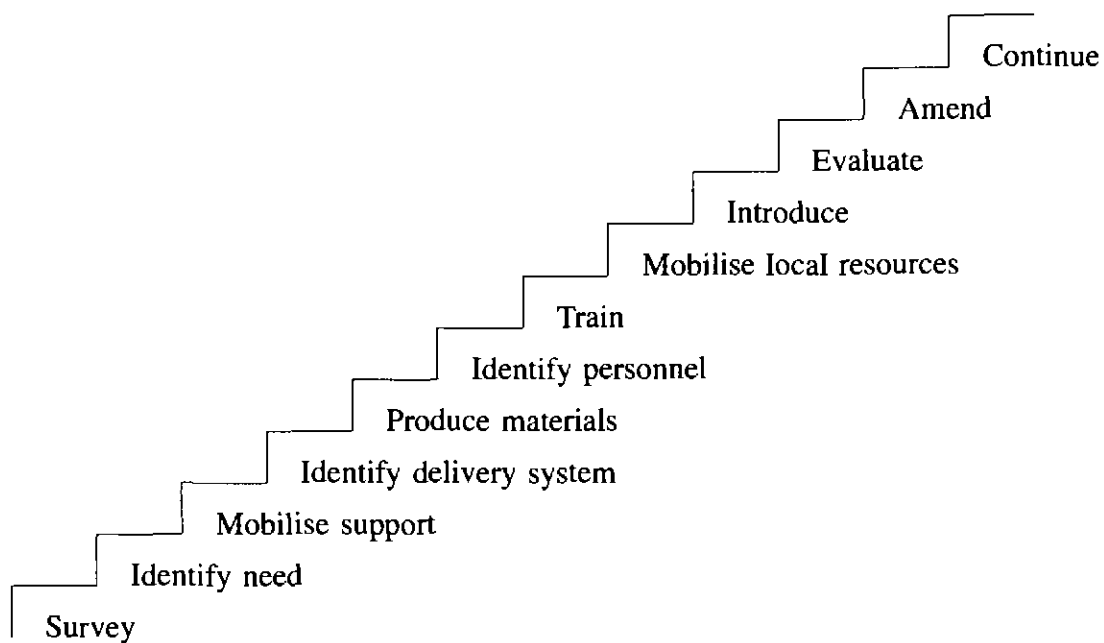
Adapted from APPEAL material: UNESCO Principal Regional Office for Asia and the Pacific, Bangkok.

APPENDIX 5
Effective Co-Operation

Meeting the educational needs of all in Malawi will become a reality only if those involved in promoting this massive enterprise are adequately marshalled for the work. The achievement of such an aim, a wholly literate nation in which all can share fully the responsibilities and benefits of development, will in large measure depend on the willingness of those privileged to be in the role of leadership to act together in an united effort. The question must therefore be faced, how can this be done?

It is clear that the accomplishment of the task will affect all branches of Government. While the Ministry of Education and Culture will have to shoulder much of the work, it cannot undertake the whole. Education is not being narrowly defined as referring to what takes place in schools. Meeting the educational needs of all, women and men, young and old, rural and urban, demands participation of the whole of Government, and not just a single ministry. But that is not all. Every organisation active in Malawi with a concern for education has also to be brought into the master plan of action. Churches, mosques, voluntary organisations, employer and employee organisations together with many parastatal bodies are involved. So too are multi- and bilateral organisations. The question is therefore repeated, how can this be done?

There is a good tradition in Malawi of co-operative action. Within individual ministries, intra-co-operation has long been recognised as essential if tasks are to be satisfactorily accomplished. The call to provide education for all is also a call to each branch of government to intensify its commitment to intra-co-operation.

There are also examples where inter-ministerial co-operation has been successfully encouraged. The National Advisory Council on Education is a forum in which all sections of government concerned with child schooling meet for joint consultation under the guidance of the Ministry of Education.

But this new crusade of education for all will be more challenging, more all embracing and will call for more truly integrated action than any educational operation in the past. It is so diverse in its ramifications, and so crucial to the continuing life and prosperity of the nation, that no one existing body would be able to marshall together all the operational forces which are needed.

Once the (Jomtien) Conference is over, the long and arduous work of implementation will begin. To guide the nationwide movement of education for all a body under the highest patronage will be formed. The committee's composition will be so inclusive that all can feel that their interests are represented on it. And for the achievement of its tasks a regional, district and local organisation will be needed so that every part of the nation is galvanised into action.

Excerpts from 'Malawi: towards education for all', the section on 'Effective Co-operation', pages 13–14, Malawi Government, 1990.

