

BIBLIOGRAPHIC DATA SHEET

1. CONTROL NUMBER
PN-AAJ-7242. SUBJECT CLASSIFICATION
JL00-0000-0000

3. TITLE AND SUBTITLE (210)

DS/ED nonformal education, 1970-1980; a retrospective study

4. PERSONAL AUTHORS (100)

Krueger, Chris; Moulton, Jeanne

5. CORPORATE AUTHORS (101)

AID/DS/ED

6. DOCUMENT DATE (110)

1981

7. NUMBER OF PAGES (120)

87p.

8. ARC NUMBER (170)

37Ø.K94

9. REFERENCE ORGANIZATION (130)

DS/ED

10. SUPPLEMENTARY NOTES (500)

11. ABSTRACT (950)

12. DESCRIPTORS (920)

Non-formal education

AID

Education

Education for development

Educational research

13. PROJECT NUMBER (140)

14. CONTRACT NO. (150)

DS/ED

15. CONTR.
TYPE (160)

16. TYPE OF DOCUMENT (160)

370
K44

DS/ED
NONFORMAL
EDUCATION
1970-1980

a retrospective
study

chris krueger
jeanne moulton
may 1981

A RETROSPECTIVE STUDY OF THE
DS/ED NONFORMAL EDUCATION PROGRAM
1970-1980

Chris Krueger
Jeanne Moulton

May 1981

SF-147-PE-86

SUMMARY

The body of this report includes an overview of the objectives and the program implementation in nonformal education followed by the Development Support Bureau Office of Education (DS/ED) in the 1970s. Some comparisons are made with the work of other international donors and with other AID bureaus; conclusions and recommendations for the 1980s are offered.

In 1970, what is today DS/ED selected nonformal education as one of three Key Problem Areas in which to focus efforts. The selection was prompted by the widely recognized need for alternatives to the expansion of schooling as the basis of AID's education development strategy. But while the need for alternatives was widely recognized and intensified by the growing concern for rural peoples as beneficiaries of development processes, there was neither consensus about appropriate strategies nor institutions ready to offer leadership in what was beginning to be known as non-formal education.

Since the selection of nonformal education as a key problem area, DS/ED's commitment to nonformal education has been unique among international donors and even within AID itself. Other donors and offices have pursued a whole range of educational innovations, but without similar planning, intensity or concern for the development of the field per se, and often under a different name (e.g., life-long learning, basic education, project-related training, etc.). In contrast, DS/ED set out to build a nonformal education knowledge base, examine and test promising models, disseminate ideas and information and build technical support capacity in order to establish nonformal education as a development strategy and to assist in identifying and refining the roles, resources, methods and techniques which could make it most effective.

The early 1970s was a period of reorientation throughout the Agency but particularly in education. From 1971-1973, the only major nonformal education project was contracted to Michigan State University's Institute of International Studies in Education and aimed at producing a knowledge base, diffusing ideas and examining the needs and prospects for nonformal education. In 1974-1975, DS/ED's nonformal education program moved into field-based institutional development complemented by several small research activities and by ongoing work at IISE. A 211d grant was made to the University of Massachusetts Center for International Education and a program development grant to World Education. Both institutions carried out applied research projects which included experimenting with and refining participant-centered nonformal education methods and techniques, materials production and program design and management. The U Mass projects had a rural literacy-community development emphasis. World Education began testing what they term the Self-Actualization Method among rural women whose activities have been generally directed towards income generation. Complementary small research activities have focussed on specific aspects of nonformal education (planning, cost analysis and evaluation) and on client groups (women, preliterates, families, communities).

Towards the end of the decade, DS/ED became preoccupied with the issues of institutionalization/organizational support for nonformal education in developing countries. Earlier projects had been largely, often highly, successful in accomplishing their objectives, but in few developing countries was nonformal education being recognized and supported as an important national development strategy and given the requisite resource base and other organizational supports. Without such institutionalization, spread effects were being curtailed, impacts lessened and nonformal education held as inferior to formal education. On the other hand, much of the effectiveness of nonformal education activities lay in their grass roots nature and DS/ED officials and contractors had early warned against the dangers of bureaucratically overwhelming nonformal education's mode of operation. On more than one occasion, attempts to institutionalize successful programs within a Ministry of Education had instead defused the effectiveness of the program. In order to define and build appropriate organizational support, DS/ED planners began to work with LDC institutions to inventory nonformal education activities and to discover ways to systematize and sustain them.

At the project level, work began in 1977 to develop three intermediate (neither grass roots nor national bureaucracy) institutions as service centers capable of providing materials support, training and technical assistance for nonformal education activities within a country. By 1979, two other major steps were taken in this LDC institutional development plan. The first was a concentrated effort to inventory ongoing nonformal activities in a country, assess their strengths and weaknesses and strengthen existing institutions to act as service agencies to meet those needs. Simultaneously, the Michigan State Nonformal Education Information Center selected three LDC institutions (one each in Africa, Asia and Latin America) to become regional information clearinghouses dedicated to network-building among clients following the lead of NFEIC itself. Thus, LDC institutional development had become the core of the continuing DS/ED nonformal education program after a 1970s period of conceptualization, experimentation and progressive achievement in virtually all the dimensions of nonformal education programming and implementation.

However, in spite of substantial achievements made by a comparatively small program (some 16 million dollars and 20 projects), there have also been shortcomings. Objectives identified for the program in 1970 have largely been accomplished, but little progress has been made in two important areas--multi-sector/integrated rural development programming and collaboration with other bureaus and donors. Even more seriously, while DS/ED's nonformal education programming has emphasized client participation and has operated more closely to local level conditions than most other Agency programs, there is little evidence of efforts to become familiar with local social and cultural realities and to include these in project design, implementation and evaluation.

This report recommends that those deficiencies be overcome within a program for the 1980s which continues to build appropriate nonformal education organization in developing countries.

Specific recommendations urge DS/ED to

- Continue its current commitment to strengthen LDC institutions and to experiment with appropriate forms of organizational support for nonformal education at regional and national levels
- Make an assessment of the impacts which have resulted from the DS/ED nonformal education program to date, compare those impacts with those which have resulted from other types of education programs and with "nonformal education" as done under the sponsorship of other organizations (especially private sector); use the exercise to develop and test methodologies for impact evaluation which are participatory by nature
- Elaborate a plan for its nonformal education program for the 1980s which builds on achievements already made, but which addresses such shortcomings as the lack of cross-sectoral collaboration, of attention to local culture and of exchange with other donors and which considers ways to work more effectively with private voluntary organizations
- Make the study of appropriate organizational forms for nonformal education the center of its nonformal education research and development activity
- Make more effective utilization of the potential of the Nonformal Education Information Center regarding analysis of nonformal education accomplishments, trends and needs on a regional basis and make a stronger commitment to the development of regional nonformal education information centers/service agencies
- Hold a series of meetings/conferences with AID personnel, contractors, and representatives from other international assistance agencies (especially the World Bank) and from relevant non-governmental organizations to discuss the direction of nonformal education for the 1980s.
- Encourage and support institutions which are currently part of the Institutional Involvement, Structuring and Network projects to develop cooperative relationships and to form the basis of an LDC-based nonformal education service network
- Make fullest possible use of the combined capability in nonformal education already acquired by Michigan State University, the University of Massachusetts, World Education, the Academy for Educational Development, Creative Associates and the University of California at Los Angeles in strengthening the projected LDC-based nonformal education network
- Develop more effective intraoffice working relationships between nonformal education and development communications personnel so that projects which are built with both types of components benefit fully from inputs from both types of specialists

TABLE OF CONTENTS

	Page
SUMMARY	i
LIST OF TABLES AND FIGURES	v
LIST OF ACRONYMS	vi
INTRODUCTIONviii
GENESIS OF THE NONFORMAL EDUCATION PROGRAM IN THE TECHNICAL ASSISTANCE BUREAU	1
Nonformal Education Definitions	2
A DECADE OF DEVELOPMENTS IN NONFORMAL EDUCATION IN DS/ED	6
Policies and Concepts	6
Michigan State University	13
University of Massachusetts	22
Other Nonformal Education Projects	26
NONFORMAL EDUCATION IN OTHER DONOR AGENCIES AND AID OFFICES	37
CONCLUSIONS	47
RECOMMENDATIONS	54
NOTES	59
BIBLIOGRAPHY	61
INDIVIDUALS INTERVIEWED	69
APPENDICES	70
UNIVERSITY OF CALIFORNIA AT LOS ANGELES--NOTES ON THE INSTITUTIONAL DEVELOPMENT GRANT	71
NONFORMAL EDUCATION AND EDUCATIONAL TECHNOLOGY	74
ADDITIONAL TABLES AND FIGURES	76

LIST OF TABLES AND FIGURES

	Page
Table 1. NONFORMAL EDUCATION LONG RANGE WORK PLAN (1971-1975) . . .	4
Table 2. REQUIREMENTS FOR THE DEVELOPMENT OF AN ACTION PROGRAM IN NONFORMAL EDUCATION	7
Table 3. DS/ED NONFORMAL EDUCATION PROGRAM—PROJECTS, IMPLEMEN- TATION PERIOD AND COST	12
Table 4. NONFORMAL EDUCATION SHORT TERM WORK PLAN (December 1970 - July 1971)	76
Table 5. ANALYSIS OF WORLD BANK/IDA LENDING, FY 1963-1978 (Actual) AND FY 1979-1983 PROJECTION	77
Figure 1. MEMBERSHIP IN NFEIC NETWORK BY REGION, 1976-1979	17
Figure 2. MEMBERSHIP IN NFEIC NETWORK BY ORGANIZATIONAL AFFILIATION	18
Figure 3. DISTRIBUTION BY MONTH OF INCOMING DOCUMENTS TO NFE INFOR- MATION CENTER	20
Figure 4. SUMMARY OF INTER-AMERICAN FOUNDATION EXPENDITURES FOR FY 1980	78

LIST OF ACRONYMS

AAI	African American Institute
AED	Academy for Educational Development
AID	Agency for International Development
AID/W	Agency for International Development, Washington, D.C.
BVE	Basic Village Education
CEDEN	Center for the Development of Nonformal Education (Colombia)
CIDE	Center for Research and Development of Education (Chile)
CIE	Center for International Education, University of Massachusetts
DSB	Development Support Bureau
DS/ED	Development Support, Office of Education (AID)
ETS	Educational Testing Service, Princeton, New Jersey
FSU	Florida State University, Tallahassee
FY	Fiscal Year
GWU	George Washington University, Washington, D.C.
IAE	Institute for Adult Education (Ghana)
IAF	Inter-American Foundation
IBRD	International Bank for Reconstruction and Development/World Bank
ICED	International Council for Education and Development
IISE	Institute for International Studies in Education, Michigan State University
INADES	African Institute for Economic and Social Development
KPA	Key Problem Area
LA	Latin America
LDC	Lesser Developed Country
LDTC	Long Distance Teaching Centre (Lesotho)
MSU	Michigan State University
NFE	Nonformal Education
NFEIC	Nonformal Education Information Center
OFIPLAN	Office of Planning (Costa Rica)
PEA	People's Education Association (Ghana)
PIO/T	Project Implementation Order for Technical Services
RDA	Research and Development Area

SAM Self-Actualization Method
TAB Technical Assistance Bureau
UCLA Univeristy of California Los Angeles
U Mass University of Massachusetts
UNESCO United Nations Educational, Scientific and Cultural Council
UNICEF
USAID United States Agency for International Development
WID Women In Development

211d Reference term for Institutional Development program of
the Agency for International Development

INTRODUCTION

In 1970, AID's Technical Assistance Bureau selected nonformal education as a priority area for development assistance after consultation with AID staff members worldwide and with university faculty and other experts experienced in the educational needs and realities of developing countries. By 1980, the Development Support Bureau (formerly TAB)¹ had made a major contribution towards establishing nonformal education as an approach to education and development in place of the earlier, more narrow preoccupation with the expansion and improvement of schooling typical throughout the development establishment.

This study reviews the evolution of that program, compares it with similar efforts by other international assistance agencies and offers conclusions and recommendations for continued program development. First, the study examines the origins and formation of the nonformal education policy and program within AID. Next, an overview of projects provides a picture of what has been attempted at the level of implementation. The following section compares DS/ED's nonformal education program with programs carried out by the World Bank, Unesco, Unicef and the Inter-American Foundation as well as with other AID bureaus. Finally, an assessment of the decade's activities is offered in the form of conclusions which also lead to recommendations for the program as it continues into the 1980s.

We sincerely thank those who made this report possible by participating in conversations and interviews, supplying us with helpful documents and commenting on earlier drafts. We hope that the final product will prove useful to them and to the DS/ED nonformal education program as it continues in the 1980s.

GENESIS OF THE NONFORMAL EDUCATION PROGRAM
IN THE TECHNICAL ASSISTANCE BUREAU

By the middle and late 1960s, evidence accumulating on the ineffectiveness and inefficiency of programs to expand public school systems in developing countries had culminated in the widespread perception that that strategy should be superseded or at least complemented by alternative efforts to meet the "world education crisis."² Impetus for new initiatives in AID's approach to education in developing countries came from both external and internal sources. In a 1966 message to Congress, President Johnson called for "new initiatives" in teacher training, vocational/technical education and in bringing modern technology to bear on critical educational bottlenecks, in particular illiteracy. The 1969 reorganization of the Agency intensified AID's search for educational alternatives and charged the newly created Technical Assistance Bureau (TAB)

. . . with the responsibility for leading Agency efforts to mobilize professional attention in depth on the most important problems impeding achievement of the modernization and development purposes pursued by the developing countries with U.S. support (Annex B, Action Memorandum to All Directors of Offices and Staffs).

Joel Bernstein, the newly appointed head of TAB, initiated a bureau-wide process to identify "Key Problem Areas" in which TAB would focus its efforts for the next three to five years. In the Office of Education and Human Resources, Bernstein recruited John Hilliard, formerly of the Ford Foundation Overseas Program, as director. Hilliard delegated the specific task of promoting and overseeing the definition of KPA's in education to Steen McCall who consulted with education specialists inside and outside the Agency and arrived at a list of seven problem areas.³ However, seven were judged too many for the depth of concentration implied by the KPA strategy and after a second narrowing, the TAB Executive Committee settled on educational technology, nonformal education and educational finance and management as three critical areas in which AID might make substantial contributions.

At the same time, several assumptions about education and development during the 1970s were explicated:

1. There will be a major effort towards rural transformation.
2. Urgent and sustained efforts will be made to provide and expand employment in the modern, intermediate and traditional sectors, but the largest component of employment must derive from the traditional and intermediate sectors.
3. Serious and perceptive efforts will be made to related all aspects of education more directly and more meaningfully to development problems, needs and possibilities.
4. A major effort will be made to control population growth, both in total terms and in distribution and that this effort will be broadened to envisage the overall function of women in development.

5. Population growth and social demand will maintain growing pressures for larger quantities of education in the face of declining rates of growth in educational expenditures.
6. Political, as well as social and economic, realities will compel much more serious concern with nonformal education and human resource development for non-school populations.
7. Increasing reliance will be placed upon new technologies for many developmental purposes.

Despite this formulation of KPA's and of assumptions about the challenges facing education during the 1970s, the definition of nonformal education itself remained vague and, as we shall see, it has taken the entire decade to actually build a program which matches that envisioned in 1970-1971.

Nonformal Education Definitions

In this KPA, the aim was to

Evaluate the experience of the LDC's (and the U.S.) with non-formal educational programs, and to foster experimentation and transfer of knowledge of successful experiences between the LDC's.

Both the term nonformal education and the lack of clarity in defining it were symptoms of the fact that those involved in launching this new program were surer about what they were moving away from than about what they were moving towards. For example, one finds "definitions" such as

A miscellaneous grab bag identified by such words and phrases as continuing education, inservice training, career development, work-study programs, extension, correspondence, apprenticeship, adult education, skill training, on the job training, labor education, worker participation programs, self-help learning, community education, home study courses, etc.

There was also a tendency for some authors of early documents to use the term "nonformal education," while others preferred "informal education." Again, nonformal education was sometimes used within quotation marks.

Other attempts at definition resorted to giving clues and making observations about both the substance recognized as nonformal education and the problems it might address. For example,

1. All developing countries have nonformal education systems whether these are recognized or not.
2. Nonformal education activities are not given the organization, prestige and leadership which might nurture and strengthen them as a major instrument of development for populations without access to schooling.
3. UNESCO is already involved in aiding and prompting countries to gather systematic data about out-of-school educational activities.

4. Previously, AID has been more involved in out-of-school training programs, but these had declined with the disappearance of the primary internal sponsor, i.e., the Industry and Productivity Division.
5. New AID assistance in this area should support "a truly indigenous growth of nonformal education rooted in LDC needs and in accordance with their resources.

By August 1970, TAB began to identify its own role in nonformal education more clearly. Fundamentally, it would be a "low key, persistent approach at encouraging host governments to pursue the potential of nonformal education" by offering them innovative ideas and a view of education as a chain of options for various populations and purposes. By December, short and long term work plans were laid out (See Tables 1 and 4). The short range plan, to be accomplished by July 1971, centered on opening lines of communication and cooperative planning within the Agency and with other donors on behalf of nonformal education and its potential as a development strategy. It appears that most of the simpler tasks in the 15 point plan (work on the definition of nonformal education, compilation of a bibliography and circulation of a definitive paper on the KPA to other units in AID) were carried out within the anticipated time frame. However, more substantive and complex tasks were accomplished only partially if at all and over a much longer period than originally specified. For instance, contacts with other organizations (IBRD, ICED, AAI, Asia Foundation and Ford Foundation) were initiated, but did not develop into firm working relationships. Likewise, internal relationships within AID/W and between AID/W and the country missions remained weak.

The central purpose of the Long Range Work Plan (FY 1971-1975) was to facilitate "the knowledge generation process and /create/ the framework through which it will be possible for the LDCs, with such assistance as may be appropriate from ourselves and others" to

1. Understand better nonformal education and its overall potential for development.
2. Develop validated bases for judgement and selection concerning three categories and modes of nonformal education which can maximize the human resource development return on investments in nonformal education.
3. Use nonformal education as a means to alleviate at least partially certain of their critical problems in the education sector.
4. Create those institutions and make such other arrangements as will result in the further generation of operationally useful knowledge in the field, a continuing network of information exchange among nations on the subject, and a reasonable degree of organization to make effective the contribution of nonformal education to development.

