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Organization and Finance of Non-Formal Education

Reginald Herbold Green
Institute of Development Studies
University of Sussex, Brighton, England

Organization and finance — much less writing about them — will not create non-formal education capable of helping workers and peasants, aged and unemployed, women and minorities liberate their consciousness or improve their economic circumstances, their social condition or their political status. Organization and finance are means — and subsidiary means at that. Much reorganization, especially by administrative science experts and management consultants, is an escape from facing problems that have little to do with organizational structures. More money is an equally uncertain panacea. Per capita expenditure on Non-Formal Education (NFE) does not seem very closely related to coverage, quality and output.

However, without organization very few activities flourish widely, and none can relate to central government financial, personnel and development priorities without integrated organizational systems of some kind. Equally, without finance, motivation and ideals will be frustrated by lack of personnel, equipment, materials and physical facilities. Finance and organization may be rather like water supply and environmental sanitation — neither very dramatic nor, to the non-specialist, very interesting and not guaranteeing very much by their presence but only too disastrously influential when absent. They are similar in two more respects — impure water leads to epidemics and the environmental sanitation system suitable for London is neither appropriate nor practical for a Ghanaian village (and vice versa). Good organization cannot cause developmental NFE, bad organization can prevent it. In terms of funds and of organization the needs of NFE are quite different for Calgary and an Inuit village, for Windhoek and Tuvalu, for Liverpool and rural Bihar.

PREMISES, PARAMETERS, WORKING DEFINITIONS

To write sensibly and at modest length about organization and finance requires specification of what one supposes to be the goal or programme they are to support. Like efficiency, organization and finance can usually be constructed, operated and evaluated only in respect of the object to which they relate not as abstract entities or self-justifying systems. For the purposes of this paper:

- Non-formal education is defined to comprehend all education outside the formal primary-secondary-tertiary system and its variants such as technical and correspondence colleges.
- The purposes of NFE are taken to include consciousness-raising, primary literacy and its cognates, vocational skills, community-building skills, and the capacity of previously excluded, oppressed, exploited or isolated groups (communities, classes) to organize themselves and act to advance their own welfare.
- Therefore, NFE is perceived as related to basic human needs as perceived by those participating in it, and to national needs as perceived by dominant national decision-takers, and set out either in a formal national plan, a series of policy statements, or revealed preference through their actual decisions. (If these two sets of needs are in radical conflict — not an unknown situation — problems ensue far beyond organization and finance or the scope of this paper.)
- Therefore, NFE is necessarily within a specific socio-political and political-economic context (quite possibly several contexts within one state or even one town.) The dominant influences flow from these contexts as they inform the participant and decision-taker's perception of needs for and goals of NFE as they relate to organization and finance. They do not flow in the other direction. (This is not to deny feedback; really ineffective organization and totally inadequate or incompetently used finance can quickly create a perception of NFE as ineffective.)
- The divergence of problems of organization and finance flowing from different national contexts may not be as great as is sometimes supposed. Participants in serious, broad-covered NFE programmes are predominantly people who have been excluded, exploited and oppressed, whether wilfully or by neglect. Non-formal education usually suffers both from inadequate co-ordination and from over-adequate imposition of co-ordinated 'standards.' Common problems include attempts to relate to perceived participant needs and to established holders of personnel and purses, to liberate through use of hierarchical bureaucracies, to discriminate positively and inclusively in favour of the under-privileged without reinforcing their exclusion and stigmatization. The problems are not limited to poor or new, fragile or peripheral states but are equally critical (and equally unresolved) issues in rich industrial states.

SOME MODEST GOALS

The perfect organizational system, like the perfect society, does not exist within the company of any administrator's decision-taking horizon. Nor does the organizational system exist without built-in stresses. The most one can seek is to recognize them and to try to ensure that they operate as creative tensions, not as mutually destructive contradictions. The goals of the educational or financial administrator should (like those of a plumber) be modest, not in the sense of attempting only the easy or accepting the sixteenth best, but in that of realizing that perfection (as opposed to improvement) is an illusion and that changes in

organization and finance will need to flow from the changes in programme goals more often than suits administrative convenience.