APPENDIX 6
World Declaration on Education For All
Meeting Basic Learning Needs
Preamble

More than 40 years ago, the nations of the world, speaking through the Universal Declaration of Human Rights, asserted that "everyone has a right to education". Despite notable efforts by countries around the globe to ensure the right to education for all, the following realities persist:

● More than 100 million children, including at least 60 million girls, have no access to primary schooling;

● More than 960 million adults, two-thirds of whom are women, are illiterate, and functional illiteracy is a significant problem in all countries, industrialized and developing;

● More than one-third of the world's adults have no access to the printed knowledge, new skills and technologies that could improve the quality of their lives and help them shape, and adapt to, social and cultural change; and

● More than 100 million children and countless adults fail to complete basic education programmes; millions more satisfy the attendance requirements but do not acquire essential knowledge and skills.

At the same time, the world faces daunting problems, notably: mounting debt burdens, the threat of economic stagnation and decline, rapid population growth, widening economic disparities among and within nations, war, occupation, civil strife, violent crime, the preventable deaths of millions of children and widespread environmental degradation. These problems constrain efforts to meet basic learning needs, while the lack of basic education among a significant proportion of the population prevents societies from addressing such problems with strength and purpose.

These problems have led to major setbacks in basic education in the 1980s in many of the least developed countries. In some other countries, economic growth has been available to finance education expansion, but even so, many millions remain in poverty and unschooled or illiterate. In certain industrialized countries,too, cutbacks in government expenditure over the 1980s have led to the deterioration of education.

Yet the world is also at the threshold of a new century, with all its promise and possibilities. Today, there is genuine progress toward peaceful detente and greater cooperation among nations. Today, the essential rights and capacities of women are being realized. Today, there are many useful scientific and cultural developments. Today, the sheer quantity of information available in the world – much of it relevant to survival and basic well-being—is exponentially greater than that available only a few years ago, and the rate of its growth is accelerating. This includes information about obtaining more life-enhancing knowledge—or learning how to learn. A synergistic effect occurs when important information is coupled with another modern advance – our new capacity to communicate.

These new forces, when combined with the cumulative experience of reform, innovation, research and the remarkable educational progress of many countries, makes the goal of basic education for all—for the first time in history—an attainable goal.

Therefore, we participants in the World Conference on Education for All, assembled in Jomtien, Thailand, from 5 to 9 March, 1990:

Recalling that education is a fundamental right for all people, women and men, of all ages, throughout our world;

Understanding that education can help ensure a safer, healthier, more prosperous and environmentally sound world, while simultaneously contributing to social, economic, and cultural progress, tolerance, and international cooperation;

Knowing that education is an indispensable key to, though not a sufficient condition for, personal and social improvement;

Recognizing that traditional knowledge and indigenous cultural heritage have a value and validity in their own right and a capacity to both define and promote development;

Acknowledging that, overall, the current provision of education is seriously deficient and that it must be made more relevant and qualitatively improved, and made universally available;

Recognizing that sound basic education is fundamental to the strengthening of higher levels of education and of scientific and technological literacy and capacity and thus to self-reliant development; and

Recognizing the necessity to give to present and coming generations an expanded vision of, and a renewed commitment to, basic education to address the scale and complexity of the challenge;

proclaim the following

World Declaration on Education for All:
Meeting Basic Learning Needs

EDUCATION FOR ALL: THE PURPOSE

ARTICLE 1 ● *MEETING BASIC LEARNING NEEDS*

1.   **Every person – child, youth and adult – shall be able to benefit from educational opportunities designed to meet their basic learning needs.** These needs comprise both essential learning tools (such as literacy, oral expression, numeracy, and problem solving) and the basic learning content (such as knowledge, skills, values, and attitudes) required by human beings to be able to survive, to develop their full capacities, to live and work in dignity, to participate fully in development, to improve the quality of their lives, to make informed decisions, and to continue learning. The scope of basic learning needs and how they should be met varies with individual countries and cultures, and inevitably, changes with the passage of time.

2.   The satisfaction of these needs empowers individuals in any society and confers upon them a responsibility to respect and build upon their collective cultural, linguistic

and spiritual heritage, to promote the education of others, to further the cause of social justice, to achieve environmental protection, to be tolerant towards social, political and religious systems which differ from their own, ensuring that commonly accepted humanistic values and human rights are upheld, and to work for international peace and solidarity in an interdependent world.

3.   Another and no less fundamental aim of educational development is the transmission and enrichment of common cultural and moral values. It is in these values that the individual and society find their identity and worth.

4.   Basic education is more than an end in itself. It is the foundation for lifelong learning and human development on which countries may build, systematically, further levels and types of education and training.