The plan document went on to emphasize that

Most importantly, the development of knowledge and the institutional framework would proceed over the five years in tandem

Table 1. NONFORMAL EDUCATION LONG RANGE WORK PLAN (1971-1975)

<u>Actions</u>	<u>FY 1971</u>	<u>FY 1972</u>	<u>FY 1973</u>	<u>FY 1974</u>	<u>FY 1975</u>
1. Carry out the 16 actions in the Short Term Work Plan	_____				
2. Develop and refine through successive efforts a body of concepts and doctrine on nonformal education which will be understood and accepted by the LDCs, donor agencies and other interested parties.				_____	
3. Conduct research, case studies, pilot projects and experiments which will contribute effectively to various program objectives				_____	
4. Generate a continuing body of validated case studies of nonformal education in action.				_____	
5. Contract with two or more institutions to conduct studies and research in nonformal education to reduce the knowledge gap which now exists, including subject matter, methodology, organization, administration and cost effectiveness.				_____	
6. Consider one or more UNID grant arrangements in the subject area.				_____	
7. Generate growth-point institutions in selected countries in each geographical region through field seminars or other means, including technical assistance and funding.				_____	
8. Investigate various existing or newly created delivery systems for nonformal education.				_____	
9. Develop and test potential of educational technology for reaching effectively various out of school populations in rural and urban settings.				_____	
10. Conduct studies in the application of nonformal education to major development sectors such as agriculture, health, population, industry, nutrition and social development.				_____	
11. Forge successively stronger links with the other external donors and the international network of interested institutions.				_____	
12. Work with other assistance agencies, particularly the international development banks, in developing and testing the potential of loan funding nonformal education.				_____	

with the development of a 'real life' experience in the LDCs themselves. Such 'real life' experience, for example, will consist of such things as case studies of actual nonformal education activities in being; the development of validated models and alternatives based on actually operating activities; a judiciously selected band of innovative and experimental projects; the selected strengthening or creation of institutional bases of sponsorship or orchestration of nonformal education activities and systems; and a high degree of access to information and actual exposure to nonformal education activities between and among responsible persons within the LDCs themselves.

Taken together, the dozen actions which composed the plan (Table 1) were apparently intended to move nonformal education from a not yet well-defined state to one in which it was regarded as an effective development strategy and enjoyed substantive organizational and financial support both in the donor agency establishment and among LDC institutions and populations.

Thus, at the end of a year spent in coming to grips with its newly identified KPA, the TAB program in nonformal education appeared ready for take-off and some activities were underway. Possibilities for institutional collaboration were being explored with Michigan State University, Stanford University and the African American Institute, and a planning meeting was scheduled with those institutions, the World Bank and the International Council for Education and Development.⁴ AID had itself begun to identify relevant activities in Thailand, Indonesia, Kenya, East Pakistan and some countries in Latin America and had completed a bibliography which contained 85 entries classified under four rubrics: definition and scope, function, delivery systems and target areas. But while there were activities on various fronts, the TAB opinion at the time was that there was "not a single individual or institution with impressive credentials" in nonformal education. That fact, along with the recognition of what was perhaps the primary lesson learned in the two previous decades of development education assistance--that it had been a mistake to attempt to export U.S. institutions to other societies and cultures with a vastly different political economy--contributed to reinforcing the link between nonformal education and a qualitatively different development philosophy. Specifically, it was emphasized that

AID's role cannot be that of exporting a tested product [What is required is] sensitive and perceptive association with the LDCs in conceptualizing, experimenting, model-building and evaluating within the context of the societies, cultures and resources of the LDCs themselves.

A DECADE OF DEVELOPMENTS IN NONFORMAL EDUCATION

Policies and Concepts

In 1972, AID Administrator John Hannah announced the first major changes in the Agency's program and organization since its creation in 1961. The Agency was directed to take a "basic human needs" approach," the implementation of which was also to mean that "assistance projects will be increasingly planned and designed by the host country." In the 1973 Foreign Assistance Act, Congress directed that

United States bilateral development assistance should give the highest priority to undertakings submitted by host governments which directly improve the lives of the poorest of their people and their capacity to participate in the development of their countries (The Foreign Assistance Act of 1961 As Amended in 1973, Chapter 1, Section 102).

As work to establish nonformal education as a priority and alternative development strategy continued in TAB, Princeton consultant Fred Harbison played a key role in orienting the Agency towards a sector approach in education. Following the Overseas Liaison Committee's initiative, he used the term nationwide learning system to refer to all the relevant educational activities in a country, including formal education, nonformal education and "learning generation" provided by employing institutions. Earlier, Harbison and another consultant, George Seltzer of the University of Minnesota, had narrowed the "grab bag" of activities recognized as non-formal education by emphasizing those which could be termed productive educative services

that is, activities and programs within the system of non-formal education which are directly related to increasing man's capacity for work through development of the skill, knowledge, motivation and effectiveness of potential and actual members of the labor force (Harbison and Seltzer 9/23/70).

These concepts were combined to express TAB's view of education as a multi-form, multi-purpose activity carried out to meet a broad spectrum of

development needs and to explain its own concentration on those activities which had "the greatest potential for promoting the social, economic and political development of the less-advanced countries," i.e., programs in agricultural and rural development, urban industrial and commercial training, youth programs and health education (Harbison and Seltzer 9/23/70).

In 1973, two basic documents appeared. "Strategy for the Development of an Action Program in Nonformal Education," identified six program requirements which were adopted by a reactivated Task Force on Nonformal Education in July. Those requirements and suggested courses of action are presented briefly in the columns below.

Table 2. REQUIREMENTS FOR THE DEVELOPMENT OF AN ACTION PROGRAM IN NONFORMAL EDUCATION

<u>Requirement</u>	<u>Course of Action</u>
I. <u>A knowledge base about nonformal education</u>	Being met by MSU which is also developing linkages with other U.S. institutions
<p><u>Note:</u> It is extremely important that nonformal education not be viewed as a self-contained system to be developed by its own resources. Nonformal education must be related to all sectors, and it must make use of resources in educational technology, such as those in Florida State, Stanford and the Academy for Educational Development.</p>	
II. <u>LDCs themselves begin initiating their own action programs concurrently with and as a basis of their own knowledge base</u>	AID commit itself to support for LDC based initiatives in one or two carefully selected countries in each region.
III. <u>An information device to provide background and guidance for the LDCs and donors as they examine local problems in nonformal education:</u> should include a) knowledge and skills that appear necessary in the rural areas to promote development; b) alternative possibilities in urban areas; c) information about relative costs of such programs and about successful experiences in nonformal education in LDCs d) possible delivery systems for nonformal education	Could be part of the MSU portfolio <u>Note:</u> The Task Force recommended that such a document not be considered a handbook, but merely a source book since it was not feasible to develop a prescriptive manual on nonformal education.
IV. <u>An action based research and development program</u>	Build on approach being taken by the University of Massachusetts in its nonformal education project being carried out under contract with the USAID mission in Ecuador
V. <u>Identification of nonformal education alternatives to formal vocational schools skills training</u>	Inventory programs which impart salable skills, assess effectiveness and costs.
VI. <u>Broad country education sector analysis as a basis for planning programs in both formal and nonformal education</u>	Stimulate sector analyses wherever possible and support resultant activities in nonformal education.

In the minutes of a July 1973 meeting of the Nonformal Education Task Force to discuss the plan, special note was made of "the necessity to coordinate the work of this KPA with other disciplines in TAB, as well as the necessity for complete coordination with regional bureaus" (emphasis added).

The AID Education Sector Program 1973 depicted nonformal education as a valid, high quality type of education for imparting life skills and knowledge and for reaching large numbers of people where they lived and worked; as highly diverse in organization, funding and management, as emphasizing local initiative, self-help and innovation; as not only making contributions to its own costs, but as yielding increases in employment, productivity and social participation. In sum, nonformal education was expected to play a major role in making learning a national life-long experience at all economic levels of society. The language of the document was promotional rather than expressive of validated conclusions and went on to note that in fact interest in nonformal education among the developing countries and the AID Regional Bureaus was proving "slow in crystallizing into concrete projects or programs." It also stressed that

To accelerate this process, it is proposed that AID, as a further measure, commit itself to direct funding of LDC institutions for studies, experiments and when appropriate, for full scale trials of nonformal education projects. Such projects would be cast in the research, development and evaluation mold and support by U.S. institutions under contract to AID for development of the nonformal education area.

In spite of the desire to work more aggressively and more directly with LDC institutions, the arrangements for doing so continued to lag. Some lessons from the field were beginning to accumulate and offered as much insight into what not to do as what to do. In 1974, Bernard Wilder of TAB observed that

- We just do not know anywhere what we need to know to plan non-formal education activities When reviewing nonformal education projects, one often has difficulty determining with real confidence what was done, to whom it was done, with what effect or how much it costs.
- Programs often fail in that they tend to help those already the best off . . . or because . . . there is a lack of other services in the local area from technicians of the technical ministries, agriculture, health, community development, animal services, etc.
- Because local units do not often have the resources to continue the program at the same level of quality or in the same quantity, this shift should be anticipated and programs designed at the outset with eventual funding levels in mind.
- A large factor in success . . . is the effective mobilization of local leadership and the formation of new, or the utilization of already existing local representative groups. . . . The more a change agent is perceived to be like and hence trusted by the members of the target audience, the more successful he will be in bringing about change.
- In order to reflect the real needs of the area served and to be flexible enough to change as those needs change, a program must begin with a survey of the target area to determine what skills are present and what new ones are needed to attack specific development problems. Likewise, teaching materials must be developed and packaged to fit those needs.

According to Wilder, the definitional problem persisted. While he admitted that this had been "troublesome from the first," he affirmed that "we will continue to use a working definition with four elements:"

1. Although they may be linked to formal schools in several ways, such as sponsorship and shared facilities, nonformal efforts are outside the formalized, hierarchical structure of the graded school system.
2. Nonformal education is a deliberately planned educational effort, having identifiable sponsorship, goals and programs. It is not "incidental" or "informal."
3. The "nonformality" of an educational effort is taken to reside in its location, sponsorship and administration, but not in either its purposes, its pedagogical character or its credentialing status.
4. Given these definitional constraints, our particular interests lie in a subset of educational efforts that also have identifiable development purposes related to the contextual setting in which they take place.

Although there was and still is discontent over a precise definition of nonformal education, a great deal had by that time been articulated by Michigan State University professors so that nonformal education was well on its way to being understood even without tight, shorthand terminology and Wilder, who had studied at MSU before coming to TAB, wrote confidently:

The general concept has already had an extremely important impact on thinking about education in the LDCs and elsewhere. In contrast to what had been happening ten years earlier, the introduction of the concept of nonformal or out-of-school education has helped to sensitize planners and educators to the fact that education is not confined to school, that typically over half the expenditures on education are made outside of the Ministry of Education, that education outside the schools is usually more directly tied to development objectives and has a more immediate pay-off Several LDCs are beginning to consider the problem of human resource developments and investments in education very broadly. In the terms of Frederick Harbison, the "Total Learning System" is being considered.

And the unidentified author of another TAB document in 1974 looked towards the future and predicted:

In all likelihood, the future development of nonformal education will see an increasingly interdisciplinary approach with nutrition, hygiene, agriculture, family planning, as well as providing basic skills training. The idea of "recurrent education" or "life long education" in a nonformal context will begin to take root. Centers of nonformal education will develop and be the focal points for linkages in a world-wide network.

By 1976, increased involvement in nonformal education by other Agency offices raised the question of whether continued TAB emphasis would be a

duplication of efforts being made elsewhere in the Agency. However, TAB justified an acceleration of its own program because its still largely unrealized goals projected a qualitatively different approach from ongoing nonformal education activities. The TAB program was aimed strongly at creating expertise in nonformal education in the LDCs themselves by fostering organizational models and interorganizational networks. Moreover, TAB personnel regarded that many of the projects planned by other agency offices and missions merely reproduced grown-like-Topsy programs, i.e., highly localized and carried out in the traditional mode of adult education and various types of skills training, often without careful design and orchestration. In contrast, TAB reiterated the need to help bring such disparate activities into a more coherent direction with appropriate organization and commitment of resources.

Experience was proving that educational establishments which had evolved in conjunction with formal education were largely unequipped to provide the kind of support system required by nonformal education and by 1977, Wilder reported that for over a year, DSB (TAB until 1976) had been engaged in conceptualizing a "non-bureaucratic organizational model to support community and nonformal education activities without trying to put them all in one nation wide system." That work was being done with James Hoxeng, who had come to DS/ED in 1975 after work in field-based nonformal education, most notably with the University of Massachusetts' project in Ecuador, which had become a model for much of what DS/ED was seeking to incorporate into its own program. The organizational mode which they advocated was that of a special service agency, preferably built upon existing organizations involved in nonformal education and for the purposes of upgrading technical assistance in four areas: materials development, training, communications and finance (as a credit source capable of providing support for local nonformal education initiatives and for expansion of successful programs into new areas).

Thus, by the end of the 1970s, the need which had been articulated at the beginning of the decade for appropriate LDC institutions capable of implementing effective nonformal education programs was finally on the verge of being operationalized. The years in between had been invested in the process of conceptualizing, researching and testing the separate components (materials, methods and techniques and organizational arrangements) around which "institutionalization" should prove most promising. In 1977, Wilder identified some of the emerging patterns in the field as follows:

1. Increased participation of the client being served a) through learning processes that were themselves more participatory and b) by involvement in the need identification, program design and management phases of the activities.
2. Reliance on local groups as a vehicle upon which to base or conduct programs.
3. Increased use of carefully prepared instructional materials and packages.
4. Linkage of nonformal education with larger development efforts.
5. More concern about the costs of nonformal education as it might compete in some cases with resources for formal education and as a program planning and design requirement.

6. Teachers (learning managers or facilitators) tend to be nonprofessionals, either low cost or volunteer.
7. Mobilization and use of local resources to support educational activities.

By 1978, Hoxeng was confident that real groundwork had been done.

We have by now moved beyond the stage of creating an awareness of the existence and potential of nonformal education. Our program has fostered development of training techniques and materials to improve the effectiveness of nonformal education in a wide variety of programs; we have tested ways to make nonformal education more accessible to bypassed, hard-to reach groups such as rural women; and we have supported a growing network which promotes contact among previously isolated practitioners. The projects in which such activities have taken place have drawn considerable interest; materials produced under their auspices have been widely imitated or adapted. Concepts such as fostering involvement of nonprofessionals in the learning process have begun to take root. Projects to increase access have actually been found to work better in poor remote areas than in more affluent towns. Our nonformal education network brings more fieldworkers into contact with their colleagues than any other project of its kind.

As it moved into the 1980s, the DS/ED program in nonformal education was focussing exclusively on institution-building in LDCs. The need for an appropriate organizational form to support nonformal education activities had been recognized early and refined into the Service Agency model. This and other mechanisms for institutionalizing LDC nonformal education activities as well as the projects which preceded the concentration on institution-building are reviewed in the following section of this report. Before turning to those, however, it would be well to make some summary observations about the concepts and goals which have been presented here.

First, in contrast to earlier assumptions and approaches, a declared intention which accompanied the shift to nonformal education was that effective indigenous programs should be studied and reinforced and that new programs should be designed and implemented according to the learning and development needs and with the participation of local populations.

Second, nonformal education activities should be high quality, cost effective and contribute towards improved employment opportunities, productivity and social participation.

Third, DS/ED should play an innovative and leadership role in "mobilizing professional attention in depth" towards nonformal education within the Agency, among country missions and other assistance organizations as well as in the LDCs.

With this overview of DS/ED policy and concept development in the area of nonformal education, we can now turn to the program which actually took shape during the 1970s.

Table 3. DS/ED NONFORMAL EDUCATION PROGRAM--PROJECTS, IMPLEMENTATION PERIOD AND COST.

1971	1972	1973	1974	1975	1976	1977	1978	1979	1980	1981	1982	1983
MSU Knowledge Base \$450 _____ (Florida State University \$1000) _____												
MSU Field Support \$1432 _____ Howard - Family \$25 _____ (Stanford - Low cost media \$1100) _____												
U Mass - 211d \$966 _____												
George Washington - Rural Families \$25 _____ Indiana U - Illiterates \$25 _____ CENEN - Network \$35 _____ World Ed. - Rural Families \$425 _____												
U Mass - Two-Site \$240 _____ ETS - Costs \$456 _____ Tuskegee - Community \$446 _____ U South Carolina - Client Feedback \$25 _____ CIDR - Family \$35 _____ IDC Inst. Inv. \$207 _____												
World Ed. - Praliterates \$389 _____ N. Carolina - Participation \$34 _____												
AED Mass Media Health \$1400 _____												
MSU - Network \$965 _____ IDC Structuring \$7700 _____ U S. Florida \$35 _____ Creative An.- Literacy/Functional Ed. {												

Total Program Cost \$18 million (rounded; excludes projects in parentheses which were Educational Technology with only minor results for Nonformal Education)

Michigan State University

Collaboration between DS/ED and Michigan State University in the development of nonformal education reaches back to 1970, continues at present and has included three different projects: development of a knowledge base, provision of field support services to LDCs and currently, the transferral of support service capability to LDC institutions. This section discusses the emergence of the DS-MSU collaboration and the types of activities which have occurred.

In 1969 when DS/ED began to identify Key Problem Areas in Education, John Hilliard came from the Ford Foundation to a position as director of the office. Ralph Smuckler returned to Michigan State University that same year after a period of leave which he spent working as a Ford Foundation representative in East Pakistan. There in the Comilla Project, he and other MSU professors found

. . . strong evidence of the importance of the portion of the total educational system which has not been incorporated under the formal education ministry or in the formal graded classroom situation (Memo to MSU colleagues: August 31, 1970).

After returning to MSU, Smuckler shared his realizations with Cole Brembeck who for several years had been calling for new strategies in development education. In July 1970, the two discussed with Hilliard MSU's interest in building effective alternatives to formal education and Hilliard acknowledged frankly that although the office believed informal (sic) education to be a critically important area, they were having difficulty "getting a hand hold on it" (Letter to Smuckler, July 17, 1970).