In the light of the given working definitions of NFE some of the more critical modest goals are:

- (a) To be able to plan strategically (asking how many, where, in what topics, through what programmes, when, using what institutions, personnel and finance?)
- (b) To increase effective determination and choice of programmes by participants including accepting diversities of choices.¹
- (c) To co-ordinate implementation to avoid gaps and genuinely wasteful overlaps (e.g. the all-too-common failure to perceive that agricultural extension is a branch of education as much as of agriculture) and to ensure workable inter-relationships (e.g. building up rural library networks in the footsteps of literacy, ensuring that radio campaigns have expert media, education *and* subject personnel involved in their preparation.)
- (d) To increase the ability of a wide range of national, local governmental, community, employer and voluntary bodies to innovate, be responsible for and build self-reliance in respect of their programmes.²
- (e) To provide, as needed, support to all participating bodies (community or national, voluntary or state). Support includes expertise in programme and supporting-material design, and in evaluation procedures.
- (f) To encourage diversity, experiments and local control over NFE.³
- (g) To build up adequate personnel with appropriate qualifications to participate in NFE work.
- (h) To make maximum use of all motivated individuals with relevant contributions to provide and avoiding turning NFE "teaching" into a large, full-time, "professional" cadre duplicating the greatest weaknesses of the formal educator cadres.*
- (i) To ensure that adequate finance (governmental or other) for priority programmes (again governmental or other) is provided.
- (j) To limit the degree to which ease of financial administration and the relatively greater resources of the central government come to dominate NFE priorities, as opposed to participant goals and programme priorities determining institutional channels and financial procedures.⁴

SELECTED ASPECTS OF ORGANIZATION

Organization to include, consolidate, channel and make effective participant perceptions of needs and of programmes is critical. Beyond that assertion, (and endorsing finding ways of ascertaining these perceptions via grassroots participation on all NFE implementing, planning and evaluation bodies), organization

*The countries with large, mass-oriented, rapidly executed NFE programmes (e.g. Vietnam, Cuba, Mozambique, Tanzania) have not depended primarily on full-time, professional teaching cadres.

cannot be treated fully here because it is integrally linked to much broader issues of political participation and of workers and peasant control over and power to discipline decision takers, professionals and functionaries. The same holds true of national planning which can hardly be discussed as a sub-topic under NFE organization.⁵

Six aspects of organization will be touched on: strategic, person-power, operational, programmatic, supporting services and financial resources:

(a) *Strategic organization* is basically a framework for co-ordinated planning (including review and revision) by all involved institutions. It is most uniformly important at national and community (town, village, rural district) levels but may be equally critical at state, provincial, district or island levels in some contexts. This aspect of organization should make possible fitting together four basic sets of inputs: potential and actual participant demands, national (or sub-national) development goals, existing programmes, and new proposals, to arrive at strategic identification of main activities and institutional responsibilities; in brief, an NFE section of annual and multi-year development planning articulated broadly by programme, institution and location.

(b) *Person-power organization* has two broad aspects—participants seeking primarily to learn, and resource personnel (who, it is hoped, will learn but who have quite specific inputs to provide.) The first aspect involves identifying who needs and seeks what types of NFE (groups, individuals, communities), where and when. The second requires identifying availabilities and gaps in persons with skills and capabilities in subject matter (e.g. disease control for cocoa, child and mother care, French for Swahili speakers, political participation), supporting services (e.g. book design, radio programme development, printing), and communications (e.g. discussion group leading, literacy teaching, skill development, agricultural or health extension.) The availabilities must perforce influence what initial programme building is, and the remaining gaps lead to person-power development for both full- and part-time, care and supporting service personnel.