EDUCATION FOR ALL: AN EXPANDED VISION AND A RENEWED COMMITMENT

ARTICLE 2 • SHAPING THE VISION

1.   **To serve the basic learning needs of all requires more than a recommitment to basic education as it now exists. What is needed is an "expanded vision" that surpasses present resource levels, institutional structures, curricula, and conventional delivery systems while building on the best in current practices.** New possibilities exist today which result from the convergence of the increase in information and the unprecedented capacity to communicate. We must seize them with creativity and a determination for increased effectiveness.

2.   As elaborated in Articles 3–7, the expanded vision encompasses:

● Universalizing access and promoting equity;

● Focussing on learning;

● Broadening the means and scope of basic education;

● Enhancing the environment for learning;

● Strengthening partnerships.

3.   The realization of an enormous potential for human progress and empowerment is contingent upon whether people can be enabled to acquire the education and the start needed to tap into the ever-expanding pool of relevant knowledge and the new means for sharing this knowledge.

ARTICLE 3 • UNIVERSALIZING ACCESS AND PROMOTING EQUITY

1.   **Basic education should be provided to all children, youth and adults.** To this end, basic education services of quality should be expanded, and consistent measures must be taken to reduce disparities.

2.   For basic education to be equitable, all children, youth and adults must be given the opportunity to achieve and maintain an acceptable level of learning.

3.   The most urgent priority is to ensure access to, and improve the quality of, education

for girls and women, and to remove every obstacle that hampers their active participation. All gender stereotyping in education should be eliminated.

4. An active commitment must be made to removing educational disparities. Undeserved groups – the poor; street and working children; rural and remote populations; nomads and migrant workers; indigenous peoples; ethnic, racial, and linguistic minorities; refugees; those displaced by war; and people under occupation – should not suffer any discrimination in access to learning opportunities.

5. The learning needs of the disabled demand special attention. Steps need to be taken to provide equal access to education to every category of disabled persons as an integral part of the education system.

ARTICLE 4 ● FOCUSING ON LEARNING ACQUISITION

Whether or not expanded educational opportunities will translate into meaningful development – for an individual or for society – depends ultimately on whether people actually learn as a result of those opportunities, i.e., whether they incorporate useful knowledge, reasoning ability, skills, and values. The focus of basic education must, therefore, be on actual learning acquisition and outcome, rather than exclusively upon enrolment, continued participation in organized programmes and completion of certification requirements. Active and participatory approaches are particularly valuable in assuring learning acquisition and allowing learners to reach their fullest potential. It is, therefore, necessary to define acceptable levels of learning acquisition for educational programmes and to improve and apply systems of assessing learning achievement.

ARTICLE 5 ● BROADENING THE MEANS AND SCOPE OF BASIC EDUCATION

The diversity, complexity, and changing nature of basic learning needs for children, youth and adults necessitates broadening and constantly redefining the scope of basic education to include the following components:

● *Learning begins at birth.* This calls for early childhood care and initial education. These can be provided through arrangements involving families, communities, or institutional programmes, as appropriate.

● *The main delivery system for the basic education of children outside the family is primary schooling.* Primary education must be universal, ensure that the basic learning needs of all children are satisfied, and take into account the culture, needs, and opportunities of the community. Supplementary alternative programmes can help meet the basic learning needs of children with limited or no access to formal schooling, provided that they share the same standards of learning applied to schools, and are adequately supported.

● *The basic learning needs of youth and adults are diverse and should be met through a variety of delivery systems.* Literacy programmes are indispensable because literacy is a necessary skill in itself and the foundation of other life skills. Literacy in the mother-tongue strengthens cultural identity and heritage. Other needs can be served by: skills training, apprenticeships, and formal and non-formal education programmes in health, nutrition, population, agricultural techniques, the environment,

science, technology, family life, including fertility awareness, and other societal issues.

● *All available instruments and channels of information, communications, and social action could be used to help convey essential knowledge and inform and educate people on social issues.* In addition to the traditional means, libraries, television, radio and other media can be mobilized to realize their potential towards meeting basic education needs of all.

These components should constitute an integrated system – complementary, mutually reinforcing, and of comparable standards, and they should contribute to creating and developing possibilities for lifelong learning.

ARTICLE 5 ● ENHANCING THE ENVIRONMENT FOR LEARNING

Learning does not take place in isolation. Societies, therefore, must ensure that all learners receive the nutrition, health care, and general physical and emotional support they need in order to participate actively in and benefit from their education. Knowledge and skills that will enhance the learning environment of children should be integrated into community learning programmes for adults. The education of children and their parents or other caretakers is mutually supportive and this interaction should be used to create, for all, a learning environment of vibrancy and warmth.