Brembeck, Smuckler and professors from approximately a dozen departments at MSU (which ranks among U.S. universities as one of the most heavily involved in Third World countries) elaborated a proposal which led to the awarding of a contract to the Institute for International Studies in Education. Under the directorship of Cole Brembeck, IISE began in June 1971 to elaborate a systematic nonformal education knowledge base which could be shared with LDCs and other donor agencies. Over the next three years, a nine-volume series was published and disseminated as were a number of working papers, supporting materials from seminars, literature reviews, bibliographies and summaries of field research. In fact, the majority of items called for in the Short and Long Range Work Plans mentioned above were entrusted partially or fully to IISE.

Initial field work carried MSU personnel to 15 countries for periods ranging from a few days to a year, and for purposes ranging from conference/seminar participation to country education sector analysis and case studies. Unfortunately, available documentation offers little information about the results of many of these field activities. The most significant in terms of relatively long-term involvement appear to have taken place in Ethiopia, Brazil, Israel and Jamaica. In Ethiopia, Richard Niehoff and Bernard Wilder carried out the first country case study. Due largely to Niehoff's long experience in Ethiopia, an ongoing relationship had been established and the work culminated in the design of a national rural development plan

to bring nonformal education together with county level agriculture and health agencies throughout the country. In both Brazil and Israel, year-long studies of nonformal education programs provided other case study material. Work in Jamaica was a response to the first request for technical assistance which MSU received independently of the program of studies outlined under the contract. The activity was a multi-donor review of the education sector which, contrary to the established pattern for such reviews, assessed nonformal as well as formal education activities.

In 1973, a second contract was negotiated to conduct seminars and workshops on nonformal education both domestically and overseas, to provide technical assistance team visits in response to requests from AID/W and USAID missions, to periodically convene the advisory/consultant staff at MSU and to continue to develop expertise in nonformal education among scholars and practitioners. The contract continued through September 1977 and can be briefly summarized under three types of activities: conferences, technical assistance, and the development of a nonformal education clearinghouse and network.

Two major conferences on nonformal education were held at the MSU campus—in April 1974 and in September-October 1976. Both used a combined conference-workshop format which included presentations to a general audience (nearly 200 in 1974 and about 225 in 1976) followed by three days of intensive interaction in selected interest areas for a smaller group of participants (about 40) who were mostly AID-sponsored visitors from developing countries and AID officials. MSU and AID sponsors regarded both conferences as highly successful, although it should also be noted that while original plans called for holding the conferences in developing countries, they were finally held at MSU.

During 1974, conference participants made a number of suggestions which perhaps reflect the state of nonformal education at the time. Their recommendations included implementation of network and clearinghouse arrangements, training of professionals and paraprofessionals, reliance on systematic needs assessment as the basis of program design and they warned against the danger of "bureaucratically overwhelming" nonformal education in efforts to administer and coordinate it. There is no explicit record of follow-up from this conference except in the subsequent development of the clearinghouse-network, which will be discussed below.

Like the first conference, the second brought together participants from 20-odd developing countries with those from the same number of national and international organizations, colleges and universities. The proceedings of the second conference were later published in a volume entitled Nonformal Education and the Rural Poor (Niehoff 1977). Participants from LDCs played a more active role in the second conference, which also centered more of field-based activities than on ideas and broad topical concerns related to nonformal education. As Niehoff observed, participants stressed that the roots of nonformal education lay in the affirmation of such principles as "the wisdom of the villager," "respect for cultural values and norms," "use of indigenous social organizations and local leaders." The rural development orientation of the conference is reflected in the dominant conference considerations which project director Brembeck

subsequently reported in the form of guidelines for MSU's continued work in nonformal education:

1. Focus on assistance to marginal populations.
2. Better linkage across development sectors (such as food production, health and family planning, vocational skill development, basic education and literacy).
3. Strengthen formal education so that it might extend to new learning clients through nonformal education methods and techniques.
4. Improve communications among nonformal educators.
5. Strengthen internal arrangements for nonformal education in the developing countries.
6. Support regional nonformal education efforts such as SEAMEO.

At least 24 countries received some form of technical assistance from MSU under both the first and second contracts with DS/ED. However, within the present scope of work, there is no way to ascertain what impacts might have been made. Conversations with various MSU professors indicated a wide range of outputs and circumstances. In Ethiopia, for example, multiple contacts over a three-year period (building on relationships established earlier) were about to culminate in the inauguration of a nationwide system until a change of government cut off those efforts (Niehoff: personal communication). Actual outcomes from another major country effort were likewise disappointing for reasons largely beyond control. In Indonesia, MSU was contracted for two years of field-based technical assistance in the establishment of community education networks. Repeated delays resulted in little achievement other than generalized support for the processes through which nonformal education, which had emerged strongly in the 1960s and then languished, was being revitalized in Indonesia (Levine; personal communication). In Levine's opinion, MSU's strongest contribution to nonformal education in Indonesia was training nationals who returned to work in the country's nonformal education program, one of the largest in the Third World. For MSU, the project provided a comparatively long-term field experience. But coming as it did at the end of contract arrangements for the provision of technical assistance, there was little opportunity to apply the lessons learned.

When MSU's second contract terminated in September 1977, A Basic Ordering Agreement was written so that AID missions might directly request and finance technical assistance from MSU. Such requests did not materialize, however and the only AID-funded nonformal education activity which continues at MSU is the clearinghouse-information network. Two observations made in recent Nonformal Education Information Center reports with regard to the earlier work at MSU are relevant here. First,

Based on letters received by the Center, a conclusion which one can make . . . is that the publications program is a) perceived as providing a systematic knowledge-base and often forms the basis of materials used in seminars or as a means of summarizing the state-of-the-art both for universities and government institutions involved in nonformal education re-

search and training; b) stimulating both research and program development, which is indicated by the numbers of requests received for specific volumes which at the same time ask for further information in a specific research or program area.

Second, while several of the original MSU volumes are currently out of print (although obtainable directly from AID/W), the MSU Study Team Reports and Supplementary Papers (in the original "knowledge base" series) and the NFEIC newsletter are cited as the publications most frequently requested by those who contact the Center, in spite of a consensus at MSU that the early series is somewhat outdated.

The Nonformal Education Information Center (NFEIC) was a spontaneous rather than a planned development of the MSU program, but there is no doubt that it has been the most vital and productive component of the program. In the words of IISE director Cole Brembeck,

No single aspect of our Program of Studies and Technical Assistance in Nonformal Education has paid greater dividends on a very modest investment than the Nonformal Education Information Center (Introduction to Claffey report, February 1977).

And NFEIC director, Joan Claffey writes:

It is apparent from the rapid growth of the Center that it and its NFE Exchange [newsletter] have touched a responsive chord in the development field (February 1977).

The center emerged out of suggestions made the the 1974 conference-workshop and participants' demonstrated interest in materials which had been organized for display and information-sharing at the conference. Work at organizing a central clearinghouse and building up a client network was begun by the center's first director, Mary Rainey. What was in 1974 a collection of about 1000 references and a network membership of some 200 (largely conference participants) has today grown to a library of more than 5000 entries cross-referenced in systems especially designed for user purposes and a network which extends to more than 5000 individuals and 850 organizations in 145 countries around the world.

Figures 1 and 2 portray the growth and composition of the NFEIC network by members' organizational affiliation and world region. Between 1975 and 1980, membership of individuals associated with universities and academic institutions, with non-governmental organizations, or without organizational affiliation grew sharply, while membership representing government and business remained fairly constant. Most impressive is the growth of nongovernmental organizational representation which accounts for 30 percent of network membership, second only to universities and academic organizations, but gaining rapidly on the latter. That trend has already been established in the LDC's themselves, with the exception of Oceania where universities still predominate. In Asia, nongovernmental organizations outrank all other types of organizations represented in the NFEIC network, accounting for 38 percent of the NFEIC network in that region; in Latin America, the figure is 35 percent; in Africa, 28 percent. The only regions where participation in the network by government organizations has increased are Africa and Oceania; in both Asia and Latin America,

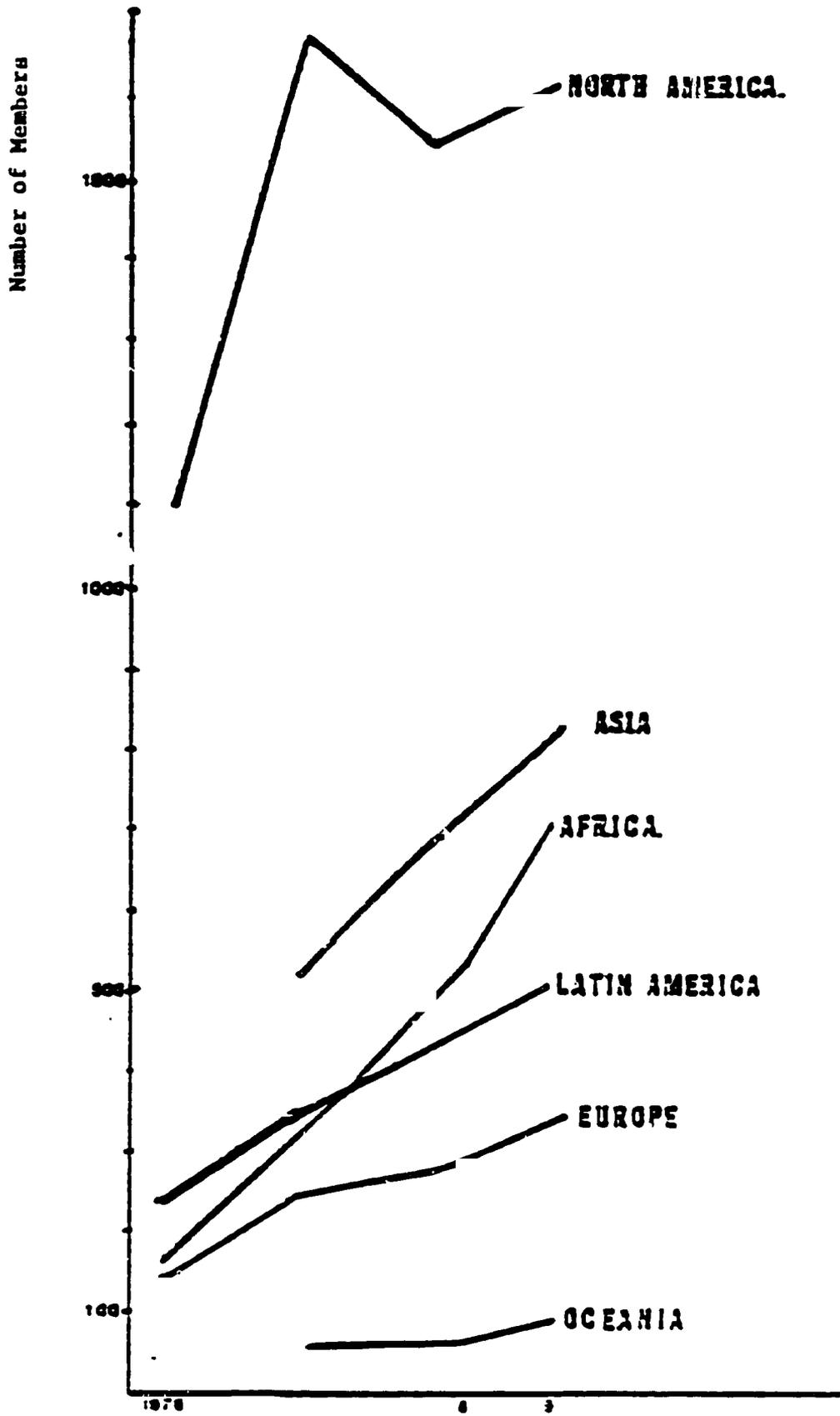


Figure 1. Membership in NFEIC Network by Region, 1976-1979

Source: NFEIC Annual Reports

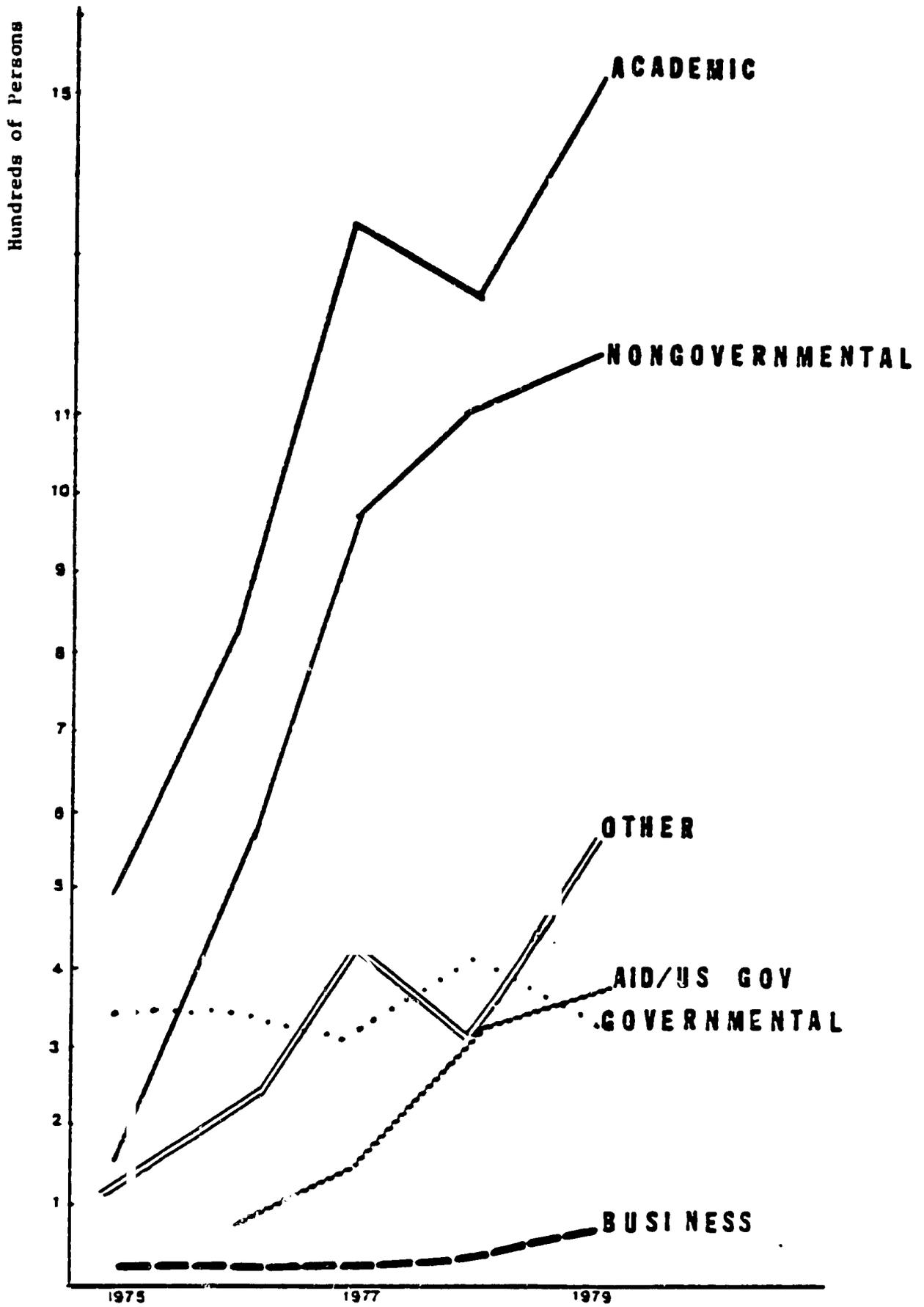


Figure 2. Membership in NFEIC Network by Organizational Affiliation

Source: NFEIC Annual Reports

network participation by government organizations has dropped to less than half the number participating in 1976.⁵

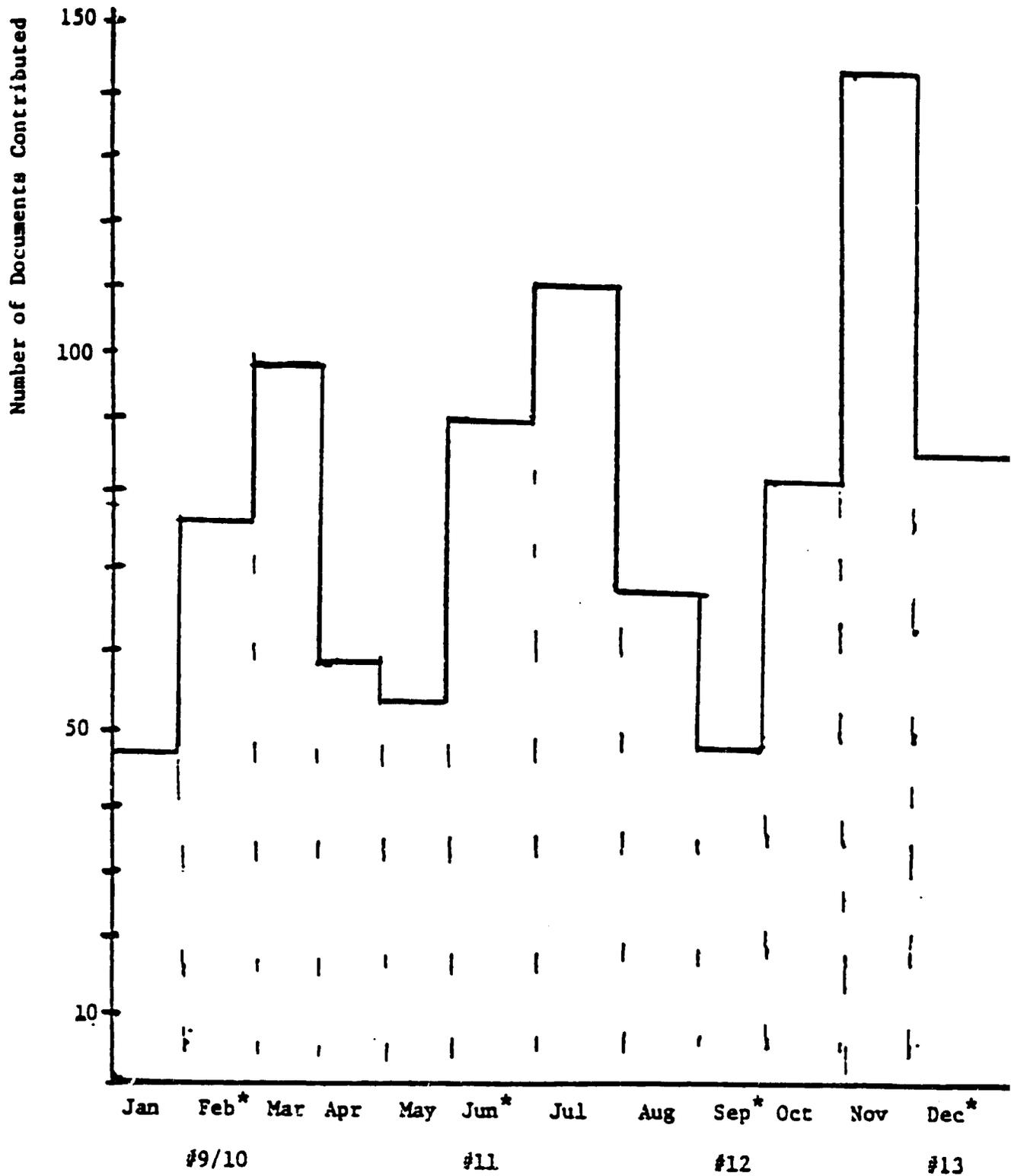
The principle of asking network members to contribute their own materials in exchange for publications received from MSU has resulted in a NFEIC collection with 95 percent of materials contributed by network members. Contributions being received from LDCs outnumber those which came from the U.S., Canada and Europe by the end of the decade; contributions from non-governmental organizations outnumber those made by any other type of organization. A 1977 NFEIC report noted both that "Exchange has come to be the hallmark [of NFEIC] rather than knowledge dissemination per se," and

The Center has reached the point where many incoming materials, which are received in exchange for MSU publications, are of as much benefit, if not more, than the MSU publications themselves.