As one of its main goals, research and evaluation organization needs to translate findings into person-power organization both as to participant performance and also as to specific resource personnel performances and problems.

(c) *Operational organization* depends on what bodies are responsible for implementing non-formal education. A Ministry, a branch of an international voluntary agency, Unesco, a diocese, a village council, a women's group in a deprived urban neighbourhood will not (and neither could, nor should) organize NFE in the same way. There is little to be said in general beyond the points made earlier on what organization of NFE should seek to achieve (allow), and the stress on maximum access to decision taking, implementation and review for participants and field (literally or classroom or discussion group) resource personnel. Perhaps, however, the need for diversity—depending on the operating body—is one of the organizational points most in

need of repetition because it is so readily forgotten, especially in the context of otherwise desirable co-ordinated strategic planning.

(d) *Programmatic organization* cuts across strategic and operational organization. Some programmes require detailed planning and parallel, interlocking implementation by several bodies and possibly in several geographic locations. Examples would be a national campaign for environmental sanitation,⁶ or a local campaign to build health via pure water, nutrition (including food growing and storage), waste disposal, parasite eradication, general health education. One institution should be primarily responsible (e.g. perhaps the Public Health Division of the Ministry of Health in the one case and a village council in the second) for administration, co-ordination and supervision, with clearly defined responsibilities and forums for consultation for all institutions involved.

In general, these organizational frameworks should be limited to the programme in question and terminate automatically on its conclusion. Co-ordinating organizations only too readily multiply until their participants have no other functions and, equally critical, operating personnel no longer have any real relation to the co-ordination organization.

(e) *Supporting organization* relates to ensuring that specialized services are available to and used by operating bodies. For example, agricultural extension can benefit by printed, graphic, radio and audio-visual materials. However, agricultural personnel are unlikely to be media experts (or vice versa) and need both to have the supporting services made available and to be given some education in their potential uses and limits. Printing and duplicating (e.g. wall newspapers), audio visual materials (including tapes made by participants and circulated to other groups and to "experts") and libraries are among the more evident and general examples of specialized services for which organizational channels to and from NFE bodies are needed. However, other cases will arise (e.g. nutrition education frequently suffers because no parallel agriculture input to facilitate actually growing the new dietary items is provided).

(f) *Resource organization* is needed within each of the preceding organizational aspects. It involves first identifying what real resources are needed (e.g. meeting places, resource personnel, books, slide projectors, shovels, wood for carpentry) and what is already available. Then it goes on to mobilization (acquisition) of the balance of the real resources and finally to drawing up financial requirements from which institutional financial and physical budgets can be derived, bargained for, implemented, controlled and evaluated.

REAL RESOURCE REQUIREMENTS: MAPPING AND MINIMIZING

Resource planning for NFE should begin with real resources. In the first place, one cannot implement a programme with money unless personnel, meeting places and material are available, and in the second, one cannot produce a

credible financial requirement until one has articulated real resource requirements and how these are to be met.

In one sense, of course, even beginning with physical resource requirements is a mistake. The starting point is desired outputs—whatever participants seek to acquire. The next step is to identify programmes and only then proceed to work out what resources they will need. In NFE, as in other areas, there is a real danger of drawing up budgets which justify inputs (money, personnel, buildings) for their own sake or for the sake of programmes, and not in terms of outputs or proxies for output. Again, one purpose of research and evaluation should be to build up usable and determinable proxies for output less crude than enrollment, less speculative than opinion surveys, and more precise than general levels of output or health.

If non-formal education is perceived as a central means of meeting participants' basic human needs and national development targets, the resource requirements will be substantial. In a country of 10 million, the projected enrollment might be of the order of 2½ to 3 million. Given adequate coverage of isolated areas and of topics with high importance to participants or communities, but not mass enrollment, this would require 75,000 to 100,000 'classes.' At three hours average per 'class' per week, 225,000—300,000 meeting place hours would be required. Computing at the rate of one book, four pamphlets, six pencils and two writing pads for each participant, further plausible overall requirements can be projected for articulation and refinement.