ARTICLE 7 ●STRENGTHENING PARTNERSHIPS

National, regional, and local educational authorities have a unique obligation to provide basic education for all, but they cannot be expected to supply every human, financial or organizational requirement for this task. New and revitalized partnerships at all levels will be necessary: partnerships among all sub-sectors and forms of education, recognizing the special role of teachers and that of administrators and other educational personnel; partnerships between education and other government departments, including planning, finance, labour, communications and other social sectors; partnerships between government and non-governmental organizations, the private sector, local communities, religious groups, and families. The recognition of the vital role of both families and teachers is particularly important. In this context, the terms and conditions of service of teachers and their status, which constitute a determining factor in the implementation of education for all, must be urgently improved in all countries in line with the joint ILO/UNESCO Recommendation Concerning the Status of Teachers (1966). Genuine partnerships contribute to the planning, implementing, managing and evaluating of basic education programmes. When we speak of "an expanded vision and a renewed commitment", partnerships are at the heart of it.

EDUCATION FOR ALL: THE REQUIREMENTS

ARTICLE 8 ● DEVELOPING A SUPPORTING POLICY CONTEXT

1. **Supportive policies in the social, cultural, and economic sectors are required in order to realize the full provision and utilization of basic education for individual and societal improvement.** The provision of basic education for all depends on political commitment and political will backed by appropriate fiscal measures and reinforced by

educational policy reforms and institutional strengthening. Suitable economic, trade, labour, employment and health policies will enhance learners' incentives and contributions to societal development.

2. Societies should also insure a strong intellectual and scientific environment for basic education. This implies improving higher education and developing scientific research. Close contact with contemporary technological and scientific knowledge should be possible at every level of education.

ARTICLE 9 ● MOBILIZING RESOURCES

1. **If the basic learning needs of all are to be met through a much broader scope of action than in the past, it will be essential to mobilize existing and new financial and human resources, public, private and voluntary.** All of society has a contribution to make, recognizing that time, energy and funding directed to basic education are perhaps the most profound investment in people and in the future of a country which can be made.

2. Enlarged public-sector support means drawing on the resources of all the government agencies responsible for human development, through increased absolute and proportional allocations to basic education services with the clear recognition of competing claims on national resources of which education is an important one, but not the only one. Serious attention to improving the efficiency of existing educational resources and programmes will not only produce more, it can also be expected to attract new resources. The urgent task of meeting basic learning needs may require a reallocation between sectors, as, for example, a transfer from military to educational expenditure. Above all, special protection for basic education will be required in countries undergoing structural adjustment and facing severe external debt burdens. Today, more than ever, education must be seen as a fundamental dimension of any social, cultural, and economic design.

ARTICLE 10 ● STRENGTHENING INTERNATIONAL SOLIDARITY

1. **Meeting basic learning needs constitutes a common and universal human responsibility. It requires international solidarity and equitable and fair economic relations in order to redress existing economic disparities.** All nations have valuable knowledge and experiences to share for designing effective educational policies and programmes.

2. Substantial and long-term increases in resources for basic education will be needed. The world community, including intergovernmental agencies and institutions, has an urgent responsibility to alleviate the constraints that prevent some countries from achieving the goal of education for all. It will mean the adoption of measures that augment the national budgets of the poorest countries or serve to relieve heavy debt burdens. Creditors and debtors must seek innovative and equitable formulae to resolve these burdens, since the capacity of many developing countries to respond effectively to education and other basic needs will be greatly helped by finding solutions to the debt problem.

3.   Basic learning needs of adults and children must be addressed wherever they exist. Least developed and low-income countries have special needs which require priority in international support for basic education in the 1990s.

4.   All nations must also work together to resolve conflicts and strife, to end military occupations, and to settle displaced populations, or to facilitate their return to their countries of origin, and ensure that their basic learning needs are met. Only a stable and peaceful environment can create the conditions in which every human being, child and adult alike, may benefit from the goals of this Declaration.

<p style="text-align:center">* * *</p>

We, the participants in the World Conference on Education for All, reaffirm the right of all people to education. This is the foundation of our determination, singly and together, to ensure education for all.

We commit ourselves to act cooperatively through our own spheres of responsibility, taking all necessary steps to achieve the goals of education for all. Together we call on governments, concerned organizations and individuals to join in this urgent undertaking.

The basic learning needs of all can and must be met. There can be no more meaningful way to begin the International Literacy Year, to move forward the goals of the United Nations Decade of Disabled Persons (1983-92), the World Decade for Cultural Development (1988-97), the Fourth United Nations Development Decade (1991-2000), of the Convention on the Elimination of Discrimination against Women and the Forward Looking Strategies for the Advancement of Women, and of the Convention on the Rights of the Child. There has never been a more propitious time to commit ourselves to providing basic learning opportunities for all the people of the world.

We adopt, therefore, this **World Declaration on Education for All: Meeting Basic Learning Needs** and agree on the **Framework for Action to Meet Basic Learning Needs**, to achieve the goals set forth in this **Declaration**.

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