The contribution of documents seems to be stimulated by the mailing of the NFE Exchange (See Figure 3). To date, 18 issues of the newsletter have been published and distributed to network members and the average number of pages has grown from 10 to 25. More importantly, the newsletter has become a forum not only for updating individual network members, but for featuring research and project highlights which portray nonformal education activities which are being undertaken by network members themselves. In 1980, the Women in Development Office in AID/W entered into a special agreement with the NFEIC to feature WID nonformal education activities around the world, to service requests about WID-related programs and to develop a specialized bibliography.

Through another special contract with the Control Data Corporation of Minneapolis, a part of the NFEIC collection is being computerized to facilitate user-requested topical searches which the Center receives with increasing frequency. The project is experimental and exploratory; accomplishments include the development of a thesaurus of nonformal education terms to aid in storage and retrieval and the entry of some 250 bibliographical citations, 125 project highlights and 75 descriptions of development organizations into the system. The experiment both makes that data base available to users and provides the Center with the opportunity to observe use patterns for this and similar data bases in order to make sound decisions about the kind of system which will satisfy the needs of staff as well as of the LDC network and of others interested in nonformal education.

As early as 1977, MSU identified the need and advantages of establishing information centers and networks in the LDC regions themselves. In 1979, the third DS/ED contract with MSU called for the identification and implementation of such centers in three to five sites. By March 1981, subcontracts had been signed with one institution each in Asia, Africa and Latin America and a proposal had been received for a second African site. Training for personnel from the three originally selected sites was underway. In addition to a trained management staff, each center will be equipped with a core collection of references and newsletters from the MSU center. Small operating budgets will be given for 18 months to make the centers operational. As with the MSU center, the WID office has made arrangements for special services to be provided by the Philippines and Colombia centers (see below).



*Indicates mailing of NFE Exchange

Figure 3. Distribution By Month of Incoming Documents to NFE Information Center. (Does Not Reflect the Over 100 Periodicals Contributed to the Center Each Month)

Source: NFEIC Annual Report 1978 (Reproduction)

The institutions chosen as regional information centers were selected for their demonstrated capacity in nonformal education. In Asia, the University of the Philippines at Los Baños was selected from eight institutions visited in that country and in Thailand, all with some established capacity and programs in nonformal education. Like the NFEIC, this regional center will be housed in a university with strong commitments to research and extension work and will have the advantage of being able to draw on the university's multidisciplinary resources. Its service area will include the Philippines, Indonesia, Papua New Guinea, Malaysia, Thailand, Vietnam, Laos, Cambodia, Burma, Nepal, Bangladesh and Sri Lanka.

In French-speaking West Africa, an information center will be established at the Jesuit-supported INADES (African Institute for Economic and Social Development). Here, the documentation unit, which will take on the functions of an information center, has been performing similar functions in support of INADES programs which focus on research and training for rural development.

CEDEN (Center for the Development of Nonformal Education) was the institution chosen as an information center site for Latin America. It has been previously under contract to DS/ED to perform a survey of nonformal education programs in Colombia (see p. 34) and is involved in research, promotion of innovations, training, knowledge generation and dissemination. CE DEN also intends to establish branch organizations in other Latin American countries.

At MSU itself, it is anticipated that the NFEIC will be transferred to the Office of International Programs under the dean of which is Ralph Smuckler. The move coincides with the retirement of Cole Brembeck from IISE which has housed the Center and with the elimination of that institute due to MSU's budgetary reductions. Smuckler was optimistic that the relocation of the NFEIC would strengthen multidisciplinary contributions to the Center and broaden its base of users and supporters at MSU.

NFEIC staff have recently surveyed network members to learn more about who they are, what kind of activities they carry out, how they benefit from NFEIC services and what needs and interests they have. Results are being processed and analyzed.

University of Massachusetts

During the 1970s, the Center for International Education at the University of Massachusetts worked at developing nonformal education planning, implementation and evaluation methods grounded in developing country site programs and in the participation of the people involved in those programs. In 1974-79, CIE received a \$750,000 institutional development grant as part of DS/ED's program to build nonformal education capacity. The 211d grant included field work in Ghana and another grant provided for other field experimentation in Thailand and Guatemala.

Selection of CIE for an institutional development grant was based largely on a project which it had been implementing in Ecuador since 1972 and which remains today one of the most innovative and effective applications of nonformal education in rural areas (Hoxeng 1973; Krueger 1981). In Ecuador, CIE personnel joined with trainers from the Ecuadorian Center for Motivation and Assistance to prepare peasants as facilitators of village learning and skill development in literacy, numeracy, communications and negotiations with the related aim of improving their community economic and social situation. The project developed and tested a variety of methods including adaptations of the Ashton-Warner and Freire approaches to literacy and consciousness-raising, educational games and simulations and the use of two-way communications through radio and cassette recorders.

Based largely on its experience in Ecuador and the interests of its members at the time, CIE defined its institutional goals as the development and testing of educational methods based in the particular context and needs of the people who would use them; the fostering of participation by those same people in program planning, implementation and evaluation; the correction of an overly "academic" quality in nonformal education in order to narrow the gaps between teachers or change agents and learners or clients; a concentration on the rural poor who had little or no access to the formal school system; and the linkage of individual and group acquisition of knowledge and skill to community improvement.

During 1974-76, the Center concentrated on organizing the grant program in conjunction with its own diverse goals and activities in international education and on developing a curriculum for graduate students which would bring them both academic competence and practical experience in nonformal education. The systematic search for work sites, such as those in which the Ecuador Project was designed and carried out, led to eastern Ghana, the home of the People's Education Association (PEA) and its parent organization, the Institute of Adult Education (IAE) which agreed to assign personnel and other resources and to work collaboratively with CIE's team to establish a nonformal education unit. In addition to rural facilitator training and assistance in planning and strengthening PEA services in the region, small projects included research and training by individuals with an auto-mechanics training group and with the uses of popular culture (song, dance, drama) as a means of promoting development efforts.

With the Ghana project, the Center's emphasis on "participation" shifted to an emphasis on "collaboration" among the three participating in-

stitutions--CIE, whose members instigated the project, the LAE, which sponsored it and the PEA, whose staff members were to be trained as nonformal educators and as trainers of local facilitators. Emphasis on collaboration in project planning, implementation and evaluation responded to AID's own New Directions legislation, discussed in the previous section, and to CIE interest in participatory methods as well as to the growing conviction that "ethical" development methods required that clientele be responsible for defining and meeting their own needs. In theory, parties which collaborate share decision-making and work load responsibilities on a more or less equal basis. One party does not direct the decisions and work of the other, nor does one party simply catalyze or encourage the other to make decisions and do the work. Nevertheless, in practice CIE found that although

. . . collaboration implies some degree of symmetry, the relations between a university-based program, whether foreign or local, and a voluntary association are asymmetrical in important respects. Thus, there is not a structure of equality from which to interact when on one side there is an institutions, professionals and funding, and on the other there is not (Kinsey, in Nonformal Education in Ghana, p. 192).

Thus, a primary lesson of the Ghana experience was that the "collaboration" theme took a more limited and realistic dimension in CIE's approach to nonformal education. A second lesson learned in the context of the Ghana project related to the clientele being trained. In Ecuador, those prepared to work as facilitators were not professional teachers. In Ghana, the model of the professional teacher was a familiar and firmly held one and it became clear that dramatic demonstrations of the unfamiliar facilitator role were necessary to overcome established notions and practices.

From 1976 through 1979, the Two-Site Grant funded nonformal education projects in Thailand and in Guatemala. The objectives of the grant were to further field test and refine nonformal methods and techniques and the collaborative model itself and to provide training opportunities for program participants on site and on campus in Amherst.

As with the Ghana project, CIE reports on the Thailand site project indicate that achievement of stated objectives was weakened by the discontinuous leadership and the time constraints which CIE members imposed on the project and which precluded the development of strong collaborative relationships with the local organization, the Adult Education Division of the Ministry of Education. Despite these limitations, the project was able to plan and implement several learning modules in collaboration with the Thai staff. The modules were designed to 1) train key personnel from the central and regional offices as trainers for program planning; 2) train staff to plan and evaluate nonformal education; and 3) introduce the staff to organizational development, problem solving, decision making, conflict resolution, group effectiveness and nonformal education evaluation. In addition, one CIE member worked with Thai staff in the development of models to train village-level youth leaders and adult education teachers for high school equivalency.

Participation in project planning and implementation was practiced in Thailand and even seemed to be strengthened by the short term nature of CIE member presence because it forced Thai staff to join in earlier and more strongly than they might have preferred. However, as in Ghana, collaboration was not achieved because of CIE personnel turnover and conflicting expectations of local staff and CIE members as to what a "teacher" was and how actively Thai staff should contribute to the program. The Thai experience reinforced the growing conviction at CIE that whereas collaboration required the existence of relatively similar parties, participation required only an understanding of and adherence to such planning and training techniques on the part of those responsible for program design. A participatory approach, if done successfully, evolves into a collaborative approach at the point at which both parties are actively contributing to decisions and work, and even goes beyond collaboration when the local nonformal education organization takes over major responsibility.

Participatory approaches operate on the "takeover" principle: they prepare people to assume responsibility and then allow them to do so. . . . the transfer involves the transition from a structure "imposed" on participants to one which becomes "owned" by them (Kindervatter, pp. 214-215).

The Guatemala site project began early in 1978 and continued through 1979. In many ways this project was a culmination of the experience and of the methods which had been tried and found worthwhile in earlier projects: participatory training activities; materials based on the interests, problems and resources of the users, production of low-cost, adaptable materials; the involvement of nonprofessionals and paraprofessionals as facilitators (or in this case, rural health workers). In contrast to earlier projects, which were operated by educational agencies with general community education goals, the Guatemala project was directed towards the domain of the Ministry of Health and the specific field of health education. CIE staff members on site had for their collaborative partner the staff of the Public Health Department in the Chimaltenango region and later the head nurse of the outpatient department of Cuilapa National Hospital in the area of Santa Rosa. Four different sets of health personnel received training in nonformal education theory and methods and in training other health workers.

One of the most innovative activities was the use of popular theater to promote the national vaccination campaign. rural health Promoters learned to use popular theater techniques to carry the health messages of the campaign to remote rural areas where people had been left unvaccinated before because of their inaccessibility and ignorance about the benefits of vaccination.

During the second year of the project, CIE team staff worked with the outpatient staff at Cuilapa Hospital which served the rural areas of the department of Santa Rosa. Nurses were trained in "the philosophy and methodology of adult nonformal education, and in the development of educational materials, group dynamics techniques, sociodrama and leadership techniques associated with the facilitator model development during the Ecuador project" (Two-Site Grant Final Report, pp. 25-26).

In addition to experimentation with materials and methods and with the operationalization of participation and collaboration in nonformal education, the 211d grant resulted in training some 80 nonformal education specialists from the U.S. and several developing countries. Many of the latter have returned to their own countries from short or long periods of training at CIE to work in programs shaped by the knowledge and skills acquired there. Many of the former have taken positions in AID, Unesco and related organizations, such as the Academy for Educational Development and Creative Associates in Washington, D.C., where they work as managers or advisers in nonformal education projects and programs.

CIE has also developed a strong series of publications and a network of field practitioners around the world. In 1979, CIE sent out almost 5000 copies of its publications, mostly to practitioners in Third World countries. The most requested publications remain the Technical Notes which were prepared during the Ecuador Project.

In 1979, CIE was selected by the Indonesian government to provide technical assistance for its nonformal education program during a four-year period and in conjunction with a 30 million dollar loan from the World Bank.

Of the various philosophies which might shape nonformal education programs that which has come to characterize both the CIE and the DS/ED programs was articulated by Suzanne Kindervatter, CIE graduate, in 1979. The following quote is cited at length because it describes the key notion of empowerment.

Nonformal education as an 'empowering process is a form of education which is oriented towards systems changes rather than only individual change. . . . The approach could be utilized in standard divisions of nonformal education (e.g., adult education, literacy and numeracy, health, vocational skills learning, etc.) as a means to promote both the acquisition of new information and skills and the utilization of these new capabilities for collaborative problem-solving.

Compared to most current approaches, nonformal education for empowering would necessarily differ in two major respects. First, the major focus would be the learners as a group, not as individuals. While the acquisition of individual knowledge and skills might be fostered, group solidarity and collective action-taking would be strongly encouraged. Second, nonformal education as an empowering process would emphasize both "content" and "process" competencies. . . . The learning would be consciously structured to result not only in gains of knowledge or skills, but in gains of capabilities for increasing individuals' influence in their communities (Kindervatter, p. 64).

CIE's various nonformal education projects have provided practical experience with the operationalization of the empowerment philosophy. Both successes and failures have contributed to learning for CIE and DS/ED as well.

Other Nonformal Education Projects

In contrast to the long-term institution-building support given to Michigan State University and the University of Massachusetts, DS/ED has funded other universities and organizations to carry out shorter, more specific research-oriented nonformal education projects. For purposes of discussion, these projects have been categorized as media, women in development and clientele groups.

Both nonformal education and educational technology were selected as Key Problem Areas in 1970. Because of similarities (educational technology has been applied in both formal and nonformal settings), attempts were made to interrelate them in institutional support grants. Florida State University and Stanford University, whose 211d grants were active between 1971-76 and 1973-78, respectively, were asked to include nonformal education problems in the scope of their studies, but because it was not a primary concern of either institutions, contributions made to nonformal education were minor.

At Florida State University, the grant purpose was to

enlarge and make more specific the capability of the university to perform work in the field of educational technology with particular emphasis on the applicability of its resources to the solution of educational problems in particular situations.

Nonformal education, emerging as a field of spontaneous and "anti-system" approaches, was not perhaps compatible with the systematic instructional methods that were being designed at FSU which defined educational technology as "the systematic integration and utilization of knowledge, research and invention in the facilitation of the human learning process" (Annual Report 1974). Although some research was done and seminars held on the subject, no advancement was made in the application of instructional technology to nonformal education.

More extensive work was done at Stanford University where the Institute for Communications Research had a grant to

Strengthen, mobilize and focus an institutional response capability . . . on the low cost use of communication technologies designed to help satisfy the information and learning needs of the majority of people in the LDCs . . ." (Grant Agreement 1973).

Stanford's 211d grant was preceded by the Institute's six-year evaluation of educational television in secondary schools in El Salvador. Under the grant, faculty and graduate students broadened their focus to include the use of low cost media in nonformal education. In Guatemala, Stanford participated in a year of planning research and two years of evaluation research in the Basic Village Education Project, a radio-based agricultural education project managed by the Academy for Educational Development. In the Ivory Coast evaluation research in the use of television for education of rural adults was carried out over a two and one-half year period with AID funds in addition to those of the 211d grant. These studies produced over 20 research reports and helped to establish confidence in the use of rural radio and television as viable media in rural areas.

During the last year of the 211d grant, Stanford contracted with DS/ED to prepare a series of policy studies on the use of media (radio and television) in the various development sectors. One section of the Education Sector paper focussed on nonformal education and concluded that these media had a far greater potential than had been realized and that the lack of institutional structure and support that characterized non-formal education hindered the realization of that potential. Nonformal education through radio and television required very systematic planning and support and much more experience and research to carry out such projects on a scale that would render them cost-effective.

Though it was not a DS/ED project, the Basic Village Education project, administered by the government of Guatemala with technical assistance from the Academy for Educational Development and an evaluation done by the University of South Florida, deserves mention. This experimental research project was designed to

Determine the effectiveness and relative costs of different mixes of communication media used to supplement the work of extension agents . . . in influencing change in agricultural practices and production among the Ladinos and Indians of rural Guatemala (Nesman in Nonformal Education and the Rural Poor, p. 121).

Though the results of the experiment were not totally conclusive, they indicated that the use of radio in out-of-school education does enhance the communication of messages to rural people and is an effective promoter of innovation and education in rural areas.

Testing various forms of educational technology was also a dimension of University of Massachusetts projects, which demonstrated the effectiveness of low-cost media such as phonovels, flip charts and games in small scale, community-based nonformal education activities. DS/ED's more recent projects have included components for disseminating the techniques of developing these kinds of materials, techniques which are themselves participatory.

Beginning with less important decisions is easier than trying to begin with important decisions. Working collaboratively with media development is one way for both the practitioners and the clients to become comfortable with equal participation. This collaboration can then move into more important areas of planning and project implementation (Comings, p. 41).

The 1973 congressional mandate to AID named women as a subgroup whose special needs were to be given high priority. In practice, this has often meant that WID (women in development) dimensions have been included in projects which have other primary foci. Some of DS/ED's nonformal education projects have been exceptions. For example, women health workers were the primary constituents in the University of Massachusetts' Guatemala Site Project. And in 1980, Michigan State University began to give special attention to WID concerns in their network activities.