The magnitude of these projections has three implications. Imagination is needed to see how they can be met in human and physical terms. Adding 25,000 full-time teachers is likely to be quite unfeasible no matter how much finance is provided. Similarly, maximum use of existing facilities (including salaries) is needed to make the financial budget politically credible. Finally, some radical additions to facilities will be needed in fields well beyond educational contact points to Ministries of Education. For example:

(a) Personnel (and financial) requirements can be radically reduced by using primary school teachers, public and private sector middle and high qualification personnel and anyone with competence in a field for part-time teaching in subjects in which participants have an interest.

(b) For part-time programmes (usually evening or non-working day) there should be little need for new buildings since primary schools, clinics, community centers, mosques, churches normally have space not used at the relevant periods. This can mean a very major saving indeed on capital costs (as well as limiting real construction resource pressures).

(c) Printing 3 million books and 12 million pamphlets per 10 million population for direct programmes (and presumably perhaps half as many more for supporting libraries and work-related programmes) is likely to require major expansion not only of educational writing and editing capacity, but also of printing and publishing, unless the state is both rich and marked by high levels of readership.

As a result, real resource and financial budgets are likely to be quite different in breakdown from those typifying formal educational systems. Salaries of

teachers and places to meet will normally be markedly lower as proportions of expenditure. Supporting materials (from seeds for agricultural courses to newsprint or videotape for community communications workshops) and equipment (similarly, from ploughs through typewriters to tape recorders) will normally need to take a higher share either than in formal education budgets or in most present NFE budgets. Finally, related expenditure (e.g. the writing, editing, printing and publishing chain) will need to go well beyond NFE proper and well beyond what is normally covered in most sectoral formal education budgets.

A FEW KEY AREAS

Five specific resource clusters may require special—albeit brief—specific mention:

(a) **Personnel** requirements fall into four categories: full-time, part-time, related and supporting. Ideally the vast majority will be in the middle two categories with NFE, an additional role entered into for modest remuneration with other significant motivations (including status and public image as well as more selfless ones). Full-time programmes, including teaching all NFE personnel and organization, will require full-time staff. Related personnel are those in fields such as agricultural extension, public (or preventative or paramedical) health, community development, recreation and youth. All of these should certainly be perceived as involved in NFE at the same time as being engaged in existing substantive programmes unlikely to be integrated into education as such, however broadly defined. Supporting personnel include those in media, printing and publishing, specialized facility or equipment production and maintenance. All personnel for NFE require specialized education—especially those with formal education teaching qualifications.

(b) **Places** should pose problems only for year-round full-time programmes like folk colleges and service units (e.g. libraries, NFE personnel training centres and supporting services such as media centres and printing houses.) For the bulk of programmes it is programatically feasible and financially essential to use workplaces, schools (including secondary, technical and tertiary to secure access to laboratories and workshops), general community and religious meeting places, clinics and other government buildings, outside their normal working hours. For genuinely needed buildings there is a need to avoid shabbiness (NFE will not prosper if seen as a poor relation of 'real' education) but an even greater need to limit structures to programme needs. The latter is a requirement education in general fails to meet rather notably. Non-formal education's better performance to date is probably related less to money than to sounder thinking.

(c) **Media** are critical resources both within the programmes and for creating an environment in which NFE is desired and where participants can

build on their experiences by reading, listening, seeing, for self-education and skill enhancement.

Among the main media are: newspapers (including community, wall or mimeed variants); audio-visual facilities (including closed-circuit sets and simple cameras which allow 'class' or community tape-making); books and pamphlets (hopefully with graphic illustrations to help learning directly and to break up the expanse of page after page of type), and channels such as community and workplace libraries; and, finally, radio (especially when linked to supplementary materials and local discussion groups). All these media tend to be in scarce supply, not very oriented to NFE, and often remarkably imitative of the least satisfactory aspects of industrial economy media in a majority of developing countries.