In late 1974-early 1975, DS/ED sponsored a six-month research effort by the Educational Policy Group, Programs of Policy Studies in Science and Technology at George Washington University on rural women's groups as potential change agents. The study made a preliminary assessment of rural women's groups in Colombia, Korea and the Philippines, particularly in family planning, nutrition and public health and their relation to family income or capital accumulation. The group found that in Colombia and Korea, women's groups were widespread and effective and "proving a high-return/low-cost development mechanism . . . [especially] for increasing rural incomes and reducing rural birthrates." In the Philippines, rural women's groups were not valued and supported as important mechanisms for rural development and even those programs which did attempt to influence women were observed as "floundering."

Having observed that successful women's groups were "highly culture-specific," the GWU study went on to make a number of cross-cultural generalizations. They emphasized that increased family cash income was the critical factor in attracting and sustaining the motivation of women and the approval of families for their participation in nutrition, family planning and public health programs. At the same time, once basic income needs were met, improved economic status led to innovative activity by rural women aimed at improvement in family as well as village quality of life.

Other generalizations referred to the organizational aspects of these groups: one-activity groups were ineffective and short-lived; village autonomy was essential to maintain groups as well as to their overall level of vitality and effectiveness; however, groups were more effective when local autonomy was complemented by external organizational support, especially in situations where group activity was a relatively new phenomenon; peer support was critical in bringing about behavioral changes and approval of "gatekeepers" (especially husbands) of participation in the groups and of the implementation of behavioral changes was essential; while group structure could and should vary to fit cultural patterns, it must be premised upon communal collaboration and respond to practical needs of the participants and their families.

The study also identified three common problems faced by rural women's groups—lack of training in group dynamics and techniques for village leaders, lack of appropriate audiovisual aids to improve outreach and inadequate information about local rural characteristics for those charged with assisting group development. To remedy these lacks, the study proposed more extensive research on rural women's groups and on the characteristics of rural areas relevant to the further development of groups and of related sectoral programs. Finally, the study recommended that an International Resource Center for Rural Women's Groups be established which would aid in adapting successful programs for application in new local settings and in treating rural women's groups in the context of national development, with requisite attention to culture, rather than in the context of "women's liberation." The Center was also envisioned as a center of excellence in comparative organizational development (leadership training, organization and management, interpersonal communications and audiovisual materials development and evaluation) with capacity to disseminate useful information and technical assistance to rural women's groups in the LDCs.

The results of the study proved useful to DS/ED staff and were circulated to several AID missions. But there was no programmatic followup with GWU in either further research or the establishment of the proposed Center.

The single most important nonformal education project that has been directed towards women is the Education for Preliterate Adults project undertaken by World Education, Inc. from September 1977 through May 1981. The purpose was to test and refine a participatory nonformal education model known as the Self-Actualization Method (SAM) by working with staff members of local private organizations (the National Christian Council of Kenya and the Philippines Rural Reconstruction Movement) in six selected villages in each country. The term 'preliterate' refers to adults whose reading and writing skills are minimal or even nonexistent but who are seeking to acquire those skills. Lack of such skills is generally more characteristic of women than men because women have fewer opportunities to attend even the early grades in many countries.

The Self-Actualization Method included specific steps designed to enable rural village groups themselves to define learning needs linked to socioeconomic activities which they wished to pursue, to create activities that would improve their quality of life and to solicit the necessary government or private assistance needed to initiate and sustain such activities. Although the method is equally applicable to groups of either sex or to mixed groups, World Education's project was directed towards women and the factors that influenced their participation in development programs—

the hardship of their daily lives, the burden of large families, a low status in society, lack of community recognition for their economic contribution, insufficient access to relevant education, heavy workloads which often prevent them from attending classes in set locales and on a rigid schedule and the irrelevance of programs to real needs (PIO/T: Research on Nonformal Education for Preliterate Adults, 931-1020).

This research project succeeded in validating the Self-Actualizing Method as well as in determining requirements for its implementation and contextual necessities. In addition, it generated new knowledge about women's roles in development and about designing development-oriented nonformal education projects to achieve WID goals.

Literacy training was also specified by Congress as an area of priority for AID. However, the poor results of UNESCO's Experimental World Literacy Program in the late 1960s-early 1970s were so discouraging that DS/ED attempted little before 1979. In 1976, a small study was done at the University of Indiana on the learning characteristics of illiterates. From a review of anthropological and other literature on the relationship between literacy and abilities to learn, the study concluded that illiterate people should not be excluded from training programs designed to promote participation in socioeconomic development activities. A proposal to field test the hypothesis that illiterates were as amenable as literates to certain nonformal education activities was made, but not pursued.

A number of projects during the 1970s, including the University of Massachusetts' Ecuador, Ghana and Guatemala projects included literacy training components, but the intricate questions of the relative value of literacy training in development programs and of the most effective and efficient ways of doing it were not wrestled with by DS/ED until the end of the decade.

In 1979, a three-year contract was made with Creative Associates to carry out a study of the relationship between literacy skills and employment opportunities. The project hypothesized that barely literate adults with a promise of economic advancement pending the improvement of literacy skills would utilize out-of-school literacy programs with the greatest efficiency and effectiveness. By mid-1980, the researchers had reviewed the literature about the influence of economic incentives on the acquisition of literacy skills, formulated hypotheses and selected Ecuador as the first of two sites to field test three hypotheses:

1. The economic value of literacy increases with social and economic complexity.
2. Literacy motivation increases in environments where literacy skills are used to perform daily tasks.
3. Literacy increases in value as the individual a) increases or b) improves perception of economic possibilities.

(Creative Associates, Economic Incentives and Literacy Motivation 1980, pp. 136-138)

In 1979, a small contract was given to the University of South Florida to examine data from the Basic Village Education Project in Guatemala for insights into the relationship between an individual's membership in a literate family and his/her tendency to adopt modern agricultural practices (University of South Florida 1980). The study concluded that behavior change was most closely linked to family literacy, while specific individual literacy or the level of literacy in the village did not correlate with innovation.

One of the primary reasons for turning to nonformal education as a development tool was its assumed cost effectiveness. But early efforts to measure nonformal education costs did not produce satisfactory results and from 1976-79, DS/ED contracted with the Educational Testing Service of Princeton, New Jersey, to apply the techniques of cost-effectiveness analysis and cost-benefit analysis to nonformal education endeavors. The final product, a Manual for the Analysis of Costs and Outcomes in Nonformal Education, is designed for practitioners--program administrators, government officials and others whose professional skills lean more towards social service than financial management. The manual was field tested in Africa (Kenya and Tanzania), Asia (Indonesia) and Latin America (Guatemala), where workshops were held with individuals typical of those who would be expected to use the manual; the final product incorporated the results of those trial runs.

Studying nonformal education target populations by structural level progressing from the family unit to the nation was not an explicit part of DS/ED's strategy. Nevertheless, several projects have focussed on these different structural levels and this seems to be a useful perspective from which to view them. These projects include two studies on the family as a potential nonformal education learning group, one on the com-

munity, one on development-oriented institutions and most recently, one on a national level structure, the nonformal education service agency.

In 1973, Howard University made a four-month pre-project reconnaissance study of the feasibility of nonformal education as a tool to improve the quality of life in rural and urban poor families. A literature search was conducted on existing nonformal education programs that could improve child care, parent education, nutrition, food supply, clothing, housing, health, consumer education, family planning and family life education. Families and university administrators and staff in selected West African and Caribbean were interviewed on the subject of how family life education could best be taught. However, there was no further development of this "pre-project" activity.

The other project on family units was conducted between 1976 and 1979 by the Centro de Investigación y Desarrollo de la Educación (CIDE) in Chile. The project was intended to design and test a number of activities directed towards family units (as opposed to groups of adult villagers, usually consisting of either men or women, such as had been the case in most other nonformal education projects). CIDE staff members used nonformal education methods, including participatory discussion and action techniques with small groups of parents and older siblings. Several activities were designed and implemented, but results were not consolidated and no follow up activities occurred due to almost total withdrawal of U.S. aid from Chile.

A two-year grant to the Tuskegee Institute called for developing methodologies to evaluate community education programs, nonformal education being one type of community education. As designed, the project addressed the problem of the general lack of knowledge about significant variables among communities which hinders the efforts of planners to tailor characteristics to specific communities. In addition, because classic educational evaluation models are not designed for remote rural communities in developing countries, they are of little use in AID-sponsored education programs. Contractor responsibilities included designing and field testing some evaluation methodologies in Jamaica that could be adapted to a broad range of rural communities in many countries. In 1977, the project was transferred to the Latin America Bureau and continues to date. A final nine-month phase to field test materials was postponed from 1980 to 1981. By mid-1980, the project had experimentally developed and produced six manuals as instruments for rural community education evaluation. These were accomplished largely through the work of Jamaican staff and trainees, an approach which created a core group of some 15 Jamaicans trained and experienced in the entire process of community education evaluation.

In 1976-1977, the University of South Carolina undertook a short project to test means through which clients could provide regular feedback to those responsible for nonformal education programs for the purpose of improving their design, implementation and impact. Rural people were trained to interview their colleagues about both general and specific concerns and to relay information back to project personnel. In practice, however, the project discovered that it was impossible to elicit the requisite feedback about community programs from individuals who appeared to have almost no knowledge about them. Hypothesizing that community concerns could be better dealt with in groups, interviewers were then trained to work with small groups and found that the type of information sought could be obtained more efficiently.

The projects just described on the family and the community levels of clientele were relatively insignificant in the development of DS/ED's nonformal education program during the 1970s due largely to contractors' failure to generate appropriate long-range goals and demonstrate capacity to implement strategies.

Projects dealing with development-oriented education institutions and national level organizations have been more productive. The 1970s program included one project in institutional development and two which experimented with national structures.

The importance of helping to create and support nonformal education programs within developing country institutions was recognized early in the formulation of DS/ED's nonformal education strategy. The 1973 Strategy Paper stated as Requirement II that LDCs themselves begin initiating their own action programs concurrently with and as a basis for development of their own knowledge base (See p. 7) and recommended as a course of action, that DS/ED staff, with the help of MSU and U Mass, identify LDC institutions which could sponsor nonformal education programs and approach the appropriate personnel to discuss this proposition:

If your country wishes to undertake an examination of non-formal education, or build on studies already under way, AID will make a direct grant to your government to be used by a mutually acceptable local institution to support the study, perhaps on a matching basis. We would encourage you to concentrate on the one hand on rural areas and to research the base of present knowledge; the extent to which this base is deficient for development purposes; and the minimum learnings required for personal or economic development in such areas as health, nutrition, agriculture, finances and cooperatives and possible delivery systems. . . .

Institutions were identified in Nigeria, Ethiopia, Guatemala and Ecuador as likely places to build effective nonformal education programs, but the generation of a developing country institutional support program was a slow process. It was not until 1976 that the LDC Institutional Involvement in Nonformal Education project was funded. And then it was difficult to complete grant agreements with developing country governments to host the project. The People's Open University of Pakistan was regarded as a probable site for LDC institutional involvement, but DS/ED found the University unprepared for such an activity. Chiangmai University in Thailand was then considered, but initial negotiations revealed a difference in expectations. The Basic Education Research Centre in Kenya and the Institute of Adult Education in Tanzania were consulted, but abandoned for lack of interest.

Three institutions were eventually identified: one in Africa, one in Asia and one in Latin America. In 1977, the Lesotho Distance Teaching Center began research on group learning, literacy and numeracy, the potential function of the Center as a service agency and inservice staff training. An evaluation made at the end of the first year revealed notable success by the LDTC in supporting nonformal education activities in Lesotho and subsequent reports document continued programs (Creative Associates LDTC Evaluation Report: April 1979 Annual Project Evaluation documents).

Shortly after the grant agreement in Lesotho was signed, another one was signed in Afghanistan with the Kabul University Research Center, an educational arm of the University. The primary responsibility of the Afghanistan institution was to conduct a survey of nonformal education programs throughout the country. The purpose of the study was

To assess the existing programs' potential to meet the learning needs of the country; to identify various programmatic options and to assess the advisability of their extension or duplication elsewhere in the country on the basis of their practicality for implementation, their costs and relative benefits (Draft Preliminary Plan for an Inventory of Nonformal Education in Afghanistan 1977, p. 4).

By mid-1979, the inventory had been completed and the second of a series of workshops on its results and uses had been held. Project activities were terminated, however, in December when the USAID mission withdrew in the face of the occupation of the country by Russian troops and advisors.

The third site for the Institutional Involvement project was determined in early 1981 and was the Office of Planning (OFIPLAN) in Costa Rica. OFIPLAN serves as the institutional base for the project which has a steering committee composed of vice ministers from the Ministries of Human Promotion, Public Health, Education, OFIPLAN and representatives of the president's office. Grant activities aimed at demonstrating how nonformal education methods can be used to increase participation of marginal groups in government programs and thereby increase access to benefits from the nation's economic and social progress (Draft Project Paper 1980). The project builds upon OFIPLAN's earlier efforts to use achievement motivation and popular participation techniques for the same end.

In spite of the termination of the program in Afghanistan and the delay in beginning activities in a Latin American site, the Institutional Involvement project appears to be a key step towards the original DS/ED goal of helping LDCs acquire their own expertise and institutional support systems for nonformal education. A further dimension in building institutional support has been the idea of a national institutional structure appropriate from for nonformal education activities. Exploration of the service agency model was one of the elements of the Institutional Involvement activities in Lesotho. Jim Hoxeng, the DS/ED staff member who has taken primary responsibility for testing the national service agency idea, characterizes it as a response to the need for national level support to nonformal education which by nature requires something other than the bureaucratic organizational structure which has traditionally served formal education. The service agency proposed by Hoxeng would provide a support system in which

Nonformal practitioners maintain their independence and initiative, take responsibility for their activities and are flexible in their program. . . . [Nonformal education programs would be able] to maintain their autonomy, while at the same time cataloging and mapping their activities, responding to their requests for technical/financial assistance and supporting their expansion into areas (both subject and geographical) where people have not had access to formal or nonformal educa-

tion opportunities. The product of such an approach would be a nonformal education support organization which builds on nonformal education's strengths and addresses its historical weaknesses (Draft Project Paper 1979, p. 6).

Structuring Nonformal Education Resources, a project intended to test the usefulness of the service agency concept, was funded in 1979 for a period of five years. It included two sites—the Lesotho Distance Teaching Center, where the concept had been pioneered and Ecuador (still tentative).

In both cases funds would go directly to national governments to establish and maintain a nonformal education service agency. Long-term technical assistance will be supplied by U.S. contractors. The project purpose is

To demonstrate innovative organizational mechanisms to permit developing country central governments to support, strengthen and systematize nonformal education. . . . by development of nonformal education service agencies capable of assisting public and private institutions in 1) educational materials development, 2) communications, 3) staff training and 4) finance (Project Paper 1979).

One of the concerns voiced by DS/ED staff members in early debates was whether encouraging governments to become involved in and organize existing spontaneous and diverse local level nonformal education programs, would undermine and damage the nature of those programs (Personal communication Cliff Block). After a decade of experience with other aspects of nonformal education, the service agency is designed to direct away from centralization and bureaucratization of nonformal education activities and to offer them resources from the service agency itself and from a network of similar programs in the country and even beyond it, while continuing to support diversity and autonomy.

In Lesotho, technical assistants, specializing in program planning and management, research and editing have been able to help the LDTC assist clients (nonformal education practitioners) with materials development, staff training and research activities. The credit fund had not been used at the end of 1980, but it is intended as a financial source for organizations attempting to improve their outreach among the rural poor and as a revolving fund to support development ventures which emerge among nonformal education clients. Criteria for funding and mechanisms for monitoring funds will be established and implemented by the steering committee; the Lesotho National Bank will operate the revolving fund. Unlike many projects, the assistance fund enables this one to place money directly in the hands of the national organization for its discretionary use to support local entrepreneurs.

Inventory and mapping activities are viewed as critical in the formation of a national organization to support nonformal education. Such activities had been supported by DS/ED prior to this project through Michigan State University's work in Ethiopia, through the Kabul University Research Center in Afghanistan and by the Center for Development of Nonformal Education (CEDEN) in Colombia. In 1975 (without AID funding), CEDEN inventoried 432 nonformal education programs in Colombia and the following year received \$34,000 from DS/ED to create an information network among those institutions. In 1980, CEDEN was chosen as the Latin American site for a regional nonformal education clearinghouse modeled after that at Michigan State (See p. 21).

For DS/ED, inventory and mapping activities are a priority even though they are not part of plans for the development of a national nonformal education support organization. The most recent component of the Structuring Nonformal Education Resources project is a contract to assist two countries (Cameroon and another as yet undetermined) in nationwide assessment and analysis of nonformal education activities, especially those for people with least access to education programs. Such activities are intended to encourage nations to seriously consider the value of existing nonformal education resources and to know where further support is desirable as well as what capabilities exist or might be developed to provide that support.

With the Structuring project, the evolution of DS/ED's nonformal education program transcends early conceptual, strategic and state-of-the-art studies by Michigan State University and experimentation in materials development and staff-facilitator training by the University of Massachusetts, through mid-decade research about various clientele groups and the adaptation of nonformal education materials and training methods to them, and enters a phase in which developing country institutions are being assisted to take over responsibility (empowered) for directing and developing their own resources in nonformal education.

At present (May 1981), a field support component is being added to the Structuring project with the objective of networking both U.S. and LDC agencies with nonformal education capabilities into a resource pool to provide technical assistance to interested missions. In this way, gains made during the 1970s in knowledge base and materials development, program design and implementation and training of personnel can be made available systematically to interested parties; both LDC and U.S. counterparts can collaborate in providing technical assistance. Inquiries to AID missions around the world about their need for such a field support system produced 40 responses, 26 of which indicated a strong need and interest (Africa-13; Latin America-7; Near East-4 and Asia-2). Almost all of the responses outline specific ways in which such services would be used. Recalling that a similar cable was circulated in 1970 and received only a dozen vague responses, the 1981 response seems to confirm that substantial progress has been made in the interim in establishing nonformal education as a development strategy.

Besides attempting to consolidate technical assistance resources, the field support dimension of the project also calls for a consolidation of current knowledge and the elaboration of several issues papers which should make a strong contribution towards updating nonformal education literature on the basis of experience acquired during the past decade.