(d) **Materials** needed vary from programme to programme. For example, slates and pencils for literacy; pipes, pegs and lines for simple surveying and village layout; spades, cement, hoes for environmental sanitation (including pit latrine building.) Unfortunately, the articulated requirements are often not worked out with care (e.g. applied agriculture practice programmes with reading material, but no tools, seeds, plants, fertilizer) and are usually under-budgeted initially or are the first areas to fall victim to budget cuts. These are penny wise, pound foolish savings of efforts or money: NFE must be applied, not theoretical. Without adequate materials it inevitably cannot be applied truly.

(e) **Research and evaluation** is intermediate between an aspect of organization and a real resource. To be truly effective, evaluation needs to be integrated into programmes so that results in terms of output (not only cost) become known automatically, and in time, to revise procedures or programmes which are not working as intended. The natural desire not to exhibit one's failings (a desire unfortunately buttressed nationally by most resource transfer bodies and international expert agencies which often exhibit the aversion in a near-pathological form when their own programmes are involved) can be countered by the equally natural desires to remedy them promptly and to build on one's success—both impossible without built-in evaluation. It is relatively silly, especially in educational terms, to plan what is to happen in detail, then fail to collect data to see what is happening and finally to commission detailed detective exercises to see what *did* happen.

Research, like evaluation, should not be the monopoly of programme operators but is most effective if integrated into ongoing operations and at least partially action oriented. While these points are particularly true of new and experimental programmes requiring revision or expansion, generalization or elimination, they also hold for ongoing bread-and-butter (or rice-and-sauce) non-formal education. What is examined usually can then be done better and what is appropriate in 1978 should not be so in 1988, if development is really being achieved.

FINANCE: MOBILIZATION AND CO-ORDINATION

Unfortunately, identifying the actual resource requirements of a programme and converting them into money terms does not end the problem of financing, even after care is taken to limit calls on resources. In the first place, there is never enough money or real resources for all programmes which could be justified were there no financial constraint. Further, the fitting together of real resources and finance is very often not a simple exercise. Third, resource mobilization (real or financial) is not a zero sum game; some routes reduce and some increase either resources or the cost of the programme.

The first problem is not unique to NFE. Ultimately, it is a combination of problems. First, the relevant decision-takers have to be convinced that NFE is of adequate priority to justify the allocation of resources. Included among these decision-takers will be treasuries who will be asked for 2½ percent of their recurrent budgets, primary school teachers who will be asked to devote eight hours a week to NFE programmes, and radio stations who will be asked to allocate 20 percent of broadcasting time and adequate personnel to educational programming. They will be expected to justify the allocation in absolute terms and in comparison with what will have to be cut out (constables or offices, leisure or part-time work, music or political speech coverage) to allow NFE the resources sought.

The second problem is determining what cuts can be made with minimum damage to goals when the maximum obtainable resource allocation falls short of that sought.

The second topic is beyond the scope of this paper as it depends on the substance of NFE and the needs which are central to a particular context. To convince relevant decision-takers, NFE planners must:

- (a) Demonstrate that NFE is critical to the person or body with the resources (i.e. that it will meet specific development goals for the Treasury or Cabinet) and that teaching will provide income and raise the status of the primary school teacher within the community.
- (b) Present a convincing case that care has been taken to avoid unnecessary resource demands and to include all costs (over-expenditure of money is unpopular with treasuries, attempted 'over-expenditure' of personnel leads to gaps in programmes.)
- (c) Build a record of past achievement on which to base claims as to future performance, again, in terms relevant to the decision taker approached.
- (d) Serve participants' goals in a way which leads to a 'constituency' willing and able to express its support to officials, agencies, members of parliament and political parties.