One final project to be mentioned is the Mass Media Health Practices project begun in 1980 in Honduras by the Academy for Educational Development and to be tried in the Gambia in 1981-1983. In Honduras, the project is bringing together both nonformal education and educational technology methods in a national campaign against infant diarrhea. A series of radio messages are being complemented by such nonformal education techniques as posters, flip charts, popular theater, photostories and face to face encounters between the target population and professional and paraprofessional health workers in the context of programmed instruction and home visits. Both the symbols used in the campaign and the

content of the various messages and instructions were carefully designed after a period of research on local customs and practices which might affect infant diarrhea and of review of anthropological data on concepts related to health, disease and child care. Not only does the project combine both nonformal education and educational technology approaches, but it is also unique to date in that it is being jointly funded and monitored by both DS/ED and the Health Office, a kind of collaboration which has been repeatedly advocated but never accomplished in the DS/ED program.

NONFORMAL EDUCATION IN OTHER DONOR AGENCIES AND AID OFFICES ⁶

AID generally cooperates with the World Bank in exchanging ideas and information in technical areas and DS/ED works in similar ways with Unesco and Unicef. This cooperation occurs because of the U.S. financial investment in these multilateral agencies, but more because of the needs of personnel to share and discuss commonly perceived situations in developing countries and possible responses. Of the major international assistance organizations, AID is the only one with an explicit goal of establishing nonformal education as a particular development strategy.

In the late 1960s, with the recognized failure of formal education to effectively address the problem of huge illiterate populations and the lack of trained manpower in various economic sectors, the United Nations organizations, the World Bank and other bilateral agencies as well as AID were involved in the search for alternatives to formal education as it was being advocated then. Simultaneously, the shift from "trickle down" to "grass roots up" development theory began to take hold and assistance agencies considered the advantages of making investments in services to the rural poor instead of heavy capital outlays which responded primarily to high level government and private sector needs for cash. But even though nonformal education fit logically into this alternative development theory and related strategies, neither Unesco, Unicef nor the World Bank joined in the commitment made by DS/ED in 1970 to seriously study, promote and sponsor nonformal education and to build institutional capacity and organization in both the U.S. and developing countries. By the end of the decade, all three agencies agreed on the value of nonformal education programs and channeled significant amounts of resources to them as a means of meeting educational needs, but all remained reluctant to emphasize research and development in the area.

The World Bank has been primarily interested in analyzing the education sector as a whole and in funding education programs in a "balanced" fashion to meet priority needs. For the Bank, priorities have been basic education services, manpower training for existing work, efficient and equitable education systems and strengthening institutional capacity in the analysis, design, management and evaluation of education programs. Over the years, interest in the systematic development of the Education Sector has been displaced by a view of education as a "pervasive element that must be integrated--horizontally and vertically--into all development efforts." The Bank's 1974 Education Sector Policy Paper stated that

Within this context, modes of delivering education--formal, nonformal and informal--are conceived today not as alternatives but as complementary activities within a single system. . . . Nonformal education . . . is neither an alternative education system nor a shortcut to the rapid education of a population. Rather, nonformal education and training provides the second chance for learning to those who missed formal schooling; it enables the rural or urban poor, within programs of "integrated development," to acquire useful knowledge, attitudes and skills; and affords a wide array of learning activities directly associated with work. . . .

At present, the design and implementation of programs to meet such objectives are challenging because of the diversity of needs and the relative scarcity of experience that can be drawn upon (p. 16).

However, as one World Bank official put it, the Bank's program in education, and particularly in nonformal education, to meet the needs of the rural poor, has never come to match the rhetoric of the 1974 policy paper. In 1978, an external advisory panel, headed by David Bell of the Ford Foundation, reviewed the Bank's program in education. Figures included in that report show that between 1963-78, lending for activities classified as nonformal education accounted for 11.7 percent of all sector lending (see Table 5, Appendix). For the 1975-78 period alone, the figure was 17.3 percent and was projected to rise to 24.6 percent in 1979-83. Perhaps in anticipation of increased spending in the area, the Bank's Education Department prepared a paper on "Issues in Nonformal Education and Training for Rural Development" in 1979. However, conversations with two Bank educational specialists indicated a strong discontent with performance in the education sector as a whole and in nonformal education in particular. They agreed that most of the problem stemmed from the Bank's own organizational nature and emphasis on large scale lending and centralized administration and noted that efforts were underway to make feasible improvements and to find ways to compensate for those which could not be made, such as subcontracting with other organizations with structures and processes more amenable to field conditions. Mention was also made of a characteristic shared by the Bank and AID, i.e., that much of the nonformal education which is being supported by the organization is being done under the aegis of other sectoral offices without much collaboration with education specialists.

Individuals interviewed and documentary sources consulted stressed the need for more and better research and evaluation in education and rural development. Roy Prosser was completing a retrospective study of his institution's role in education and Nat Coletta was designing a multidisciplinary study to determine the cost-effectiveness of various kinds of education projects using a methodology which would include both qualitative and quantitative indicators. Both men also noted a lack of competent technical assistance for nonformal education projects, but also added that the Bank's own structure did not facilitate the identification of technical assistance in host countries or even in the U.S. The 1979 issues paper recommended that Bank funds be used to survey ongoing nonformal education activities and that appropriate forms of organization and support for those activities be explored. The ideas are very similar to those which DS/ED is pursuing in its current Structuring project. For example, the report recommends:

. . . a useful Bank role would be to finance a survey and compendium of the country's existing non-formal education and training activities.

Only with a full knowledge of existing programs will it be possible to identify the most appropriate agency or institution (or, as a last resort, to create a new one) to meet a particular learning need. Such knowledge should also lead to identification of strengths and weaknesses in existing programs and of particular problems of duplication and coordination between programs.

The paper stresses that identifying existing agencies, institutions and programs which have the potential for expansion and adaptation to meet new needs would also provide opportunities to

- a. improve efficiency in the use of existing resources rather than increase the competition for limited resource;
- b. minimize problems of duplication and coordination instead of creating new institutions; and
- c. strengthen indigenous "home-grown" approaches rather than introducing new, possibly alien, ones.

One can not but notice the similarity between the concerns and course of action articulated and those adopted by DS/ED in 1970.

The Bank's most notable investment in nonformal education at the project level is a 30 million dollar loan made to the Ministry of Education's Division of Community Education in Indonesia. The project might be termed one of developing a ministry of nonformal education and will undoubtedly provide a valuable case study for other countries which might be approaching that decision.

It should be noted that in addition to project support, the World Bank has also sponsored a number of studies on nonformal education and rural development made by Phil Coombs and the International Council for Education Development, volumes which can be credited for helping to describe and legitimize nonformal education as a development strategy.

Unesco, the primary source of technical assistance in World Bank loans, also recognizes the inadequacy of schooling as a vehicle of meeting many of the educational needs in developing countries and has sponsored an array of publications and seminars on the subject of the failures of schooling systems and the need for alternative programs. However, Unesco has been even more reluctant than the World Bank to incorporate nonformal education. None of Unesco's programs are classified as such; "nonformal education" does not appear as a descriptor in its vast and sophisticated bibliographical system nor as a unit within its complex bureaucracy. Instead, Unesco promotes "lifelong education," a term which became widely diffused in 1972 with the publication of the Faure Commission report, Learning to Be.

The term 'lifelong education and learning' . . . denotes an overall scheme aimed both at restructuring the existing education system and at developing the entire educational potential outside the education system; education and learning, far from being limited to the period of attendance at school, should extend throughout life, include all skills and branches of knowledge, use all possible means, and give the opportunity to all people for full development of the personality (Faure Report, Introduction).

In contrast to the World Bank's interest in education as a means to national development, Unesco's focus is on education as a means of individual development. Unesco's policy is influenced by the nature of the organization and its mandate to limited educational, scientific and cul-

tural domains, and can thus affect other sectors only to the extent that organizational boundaries are overcome. In practice, even though it supports a number of "out-of school" activities and agrees that there is need for alternatives to schooling, Unesco (like the World Bank), has not emphasized nonformal education. The International Institute of Educational Planning (IIEP), an affiliate of Unesco, has devoted attention to planning issues in nonformal education and has sponsored two seminars and several publications on the subject.

Unicef works together with Unesco in the "Co-operative Programme" through which Unesco works in educational development, but Unicef's own mandate is to provide services to children and to mothers and other women who influence them. Its work in education is limited to programs which serve this clientele and excludes such nonformal education priority areas as adult education, community education or organization and planning. Unicef's organization is highly decentralized and its programs recognized as operating more directly at the grass roots levels than any of the organizations mentioned thus far.

Like other donors, Unicef began to shift its focus during the early 1970s from primary school education to "Basic Services," including "Basic Education." Unicef commissioned Philip Coombs and the International Center for Educational Development (ICED) to write a report on the nature and potential of nonformal education programs for children (New Paths for Learning for Rural Children and Youth 1973), but the organization has not adopted the term "nonformal education" and instead speaks of primary school and out-of-school programs within the general notion of Basic Services mentioned above.

The Unicef Basic Services policy was formulated in an East African context and expressed in the conclusions to a 1974 conference on Basic Education in that region:

Basic Education should be seen as one stage, an initial stage, of the process of lifelong education, bearing in mind that school age is not the only time or school the only place for learning (Basic Education in East Africa, p. 23).

Following Coombs' recommendations, the report went on to specify a minimum package of Basic Education requirements. These included functional literacy and numeracy, positive attitudes towards work and community and national development, a scientific outlook and an elementary understanding of the processes of nature, fundamental knowledge and skills for earning a living and for civic participation. Like the World Bank and Unesco, Unicef supports what others might call nonformal education when such activities seem most appropriate to accomplish their objectives, but do not invest in the research and development of this or of any particular type of program.

One other donor agency, the Inter-American Foundation, was created in 1971 by Congress to operate as a small, semi-private agency on a people-to-people level in Latin American and the Caribbean (1980 Annual Report). By design, IAF does not target monies to particular countries nor to specific program areas; neither does it provide technical nor management assistance to the projects it does fund. Instead, field representatives travel to the various countries searching out local private

organizations judged to have the commitment and capacity, but lacking in capital resources, to carry out activities with sound development consequences. In short, the IAF strategy is to fund people, not projects.

Within that overall approach, in 1980 IAF funded projects which were primarily identified as education and training to the tune of \$3.3 million dollars; estimated at nearly 15 percent of all projects funded that year (180 new starts and 101 supplements to existing grants; see Figure 4, Appendix). Peter Hakim, planning director at IAF estimates that in fact "half of all Foundation projects contain an important component for education and, indeed, nearly all Foundation grants are intended to contribute to learning and understanding by participants."

Because of its non-school nature, IAF's entire education and training program might be defined as "nonformal education," although some, like the Rural Family Schools in Argentina and Brazil, are better described as alternative schools rather than alternatives to schooling. There are other similarities with AID's nonformal education goals. Most IAF projects fall within a rural development framework and are designed and implemented with a high degree of participation by project beneficiaries.

Unfortunately, for purposes of this paper, IAF's nonsectoral organizational and staffing patterns mean that the Foundation has to date acquired no body of analysis on the results of their investments in education and training, nor has a "policy" for those kinds of activities been formulated. The Foundation's research and planning unit was established only a year ago and is not yet fully staffed. Steps are being taken to review Foundation activities in certain sectors (education will be included) to assess them in retrospect and to deduce guidelines which emerge as appropriate for the future. Similarly, efforts are underway to implement project evaluations which reflect the Foundation's commitment to the autonomy of the groups it funds.

One specific note is that IAF has recently provided funds for the translation into Spanish and publication in Mexico and Buenos Aires of Educación Noformal y Cambio Social by Thomas La Belle. La Belle's work in nonformal education is the result of an institutional development grant made to the University of California at Los Angeles by the AID Latin America Bureau between 1970-75 (See Appendix).

In summary, the assistance agencies selected for discussion are all committed to funding alternative modes of education and all give verbal and financial support to the kind of organized out-of-school activities that DS/ED calls nonformal education. But no other donor has invested in nonformal education per se as a development strategy or as an area of research and development as has DS/ED, which has targeted its resources towards building new technical and organizational capacity for more than a decade. It should be observed, however, that the approach followed by other donors assumes the presence of such managerial and technical capacity and yet, as World Bank officials clearly recognize, project results have in fact been disappointing. The response of that organization is to

press for needed research and development and to consider the possibility of contracting with other organizations whose structures and modes of operation are more compatible with the requirements of nonformal education among the rural poor.

Without ignoring the fact that most of the expertise in nonformal education resides in non-governmental and private voluntary organizations, most of which have developed without AID support, nevertheless, it appears that DS/ED's concern for building institutional capacity and organizational support has responded to a real need as well as to an area not being met by other donors. A significant note is that the technical assistance for the World Bank's largest loan to nonformal education (30 million dollars to the Government of Indonesia) is receiving technical assistance from the University of Massachusetts Center for International Education, a DS/ED 211d grant institution from 1974-79 (see pp. 22-25).

On the other hand, experience acquired by all the large donors mentioned, AID included, points to the fact that nonformal education is done best by comparatively small, flexible organizations closely linked to the client population and operating autonomously from government institutions. Even the donors, e.g., World Bank, Unesco and DS/ED itself, have all been severely limited in nonformal education accomplishments by the large scale, bureaucratic nature of their own organizations. Continued attempts to use nonformal education as a development strategy already point to the need for new mechanisms to work more closely with nonformal education activities where they really occur. DS/ED's Institutional Involvement and Structuring projects have taken it closer to such operational conditions, but greater familiarity with IAF's experience during the past decade might well prove inspiring and useful.

As an aid to summarizing the most important points of comparison and contrast between DS/ED and other donors in their approach to nonformal education, we will first cite some observations made by Tim Simkins of Manchester University and David Evans of the University of Massachusetts. Independently of each other, both have noted that there are a limited number of rational planning strategies by which to incorporate nonformal education into development plans.

Simkins, interested in finding a realistic role for nonformal education in the socio-economic forces of developing countries, sees two strategies for dealing with nonformal education in national level educational planning. First, the

Basic education approach . . . in the narrow sense of seeking cheaper educational alternatives when further expansion along traditional lines is no longer possible owing to resource scarcities.

Second, an approach which Simkins attributes to Marvin Grandstaff of MSU:

The systematic capacity approach . . . in the more fundamental sense of attempting to optimize the overall pattern of educational provision in relation to development goals (Simkins p. 67).

Evans, also an educational planner, discusses three options for national level expansion of nonformal education:

1. Basic education to fulfill minimal learning needs as a non-school alternative means that one will provide basic literacy, numeracy and family life and health instruction through nonformal education
2. A merger of the formal and nonformal education sectors into a technical rational model provides for one system in which one can look at the full range of learning needs as well as at all possible delivery modes and make the most appropriate match
3. A third option is the development of non-competitive nonformal education, which, in effect, is a low profile, small scale alternative. What it implies is not working with the same populations the formal schools serve. Non-formal education in this approach must avoid competition with the schools and work with adults or with older youth who are already finished with the schools. Implicit in such an option is the need to build relationships with other sectors--agriculture, health, community development and labor (Evans May 1980).

Applying these distinctions to the donors mentioned above, we would say that Unicef has adopted the "basic services" approach and Unesco the "systematic capacity" approach to nonformal education. The World Bank's strategy appears to be one of helping countries develop a "systematic capacity" in education which places a high priority on providing "basic services." In all these cases, nonformal education is treated as a means to help nations reach their particular development goals.

DS/ED's program differs from these in its stress on nonformal education per se and in its tendency to treat nonformal education as a separate type of program without much concern for its incorporation into overall development plans and strategies. Instead, DS/ED's approach most closely matches the third option outlined by Evans-- a low profile, small scale alternative to formal education. While that approach has been followed for certain reasons, it has also meant not working with nonformal education as a part of large scale development planning where nonformal education might contend for government-allocated resources. The only DS/ED project which has addressed nonformal education in a context of national planning is the Structuring project which parallels Evan's third option by attempting to assist planners to

Improve the quality of their educational offerings through technical assistance and offer them the wherewithal to expand into areas where people ask for their assistance. In so doing, the government can also begin to "rationalize" non-formal education, through inventories of programs and mapping their coverage (Project Paper, p. 4).

The Project Paper also argues that the approach will

Encourage diversity in nonformal education and at the same time develop organizational paradigms that will enable AID and other international donors to offer assistance on a larger scale. Until now donors have had to choose between a) supporting large bureaucratic organizations which have absorptive capacity, but which have great difficulty reaching the rural poor, or b) providing assistance to small, diverse groups, each of which requires considerable administrative attention but which can realistically absorb only small amounts of financial or technical assistance (Ibid., pp. 5-6).

In other words, the DS/ED strategy for helping developing countries incorporate nonformal education programs into rational development planning activities is to continue to demonstrate the inherent value of nonformal education until governments begin to recognize its significance for development and to allocate resources while allowing nonformal education to develop appropriate organization structures autonomously from the conventional bureaucratic ones which serve formal education.

Nonformal Education and the Regional Bureaus

Education officers in AID/W regional bureaus were also interviewed to gain some insight into the nature of their efforts in nonformal education and the relationship between their programs and those of DS/ED.

In the Latin America Bureau, it was noted that in 1981, nonformal education activities (including out-of-school vocational education) were absorbing 10 percent of the total budget, a figure projected to rise to 15 percent in 1982. During the 1970s and still today, the bureau's emphasis has been rural primary schooling and in the opinion of education officers, there is not an increasing demand for nonformal education in Latin America. On the contrary, they saw nonformal education as somewhat on the decline because it had proved unable to provide its clients with sufficient rewards in comparison to those promised by the formal system. At the same time, they saw that existing organizations for educational planning and support were largely inappropriate given the nature and requirements of nonformal education programs.

The most outstanding example of a nonformal education project carried out by the Latin America Bureau was the Basic Village Education project in Guatemala, mentioned earlier in this report (see p. 27). However, those interviewed expressed their disappointment over the lack of follow up or replication of that project despite its acknowledged success and careful dissemination of reports. They also indicated that such a lack of spread effect seems to be characteristic of regional and centrally funded projects.