FITTING THE PIECES TOGETHER

No NFE strategy is likely to involve only one agency. Nor are all participating bodies likely to list their programmes as NFE. For example, agricultural exten-

sion and health/nutrition education by paraprofessional and professional staff associated with clinical or environmental programmes are very unlikely to appear as Non-Formal Education or even as 'Education' in formal budgets. Equally not all institutions and agencies will share a common budget (federal, state and local government, community organizations, voluntary agencies).

A strategic budget—physical and financial—for all NFE is desirable because it gives an overview of relationships among different segments and an overview also of the different financial and real resource capacities and requirements of the various component units. Since it is by definition a sketch, it is unlikely to be useful to treat it as a formal operational budget draft or even to carry it out in the detail needed for such a budget.

The key (and in almost all cases dominant) source of finance should be the central budget (or the state budget, if NFE is at state level in a federal system.) This is a matter of necessity as a serious NFE strategy requires resources beyond the capacity of other institutions. If other institutions (local government or community, voluntary agency or employer) are better placed to mobilize personnel and/or facilities then they should receive financial transfers to allow them to do so. Certainly economies of scale are usually greater in raising funds for core programmes than in programme operation, mobilizing personnel or securing funds for associated or experimental programmes.

Mobilization is critical because using brute financial force is expensive in money terms (e.g. building new 'classrooms' instead of using community, voluntary body or primary school space.) It also reduces the range of participation possible (e.g. a full-time professional teacher cadre versus part-time 'volunteers' paid honoraria or supplementary wages and combined with a limited full-time staff) by increasing real resource costs, probably damaging the quality of the NFE and endangering diversity and responsiveness to participants' perception of their own needs. That side of the financial problem is really an organizational one—keeping the tensions between co-ordination and participation, efficiency and diversity, professionalism and creative enthusiasm.

On the other hand, mobilization of external funds—by agencies or governments—needs rather more systematic attention than it has usually received, in the light of national NFE priorities. First, it has usually been too donor-initiated, and the way it did or did not relate to overall national and community efforts has been inadequately articulated. Co-ordination is critical even in respect to voluntary bodies' random solicitation abroad by all and sundry is not likely to be efficient either in maximizing receipts or in relating to participant needs. Second, many governments have not given enough priority to seeking funds for NFE (at least judging by the startling response some have encountered with offers exceeding their 'bargaining' draft requests). Third, the ways in which foreign resources (funds, personnel or physical resources) can best be used to fill gaps deserves serious, not random attention. This is especially true because in most countries much equipment (e.g. audio visual, typewriters, printing presses) and some materials (e.g. paper, books) must be imported, and for imports, finance in the form of foreign exchange has distinct advantages.

SOME INTERNATIONAL ASPECTS

Non-Formal Education is not a field in which international organization of programmes or replication of one country's organization in another are plausible goals. Even in respect of finance, national sources should normally be basic, such as the use of local resources, flexible structures, diversity and nationally or locally devised programmes. These features do not readily fit into most aid patterns. That said, there are a number of aspects in which NFE organization and finance can benefit from international co-operation. (In respect of organization these are by no means necessarily from North to South; Tanzanian experience may well be relevant to the United Kingdom or Highland Papua New Guinean or Arctic Canadian programmes):

(a) Conferences and workshops at various levels from field (or street) workers down to Ministers and on different special sub-areas from radio and audio visual through agricultural extension. (Quite probably organization and finance would rarely be a central theme for a conference or workshop but a supporting theme in many.)

(b) Exchange of personnel—again, at all levels and in all specialities—among participating countries and organizations whether on study visits or more extended operational and operational research assignments.

(c) Preparation and dissemination of materials on local, national and cross national experiences, not so much as guides to action but rather to stimulate and catalyze thinking and action by readers with partially divergent but partly similar contexts, backgrounds and problems.

(d) Provision of funds, personnel and materials—when requested—to support and be integrated into national or local efforts, with special emphasis on areas new to the requesting country (in which the cooperating personnel have some experience).

(e) Joint programmes (especially among small countries in one region or in respect of cross-country evaluation and research) in which economies of scale or of variegated backgrounds are likely to be high.

These five areas are all within the broad field in which the Commonwealth should be able to be one effective medium for co-operation. The first three require flexibility, capacity to respond rapidly to expressed needs and an acceptance that exchanges are multi-directional, not simply from rich to poor countries. Rather than large sums of money, the fourth requires recognition of the value of technical co-operation among developing countries as well as thought about the potential of North-South aid and technical assistance. The last may be particularly relevant to Pacific, Caribbean and Southern African regional sub-groupings.

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3. For example, in the folk development colleges, strengthened personnel and finance also meant re-centralization with rather uneven district and village involvement in programme control. See Kassam, *op. cit.*
4. Mbilinyi and Kassam, *op. cit.*, illustrate the substantive links which come with access to finance, especially when the financial source is concerned with the effective use of funds.
5. For a detailed discussion, see R.H. Green, *Adult Education in National Development Planning: Notes Toward an Integrated Approach*. German Adult Education Association (Konstantinstrasse 100, 5300 Bonn 2, Federal Republic of Germany) and International Council for Adult Education (29 Prince Arthur Avenue, Toronto, Canada M5R 1B2), 1977.
6. The complex and multi-institutional nature of a major campaign's organizational side is shown in B. L. Hall, *The Structure of Adult Education and Rural Development in Tanzania*. Institute of Development Studies at University of Sussex, Discussion Paper No. 67, 1975, and B. L. Hall and T. Dodds, 'Voices for Development: The Tanzanian National Radio Campaigns', *International Extension College, Broadsheet No. 6*, 1974.

Organisation et financement de l'éducation permanente

L'éducation permanente, que l'auteur définit comme une éducation totale en dehors du système normal d'éducation et qui tient compte des besoins de base de l'homme et des objectifs de développement national, dépend très étroitement d'une bonne organisation et d'un bon financement. Les planificateurs doivent essayer d'encourager la collaboration des participants à la détermination des programmes et de favoriser les initiatives d'innovation et d'autarcie; de faire appel, dans la mesure du possible, à des simples particuliers motivés de façon à éviter la création d'un cadre "professionnel" d'enseignants spécialisés dans l'éducation permanente et doivent essayer de s'assurer que des fonds suffisants sont disponibles pour les programmes prioritaires tout en veillant à ce que les ressources du gouvernement central ne dominent pas les priorités de l'éducation permanente.

L'organisation présente plusieurs aspects: *un aspect stratégique*, pour coordonner la planification en fonction des exigences des participants, des objectifs de développement national, des programmes existants et des nouvelles propositions; *un aspect de ressources humaines*, pour l'identification des étudiants et du personnel de documentation; *un aspect opérationnel*, pour s'assurer que les participants et le personnel de documentation auront un accès maximal aux prises de décisions; *un aspect touchant les programmes*, pour favoriser les programmes qui ont besoin d'un corps centralisé, comme une campagne nationale d'assainissement de l'environnement; *un aspect de soutien*, en ce qui concerne les dispositions à prendre pour offrir des services spécialisés tels que du matériel audio-visuel pour l'enseignement agricole postsecondaire; *un aspect de documentation*, pour l'identification des ressources nécessaires, de ce qui est disponible et pour la recherche de documentation complémentaire. L'utilisation appropriée du personnel existant (enseignants à temps partiel et personnel d'enseignement agricole postsecondaire et de développement communautaire, etc.) et des locaux (écoles, églises, etc. en dehors des heures de travail) peut contrebalancer les coûts élevés encourus dans l'effort d'enrichissement en ressources de soutien—matériel et équipement, depuis les graines et la documentation imprimée aux charnières et magnétophones, et dans les domaines connexes tels que l'écriture et la publication. Les travaux de recherche et d'évaluation doivent être intégrés aux opérations en cours de façon à ce qu'il soit possible de réviser les programmes selon le besoin.