A further shortcoming in nonformal education efforts cited by L.A. education officers lay in the failure to build effective cross-sectoral integrated rural development programs. In an attempt to remedy that failure within their own bureau, they are presently reviewing accumulated experience in the area of agricultural education (for example, BVE) to determine how they might collaborate more effectively during the 1980s within the broad goal of working to overcome the world food crisis.

After reportedly emphasizing nonformal education as a top priority during the 1970s, the Africa Bureau's projected educational strategy for the 1980s calls for work in three priority areas--manpower training, improvement and expansion of primary education and nonformal education to benefit farming families. The bureau's 1982 Congressional Presentation noted that

Nonformal education programs, mainly training activities and informational transfer, are more effective when they are tied directly into the context of agricultural, health and other rural development activities.

Bureau policy emphasizes that

Education be seen as a reinforcing process for agriculture, health and energy, population, nutrition and infrastructural development and that it not be seen as a separate sector.

Nonetheless, the difficulty of cross-sector work was cited by the Africa Bureau education officer, who, like his L.A. Bureau counterparts, observed that the greatest constraints to effective AID involvement in integrated rural development came from the lack of cross-sectoral collaboration which prevailed in AID/W.

In contrast to Latin America Bureau education officers, the opinion in the Africa Bureau was that there was a strong interest in nonformal education, although he agreed that people wanted and needed "certificates" as means to improve their utilization of local opportunity structures. Project-related training was suggested as the most effective way to apply nonformal education to meet development objectives and a complementary view of formal and nonformal education was advocated. Cameroon, Niger and Upper Volta were mentioned as three countries where AID has been involved in successful nonformal education projects as part of integrated rural development programs. Finally, it was observed that private voluntary organizations accounted for the great majority of work being done in nonformal education in Africa.

Nonformal education has had a less prominent place in the programs of the Asia and Near East Bureaus. In the Asia Bureau, little investment has been made in education projects of any sort since 1976. Several countries in that geographic region are among those with strong nonformal education programs, e.g., Indonesia, India, Korea, the Philippines and Thailand, and cables recently received by DS/ED from country missions show that both Indonesia and the Philippines are planning nonformal education initiatives in the near future.

On past nonformal education project in Thailand was the only nonformal education project included in the impact evaluation series scheduled by the Bureau of Policy and Program Coordination in 1980-81. The Mobile Trade Training Units project was carried out between 1966 and 1972 and, in conjunction with other, more formal activities, offered skills training to the rural populations surrounding several of Thailand's major towns. Evaluators in 1980 found that about half (26) of the schools originally started under the project were still functioning and had increasing enrollments. Other centers had been absorbed into a system of Life-Long Education Centers which were viewed as outgrowths of the original mobile unit system. During the project years, some 80,000 students enrolled in the program and the evaluation team found that, in general, training had been successful in leading to new employment for some, but more commonly to additional employment or income generation for out of school youth and for rural adult men and women.

A current project—Nonformal Vocational Education—also makes use of mobile training units as part of a program to bring educational opportunities to 450,000 people in 17 self-help communities in rural Thailand. In this project, however, the mobile units are combined with the activities of settler/trainers who receive special instruction in topical areas of importance to their settlements and then, with support from the mobile teams, help relay information to their fellow settlers.

In the Near East Bureau, most country missions have been emphasizing Basic Education for children and rural adults as a priority and little has been tried in nonformal education. Morocco, Yemen and Jordan have recently advised DS/ED of their desire to utilize nonformal education approaches in future activities. Morocco already has two nonformal education projects which aim at expanding income generation opportunities for women, although one of them serves men as well. The projects are similar in that both combine training and institutional development for individual and community improvement. Nonformal Education for Women offers training in management, program development and community outreach to the staff of a Job Development Unit which will in turn train and supervise monitrices in nonformal education techniques in health, nutrition and sociology for a population of some 45,000. The Social Services Training project includes a component to provide training for instructors in social action, nonformal education and vocational skills. The Morocco projects, like those carried out in Thailand, are closely linked to formal education programs and might provide useful case material in the area of the institutionalization of nonformal education which has become a priority for DS/ED.

CONCLUSIONS

Conclusions are presented following the same order used in the body of the report. First, we will summarize the evolution of nonformal education at the level of policy and conceptualization. Next, we will make several observations about the DS/ED nonformal education program from the standpoint of stated goals and intended characteristics. Comments about nonformal education in the program of other donors, AID offices and country missions are incorporated as relevant in the discussion of specific program goals and characteristics.

General Pattern of Evolution of the DS/ED Approach to Nonformal Education

During the 1970-75 period, AID's overall development strategy shifted towards greater emphasis on participation in designing and implementing projects by host countries and target populations and towards greater commitment to providing basic services to the most needy and hard-to-reach groups. The selection of nonformal education as a priority development strategy was very much in line with the broad principles of development being espoused by the Agency as a whole.

But for education in general and nonformal education in particular, the 1970-75 period was one of transition away from previous program emphases and towards new ones. Few new projects were actually started in education and in nonformal education those which were concentrated on building a research/knowledge base. Actually, the relative lack of projects in the early period responded to both structural and substantive considerations. Structurally, it takes two, three and sometimes up to five years for new policies to be translated into project activities given the planning and budget cycles through which the Agency operates.⁸ Substantively, DS/ED in fact chose to take a low-key approach in nonformal education in recognition of the need for careful groundwork which would help avoid prematurely exporting inappropriate models and strategies to the LDCs. Giving such precedence to program soundness before launching field applications was in itself laudable. On the other hand, the result was a separation of research from actual field experience during the 1970-75 period and that separation undermined one of the strategies which had been specifically set for building the needed knowledge base--i.e., that it rest on real-life considerations and emerge out of indigenous situations and arrangements. Instead, MSU professors were charged with creating a knowledge base relying largely on their past experiences and short-term technical assistance visits to various countries. The resulting series of studies and working papers, while short on utility for field application, was nevertheless a breakthrough in the effort to establish nonformal education as a field of systematic endeavor. Today, the series still serves as a basis for orientation and baseline thinking on various aspects of nonformal education.

The shift to field based experimentation began in 1974 with the awarding of an institutional development grant (211d) to the University of Massachusetts. With this, and later a supplementary grant, U Mass

carried out experimental projects in Ghana, Guatemala and Thailand which tested a variety of methods and techniques and emphasized client participation in all phases of project activity. Similarly, in 1975 a Development Programming Grant was awarded to World Education which also experimented with nonformal education materials, client participation and delivery systems for reaching rural women and later undertook a major project aimed at income generation.

Other, smaller grants were made for theoretical research and field experimentation with various target populations (women and families in particular) and with various aspects of nonformal education (materials production, cost effectiveness, planning and evaluation). By 1977, the attention of DS/ED officials turned to the problem of the institutional support which nonformal education activities required if they were to become firmly incorporated into national development strategies and by the end of the decade the principal aim of the program was to structure nonformal education activities and to strengthen organizational support systems to that end.

In short, the DS/ED nonformal education program had moved through a number of steps during the decade, slowly but with a consistently sounder and broader experimentally-based understanding of effective program requirements. At the beginning of the 1980s, that program appears headed for "take-off" with investments focussed more heavily in LDC institution-building and with various achievements and failures of the 1970s in place. But while DS/ED anticipates new levels of accomplishment, other donors and other bureaus in the Agency are less satisfied with their record in nonformal education during the 1970s and appear to be de-emphasizing it as an area of activity for the 1980s, or at least, as is the case with the World Bank, are looking to find more effective ways to continue work in nonformal education.

DS/ED Nonformal Education Program Against Specified Objectives and Characteristics

Three broad purposes were identified for nonformal education as a Key Problem Area in 1970. The first was to establish nonformal education as a concept and a development strategy. While there is still not a universal understanding and use of the term "nonformal education," there is today a widespread interest in and a new legitimacy attributed to the kinds of educational activities which have been advocated as nonformal education. A common notion among persons interviewed was that AID, largely because of the DS/ED program in nonformal education, had played a leadership role in achieving that legitimacy and sustaining interest. At the same time, data also suggest that it is non-governmental rather than governmental organizations which are still the primary movers in nonformal education programs in LDCs. Moreover, a few people interviewed saw a commitment to nonformal education as antagonistic to transforming the formal school systems and felt that the latter challenge, while perhaps more difficult, would bring greater long run benefits to individuals and to national development.

The record is clear that DS/ED's chosen emphasis on nonformal education resulted primarily from a realization of the limits and the ineffectiveness of formal education. But we have found nothing in the DS/ED philosophy of program in nonformal education which favors substituting or displacing formal education. Rather, the strategy has been to work towards broadening the notion of what is regarded as properly educational and to link education more directly with (particularly rural) development. Nevertheless, DS/ED's emphasis on nonformal education as a Key Problem (or more recently a Research and Development) Area, has made it unique among international assistance donors and other AID bureaus.

The second purpose of the nonformal education KPA was to study, document and disseminate information on successful LDC cases. This has been accomplished beyond original expectations through the MSU Nonformal Education Information Center, the AED Development Communications Clearinghouse and the publications program at U Mass Center for International Education. DS/ED itself has distributed some information and materials to other DSB offices, AID bureaus and country missions.

Thirdly, the KPA activity sought to support research, experimentation and implementation of those models which appeared most promising, or those concepts which appeared worthy of testing. In the absence of early responsiveness from USAIDs to requests for information about ongoing successful programs and of U.S. institutions with an existing capacity in nonformal education, DS/ED undertook the slow process of researching various aspects and issues related to nonformal education and of building institutional capacity. By the end of the 1970s, both a base of sound project experience and a small nonformal education "establishment" had been created. The latter was composed of a handful of institutions and organizations, in particular, Michigan State University, the University of Massachusetts, World Education, the Academy for Educational Development and Creative Associates.⁹

In addition to the three purposes mentioned, DS/ED officers also prepared a 1971-1975 work plan (see Table 1, p. 4). The program review presented in the body of this report demonstrates that most of the proposed actions were carried out, if not by 1975 as originally hoped, then certainly by the end of the decade. A few of the actions outlined have been incomplete or unsuccessful. We draw attention to these because each is concerned with an important facet of program development.

For example, generating growth-point institutions in selected countries in each geographical region through field seminars or other means, including technical assistance and funding is an action which, as already pointed out, is becoming a reality only in the 1980s.

Conduct studies in the application of nonformal education to major development sectors such as agriculture, health, population, industry,

nutrition and social development is an action which to date remains undone. Exceptions have been the Guatemala Site Project (U Mass), the ongoing Mass Media and Health Practices Project underway in Honduras (AED) and the Education for Pre-literate Adults Project being concluded in Kenya and the Philippines (World Education). However, the only case of a project which has utilized nonformal education techniques in a cross-sectoral program and which has involved the collaboration of corresponding offices within DSB is Mass Media and Health Practices. The major reason for lack of such cross-sectoral collaboration, in spite of the Agency's rhetorical commitment to integrated rural development, was cited by almost everyone interviewed as intra-Agency "territoriality," both within DSB and in AID/W in general.

Little has been accomplished of an action which called for forging successively stronger links with the other external donors. Links between DS/ED and other external donors may be stronger than before (we do not know), but they are unquestionably weak at the level of technical planning and support. As noted earlier, differences rather than similarities stand out when comparing DS/ED with other donors in their approaches to nonformal education and to date there has been little communication across those differences. In contrast, more has been accomplished in strengthening links within the international network of interested institutions, especially through the Nonformal Education Information Center at MSU. The NFE Exchange is received regularly by some individuals in most if not all the major public and private donor agencies and many LDC organizations with nonformal education programs; 95 percent of NFEIC's materials have been donated by network members.

Work with other assistance agencies, particularly the international development banks, in identifying and testing the potential of loan funding for nonformal education. There is no evidence that this action step was ever pursued short of some early discussions in 1971 and it appears that loan funding has not been compatible with the small scale of most nonformal education activities. As World Bank officials noted, they have had difficulty in identifying nonformal education programs of large enough scope to fit their lending pattern. However, the Bank is currently searching for ways to improve its own operations in nonformal education and DS/ED is moving into more large-scale approaches in the organization and support of nonformal education systems. It may be possible for the two agencies to work out lending strategies more easily, although care should be taken to preserve the DS/ED commitment to avoid organizational and/or funding arrangements which would undermine the autonomy and grass roots orientation of nonformal education programs.

A third parameter within which to comment on the applied DS/ED program in nonformal education are those key characteristics outlined for it in the various concept papers which we examined. For example, the nonformal education program was intended to develop a body of validated materials, to offer high quality education, to be cost effective and resource generating and to respond to local conditions and reflect indigenous needs and practices.

Validated Materials. A large part of the DS/ED nonformal education effort has been directed towards the development of a body of validated materials and their dissemination. While we have already noted the achievements of these efforts, particularly through MSU, U Mass and AED, we have also observed that the materials available are mostly limited to literacy and group/community participation programs. Many of the methods and techniques which have been applied and found successful in those contexts have also been shown promising for use in agriculture, health and nutrition education. However, with the exception of a manual developed by U Mass for use by health workers in Guatemala, there is a dearth of validated materials for use in nonformal education in other sectors.

A second characteristic of the materials available is their decentralization. Some can be obtained from MSU, others from U Mass or World Education or AED. All these and other resources can be tapped through the two clearinghouses (MSU and AED). Such decentralized centralization appears to be an effective means for responding to requests for information from LDC and other institutions. However, a collection of nonformal education materials which represents the results of efforts made throughout the 1970s and is readily available to other AID offices and bureaus and to other donors is noticeably absent in AID/W.

High Quality. The quality of nonformal education has been considered by various sources from various angles. Some have been concerned with individual learning, others with change in behavior and still others with participant interest and involvement as a basis for other types of community development. Yet another group equates quality with legitimacy and judges nonformal education as inferior to formal education because it does not offer certificates which presumably increase an individual's access to and success in a society's opportunity structure. Because of these differing definitions of "quality," there has been a lack of consensus, much as with the issue of cost effectiveness. The DS/ED program has not been concerned with individual learning as measured by achievement tests and learning retention scores. Instead, projects have been designed to promote basic literacy and behavior changes and as tools in community organization amenable to multiple development applications. Quality in that sense becomes a question of impact and unfortunately, data on project impacts is scarce.

Cost Effectiveness. Extensive work in this area carried out by ETS as well as the general experience accumulated by DS/ED and other programs in nonformal education has somewhat altered earlier claims about the low-cost of nonformal education activities. More recent advocates tend to justify nonformal education as an effective strategy rather than a cheap one. What has been learned in the interim is that while nonformal education may not require near the financial input that formal education does, nevertheless, it is heavily dependent on other types of resources, mostly low-cost or volunteer labor, in order to be carried out.¹⁰ In addition, because of the nature of many of the resources needed for nonformal education and the variety of programs, clients and settings which come under that umbrella, there can be no standardized formulas for determining costs.

The U Mass Ecuador Project, among others, demonstrated that community development activities were fostered as a result of participation in a literacy-focussed nonformal education project.¹¹ The World Education Preliterates Project verified that nonformal education activities which generate income are those which are most successful in attracting and retaining participants. Various projects have registered progress in income generation and basic education in agriculture, health and nutrition, but attempts to translate these into the terms of cost effectiveness have not been made.

Indigenusness. The DS/ED nonformal education program has clearly emphasized "participatory" approaches, but available data does not allow us to comment on the quality of participation actually achieved in the various projects. We have observed an absence of attention paid to local culture and to the fit or lack of it with project objectives and methods. Instead, the program has seemed to operate on the assumption that participation would of itself insure sufficient incorporation of cultural variables. But individuals, alone or collectively, while certainly bearers of culture, are seldom conscious analysts and proponents of it. Projects which disregard local culture are almost certain to lessen the possibility of effective participation and long term utility and to erode rather than strengthen local systems, however unintentionally or partially. Given the lack of attention to local culture, it is difficult to credit DS/ED's nonformal education program with having achieved its stated goal of fostering indigenous educational alternatives rather than exporting U.S. solutions to developing country situations.

Institutional Development

As already noted, one of the primary accomplishments of the 1970s was the building of institutional capacity to support nonformal education in LDCs. In so doing, the DS/ED program invested most heavily in three U.S. centers--Michigan State University (\$2.8 million), the University of Massachusetts (\$1.2 million) and World Education (\$.9 million). At MSU, DS/ED took advantage of a record of overseas experience to achieve early work in the conceptualization of nonformal education and later the establishment of a center for world wide information-sharing and network building. Through U Mass and World Education primarily, DS/ED has experimented with field-based research and experimentation in development-oriented nonformal education activities and materials production. U Mass and MSU have also offered training opportunities in nonformal education for LDC and U.S. individuals. Graduates have become employed by organizations with which DS/ED works closely in its nonformal education program (e.g., the Academy for Educational Development and Creative Associates) and in DS/ED itself, the World Bank and LDC institutions working in nonformal education. As the DS/ED program for the 1980s moves to build institutional capacity in the LDCs, this group of organizations is ready to provide technical assistance.

But other intended sources of technical assistance have not become such. Many of the small activities carried out with minority institutions or those with experience in the rural south did not develop into anything more substantive. DS/ED officials place the "blame" for that fact on the

inappropriateness or lack of soundness and experience reflected in work submitted by these institutions. Nevertheless, the question remains whether part of the problem was AID's own bureaucratic nature and particular approach to development? Examining what really happened in DS/ED's attempt to work with disadvantaged institutions in its own country might produce some useful insights.

Our final conclusion is a generalization about the DS/ED program in nonformal education as a whole. In spite of shortcomings which this report has identified, we find that the program shows a coherence and a progressive development of activities which are markedly closer and more responsive to the clients served than most AID or other large donor-assisted projects. Our sense is that Agency-wide few, if any, programs have been so responsive to the perceived need for alternative development strategies and so compatible with the Congressional mandate to work with and for the rural poor.

Much more might have been accomplished in ten years were the AID bureaucracy more amenable and LDC conditions less difficult. One lesson which emerges from this retrospective, look at the emergence of a new program area and which seems to be gathering currency in the Agency as it examines the impacts of its projects is that real accomplishments take much longer than those who write initial action plans and strategy papers, identify projects and bring them to term ever expect. As DS/ED moves into the 1980s with firm goals of fostering appropriate and effective non-formal education support systems in LDCs, it may be well to realize that what is projected now as a three or four year plan will most likely require the entire decade.

Following are some recommendations which we hope will make the DS/ED nonformal education program during the 1980s even more effective.