Étant donné que les stratégies de l'éducation permanente font appel à plusieurs agences et exigent des ressources considérables, la disponibilité d'un budget stratégique (et non pas d'un budget opérationnel ordinaire) est souhaitable pour les coûts estimatifs des besoins et des res-

sources. Par contre, le financement des programmes devrait être couvert par un budget central. Il faut systématiquement faire attention à la mobilisation et à la coordination des fonds externes, y compris les ressources étrangères. Les besoins locaux ou nationaux doivent déterminer la nature des programmes et fournir les ressources de base, mais au niveau de l'organisation et du financement, l'éducation permanente peut bénéficier de la coopération internationale sous la forme de conférences et d'ateliers, d'échange de personnel, de préparation et de distribution de documentation visant à stimuler la pensée de l'acquisition de fonds, de personnel et de matériel lorsque c'est nécessaire, et de programmes en commun pour les petits pays d'une même région géographique. Le Commonwealth pourrait être un intermédiaire efficace pour un tel effort de coopération.



Organización y Financiamiento de la Educación No Formal

Una buena organización y un buen financiamiento son esenciales para la Educación No Formal, la que el autor define como toda educación fuera del sistema de educación formal y que se relacione con las necesidades humanas básicas y con las metas de desarrollo nacional. Los planificadores deben intentar aumentar la determinación participatoria de los programas y alentar la innovación y la auto-confianza, hacer un uso máximo de individuos motivados para evitar la creación de un cuadro "profesional" de profesores de ENF, y asegurar que se proporcione un financiamiento adecuado para los programas prioritarios que evite que los recursos del gobierno central dominen las prioridades de ENF.

La Organización incluye varios aspectos: *estratégicos*, para coordinar la planificación basada en la demanda participatoria, las metas de desarrollo nacional, los programas existentes y los nuevos proyectos; de *potencial humano*, para identificar a los estudiantes y al personal de recurso; *operacionales*, para asegurar el máximo de acceso de los participantes y del personal de recurso al proceso de toma de decisiones; *programáticos*, para facilitar aquellos programas que necesitan un cuerpo centralizado, tales como una campaña nacional de sanidad ambiental; de *apoyo*, para disponer de servicios especializados tales como materiales audiovisuales para extensión agrícola; de *recursos*, para identificar cuáles son los recursos necesarios, de cuáles se dispone, y cómo se pueden suplir las deficiencias. El uso imaginativo del personal existente (profesores de jornada parcial y personal de extensión agrícola y desarrollo comunitario, etc.) y de medios (escuelas, iglesias, etc., fuera de las horas de trabajo) puede compensar los fuertes costos involucrados en la expansión de recursos de apoyo—materiales y equipo que va desde semillas y papel de imprenta a arados y grabadoras. La investigación y la evaluación deberían integrarse en las operaciones en curso de tal manera que los programas puedan revisarse a medida que sea necesario.

Dado que las estrategias de ENF generalmente involucran más de una agencia, y requieren recursos substantivos, es conveniente contar con un presupuesto estratégico (en oposición a uno operativo formal) para tener una visión global de las necesidades y los recursos, y un presupuesto central que debiera ser la fuente clave de financiamiento. Debe prestarse atención sistemática a la movilización y coordinación de fondos externos incluyendo los recursos del extranjero. Aún cuando las necesidades locales o nacionales deben determinar los programas y proporcionar los recursos básicos, la organización y el financiamiento de la ENF puede beneficiarse de la cooperación internacional mediante conferencias y talleres, intercambio de personal, preparación y disseminación de materiales para estimular la investigación, provisión de fondos, personal y materiales cuando se requieran y programas conjuntos entre países pequeños de la misma región. La Comunidad Británica de Naciones podría proporcionar un medio eficaz para tal cooperación.