RECOMMENDATIONS

In general, our recommendations are aimed at continuing and strengthening the current direction of the DS/ED nonformal education program. The strengthening recommendations call for making program goals and strategies for the 1980s more explicit, for giving special attention to actions and emphases intended for the 1970s but which remain unaccomplished or only weakly accomplished, for assessing the impacts which have resulted from the program thus far and for correcting for the lack of attention to culture which has characterized the program. Additional recommendations suggest that DS/ED initiate meetings (separately or jointly) with contractors who have played major roles in the nonformal education program, with Agency personnel (current and retired) who have particular interest in the program, and with other donors (public and private) who are also working to foster nonformal education in developing countries.

Specific recommendations

1. That DS/ED continue its current commitment to strengthen LDC institutions and to experiment with appropriate forms of organizational support for nonformal education at regional and national levels. This recommendation is based on our analysis of the program during the 1970s, on the record of experience accumulated and on the opinions of several specialists interviewed.

First, there has been a quite apparent evolution in the DS/ED nonformal education program which has worked its way from the identification and development of specific aspects of nonformal education (methods, techniques, materials, delivery systems, training modes, planning and evaluation) for various target populations (rural poor, women, illiterates, health workers, etc.) towards a concern with the support and stability of entire programs. In the course of these diverse experiences, a recurrent problem which has limited otherwise positive outcomes has been the lack of a resource base and of systems for general organizational support. Instead, nonformal education activities have been typically small scale, diverse and often isolated from other development efforts in spite of their demonstrated ability to respond to the needs and interests of target populations. For World Bank officers, the fragmented nature of nonformal education activities has been one important factor limiting that organization's ability to support its development. AID Regional Bureau officers interviewed linked lack of institutionalization to the difficulty of replicating successful nonformal education activities and to the tendency to regard nonformal education as inferior to formal education. But while the problem has been widely recognized, no other bureaus or donors are taking steps to overcome it, which is yet another reason to encourage DS/ED to continue its systematic research and development in nonformal education; in particular, in the area of institutionalization and organizational support.

2. That studies be undertaken to assess the impacts which have resulted from the DS/ED nonformal education program to date and to compare those impacts with those which have resulted from nonformal education activities sponsored by other agents; that a methodology for impact evaluation be developed which is participatory in nature.

Inhouse documentation, including final reports for some projects, paints a very positive picture of results achieved in various nonformal education projects, but there has been no systematic analysis of impacts either in themselves or in comparison with those made by other types of programs. The results of such an assessment would be useful for future program development, as basic data to complete an otherwise carefully planned research and development approach, and to help clarify the relationships between knowledge/skills acquired through nonformal education and development at various levels--individual, family, community, sectoral, national--and access to opportunity structures. While it would be difficult to carry out such extensive analysis on a comparative basis, nevertheless the comparative dimension is important and provision should be made to incorporate it insofar as possible, if only through consultation with key informants. It may be, however, that other donors and practitioners would be interested in parallel studies, the results of which could be brought together for comparative purposes.

The DS/ED assessment should be carried out at two levels. First, available literature should be reviewed and individuals consulted for the purpose of making an initial assessment of impacts and of indicating the directions for field study. Second, the field impact assessment should be made in participatory fashion with the dual purpose of obtaining information about impacts and experimenting with procedures to achieve the best local participation while doing so.

3. A plan for DS/ED's nonformal education program for the 1980s should be elaborated in order to strengthen and make explicit the fundamental coherence which already exists and to provide an instrument for common analysis and improvement of the program as it unfolds.

The current emphasis on LDC institutional development and organizational support should be complemented by efforts to incorporate nonformal education into rational development plans which address the social, economic and political contexts of various nations. The plan and its accompanying strategies and action plans should make provisions for overcoming some of the shortcomings of the present program, such as

- a. the lack of cross-sectoral collaboration. Three initiatives which might help in this regard are
 - an inventory of other DSB projects to determine which might lend themselves to incorporation of nonformal education principles and/or techniques
 - conversations with personnel responsible for those projects to bring to their attention ways in which projects might be improved through nonformal education input
 - a small materials center within DSB where personnel from other offices can refer readily to and obtain copies of useful documents and literature
- b. the lack of attention to local culture in DS/ED's approach to nonformal education.

The work of Dr. Johannes Wilbert at UCLA (See appendix) is a promising place to start. DS/ED and L.A. Bureau education officers (and possibly someone from NFEIC) should visit Dr. Wilbert with a view to

- learning about the extent and implications of his work
- the possibility of commissioning both descriptive materials and thematic analyses on nonformal education and culture in Latin America
- determining how information on nonformal education and culture might be made available to and utilized by nonformal education programs in Latin America
- generating ideas about how similar projects might be pursued for other geographical regions

Ideally, studies on nonformal education and local culture should be undertaken by the various Regional Bureaus, but in any case, DS/ED should develop its own understanding and methodology for working within cultural contexts and should foster that approach among its contractors. Issues papers and case studies in which indigenous learning practices are identified and their relevance to nonformal education is illustrated would help establish this as an element of DS/ED's program and set the tone for contractors. In addition, contractors should be advised of the necessity to work within cultural contexts instead of disciplinary frameworks or project schemes. Finally, methods and techniques for assisting project participants to define and examine their own cultures should be built into nonformal education projects.

c. the lack of exchange with other donors at the level of shared experience and analysis.

A forum for exchanging ideas with other donors should be established so that all can benefit from the experience of each and can arrive at better methods of promoting and strengthening non-formal education. The action originally stated in the 1970 work plan—work with other assistance agencies, particularly the international development banks, in identifying and testing the potential of loan funding for nonformal education—should be completed.

4. A plan for the 1980s should also take into consideration that private voluntary or non-governmental organizations are the entities most involved in nonformal education.

Some assessment of the work of these organizations should be made and the relative advantages and disadvantages of working through public or private groups should be weighed as well as the implications for DS/ED'S own nonformal education strategy.

5. In keeping with the research and development orientation of DSB, the nonformal education program should continue to work through successive and complementary research, application, evaluation and improvement. In particular, we recommend that a thorough study of appropriate organizational forms be undertaken.

The analysis of literature on development administration and management would be a good point of collaboration with DS/RAD. In addition, data should be collected on unconventional organizations with development goals in fields other than nonformal education and of their potential for adaptation. A review of the status of nonformal education as a component of national development plans in various countries should be made and in depth analysis of the strengths and weaknesses of existing large-scale nonformal education organizations, such as those in India, Indonesia, Tanzania and Lesotho should be carried out. In particular, those DS/ED projects which can provide case studies on the dynamics of the relationships between these structures and other organizations involved in national development and on their effectiveness in providing organizational support and meeting development needs should be carefully followed.

6. Much more mileage should be gained from ongoing nonformal education work at MSU. Two things deserve priority commitment:
- a. Sufficient time and resources should be given to develop the three LDC information centers to the point where their service capacity is as fully institutionalized as possible. Moreover, since these institutions have research and training as well as information management capacity, and since DS/ED is already committed to experimentation and development of the service agency model, serious consideration should be given to expanding these projected information centers to become full service agencies. As already mentioned, these institutions (whether as information centers or service agencies) should be viewed as collaborative partners with other LDC and U.S. specialized nonformal education organizations.
 - b. A study of accomplishments, needs and trends in nonformal education could benefit greatly from in depth analysis of the NFEIC network membership and of requests for information received from clients. Some work in this direction is already begun on a limited basis, but much more information could be obtained for the benefit of DS/ED and other donors as well as for LDC and U.S. contractors and other nonformal education practitioners. Such an analysis should be designed with NFEIC staff and might well be carried out under their supervision; we do not recommend that it be added to an already more than full time workload.

7. That accomplishments, lessons learned to date and projections for the 1980s in nonformal education be made the theme of one or more meetings with DS/ED staff (present and retired), personnel from the Regional Bureaus, representatives of other international donors and non-governmental organizations and those contractors which have been most involved in DS/ED's nonformal education program.

With the exception of representatives from non-governmental organizations, which did not figure among those contacted in the course of this study, persons from each of the others categories mentioned expressed strong interest in such meetings.

8. That the institutions which are currently part of the Institutional Involvement, Structuring and Network projects be encouraged and supported to develop cooperative relationships and to form the basis of an LDC-based nonformal education service network.
9. That the fullest possible use be made of the combined capability in nonformal education already acquired by MSU, U Mass, World Education, the Academy for Educational Development, Creative Associates and UCLA (See appendix on UCLA).

The currently planned Field Support amendment to the Structuring project provides an excellent opportunity to begin to operationalize the collaborative relationships mentioned above--among LDC institutions, among U.S. institutions and between U.S. and LDC institutions. However, conversation with DS/ED officials indicated that contracting procedures require letting the contract to a single U.S.-based contractor. In our opinion, such an arrangement

- a) Would preclude the realization of multi-organizational collaboration by ignoring the principle that authentic collaboration requires symmetrical relationships (See p. 23);
- b) is logically and strategically disconnected from efforts made during the 1970s for the precise purpose of building institutional capacity to respond to LDC nonformal education needs.

Our recommendation might be concretized by the formation of a consortium (or some appropriate collaborative relationship) among the strongest U.S. and LDC organizations which have received DS/ED support, for purposes of implementing the new Field Support aspects of the Structuring project.

NOTES

1. In 1976, the Technical Assistance Bureau (TAB) was reorganized and renamed the Development Support Bureau (DSB). In this report, we have chosen to use the term DSB, or in the specific case of the Office of Education, DS/ED. The term TAB is used only in the section which deals with the origins of the Nonformal Education in order to avoid conflict with the term as used in quotations.
2. The term world education crisis was popularized by Philip Coombs who used the phrase to title a book which was published in 1968. The book became a landmark because it offered a cogent summary of the problems facing formal education in developing countries. Many other authors were also sending the same message throughout the 1960s. Of particular note are Cole Brembeck of Michigan State University and Frederick Harbison of Princeton University, both of whom contributed substantially to the development of nonformal education as an area of emphasis within DS/ED.
3. The seven areas originally selected from an even larger list were the economic aspects of education, education and employment, strengthening nonformal education, reorientation of teacher training institutions, new directions in higher education, new roles for women in development and educational technology (See staff paper on Priority Problems in Education and Human Resources Development —The 1970s.
4. The World Bank was in the process of contracting with the newly formed International Council for Education and Development headed by Philip Coombs, formerly of IIEP, and James Perkins for Coombs to undertake a series of case studies in nonformal education (See Coombs and Ahmed 1974). Unesco was already involved in aiding countries to identify their existing nonformal education activities and the International Institute of Educational Planning was developing an agenda for mapping "organized out-of-school education," but unfortunately there is no record available of the results of these activities.
5. When broken down by region, data indicate that there has been some increase in the number of memberships representing government organizations in Africa and Oceania, but a sharp decline for Asia and Latin America. Given AID's role in working with government organizations, perhaps this phenomenon should be examined more closely.
6. The donors interviewed for this paper were those available in the Washington, D.C. area and during the few days which could be set aside for that task. Several other organizations, for example, the

Ford Foundation, the Overseas Education Fund, the Organization of American States and the Inter-American Development Bank might well have been consulted but were not given the time available.

7. See Creative Associates AID Assistance to Education: A Retrospective Study, pp. 16 ff. for a discussion of this period.
8. In a paper entitled "Agricultural Decision Making in Foreign Assistance, Allan Hoben, formerly senior social science analyst in AID/W outlines AID's project cycle from congressional authorization to appropriations and concludes that it takes about five years for policy changes to be reflected in concrete projects when those changes are initiated by Congress. Three years would generally be required to begin projects based on internal program changes.
9. Note should be made here of the fact that the Center for Latin American Studies at UCLA received an institutional development grant from the Latin America Bureau in 1970-75 for work on educational alternatives in Latin America. Unfortunately, relationships between UCLA and AID/W deteriorated during the course of the grant and no utilizations of that institution has been made since. (See recommendations and special appendix on UCLA.)
10. In a 1974 paper, John Hilliard, then director of DS/ED argued that too much emphasis was being placed on nonformal education as a panacea for the high financial costs of formal education. Instead, he advocated that it be more highly valued for its ability to contribute effectively and efficiently, not necessarily most effectively and most efficiently, to individual and community development (Hilliard 1974).
11. The Ecuador Project was not part of the DS/ED nonformal education program. It was nevertheless the beginning of U Mass' experience in the field and has in many ways served as a model for both later U Mass and DS/ED nonformal education projects.

BIBLIOGRAPHY

Academy for Educational Development, Inc. Mass Media and Health Practices, Implementation Plan, Honduras. November 1980

★

Agency for International Development. Office of Education and Human Resources Bureau for Technical Assistance in Cooperation with AID Reference Center. Nonformal Education: A Selected List of References for AID Technicians. Washington, D.C. April 27, 1971.

—— The AID Education Program Strategy. September 1973.

—— Development and Human Resources. FY 1973 Program Presentation to Congress.

—— Development and Humanitarian Assistance. FY 1973 Program Presentation to the Congress.

—— FY 1974 Program Presentation to the Congress.

—— FY 1977 Submission to Congress by Appropriations Account. Education and Human Resources Development.

—— FY 1978 Submission to Congress by Appropriations Account. Education and Human Resources Development.

—— FY 1979 Main Volume.

—— Congressional Presentation FY 1981.

—— Annual Budget Submission. FY 1982.

★★

Bell, David E., Memorandum for the President: Report on the New Initiatives in International Education. July 7, 1966. DS/ED files.

—— Report of the External Advisory Panel on Education to the World Bank. October 31, 1980.

Brembeck, Cole S. World Bank Projects in Basic Education. Draft. World Bank. January 1979

—— Some Agenda Items for New Initiatives in Nonformal Education. Paper for discussion with the Agency for International Development. Institute for International Studies in Education. Michigan State University. ca. 1974.

—— and Richard O. Niehoff. Program of Studies in Nonformal Education: Field application Phase. Michigan State University. April 21, 1975.

Center for Educational Technology. Annual Report, Fiscal Year 1974. College of Education. Florida State University. Tallahassee. 1974.

- Center for International Education. Nonformal Education Program: Annual Report 1977-78. Amherst. 1978
- Nonformal Education Program: Annual Report 1978-79. Amherst. 1979.
- Final Report: Two Site Grant. Amherst. 1980
- Centro de Investigación y Desarrollo de la Educación. Proyecto Familia Rural. Santiago de Chile. 1979.
- Chiappetta, Michael and Richard C. Burke. Characteristics of Illiterates as Keys to Design of Development Projects. Interim Report. Bloomington, Indiana. April 23, 1976.
- Claffey, Joan M. A Report of Progress and Recommendations for the Future. Nonformal Education Information Center Program of Studies and Technical Assistance in Nonformal Education. February 1977.
- An Issues Paper Concerning Future Directions and Activities. Nonformal Education Information Center Program of Studies and Technical Assistance in Nonformal Education. April 28, 1977.
- A Report of Progress Annual Supplement for 1977. Nonformal Education Information Center Program of Studies and Technical Assistance in Nonformal Education. January 1978
- The Nonformal Education Information Center: A Proposal of Future Activities in Collaboration with the Development Support Bureau of the Agency for International Development. May 1978.
- A Report of Progress Annual Supplement for 1978. Nonformal Education Information Center Program of Studies and Technical Assistance in Nonformal Education. February 1979.
- Draft for the Preparation of the Project Paper for the Nonformal Education Information Center for October 1, 1978 - September 30, 1981.
- Report of Trip to INADES, Abidjan, Ivory Coast, AID/REDSO/WA, AID Sahel Development Planning Office and Sahel Institute, Bamako, Mali, with visits to AID/Monrovia and AID/Dakar. Nonformal Education Information Center. Michigan State University. March 28, 1980.
- Report of Trip to Manila, Philippines, Bangkok, Thailand and Nairobi, Kenya to Explore and Assess NFE Information Center Linkages. Nonformal Education Center Michigan State University. May 1980.
- Report of Trip to Colombia to Explore and Assess NFE Information Center Linkages. Nonformal Education Information Center Michigan State University. October 15, 1980.

- Mid-Term Report on the Sponsored Research Agreement CDC No. 79M01, MSU ORD. 26382 for Investigation of Designs and Applications of a Nonformal Education Data Base. November 21, 1980.
- and Mary Joy Pigozzi. A Report of Progress Annual Supplement for 1979 and Semi-Annual Report of the NFE Network Project (September 1979 - February 1980). Nonformal Education Information Center and Network Program of Studies and Technical Assistance in Nonformal Education. March 1980.
- Clark, Noreen. Education for Development and the Rural Woman, Vol I. New York. World Education. 1979
- Coletta, Nat. Office Memorandum: A note of the potential relationship between the World Bank and Non-Governmental Organizations (between large-scale donor agencies and small-scale development groups). October 14, 1980.
- Comings, John P. Dramatizing Life Problems: The Participatory Development of Photonovels for Nonformal Education and Health Education. A paper presented to the Comparative and International Education Society. Tallahassee. March 1981.
- Comparative and International Education Society. Program Annual Conference March 18-21, 1981. Tallahassee.
- Coombs, Philip H. Opportunities in Nonformal Education for Rural Development. A paper prepared for DS/ED. March 1972.
- New Paths to Learning for Rural Children and Youth. New York. International Council for Educational Development. c. 1973.
- Creative Associates, Inc. Nonformal Education Activities at Lesotho Distance Teaching Centre: Evaluation Report. Washington, D.C. 1979.
- Economic Incentives and Literacy Motivation: A Preliminary State-of-the-Art Review. Washington, D.C. May 1980.
- First Formative Evaluation: Literacy-Oriented Functional Education Project. Washington, D.C. September 1980.
- AID Assistance to Education: A Retrospective Study. Washington, D.C. Agency for International Development (Contract AID-DSPE-c-0075). February 1981.
- Educational Testing Service. A Manual for the Analysis of Costs and Outcomes in Nonformal Education. Princeton, N.J. 1979.
- Evans, David. Technology in Nonformal Education. Issues in Nonformal Education #2. Amherst. Center for International Education. ca. 1976.
- and James Hoxeng. The Ecuador Project. Technical Note No. 1. Amherst. Center for International Education. ca. 1973.

- Gaud, William S. Memorandum to the President: Report of the New Initiatives in International Education. March 16, 1967.
- Gilpin, Clifford W. Issues in Nonformal Education and Training for Rural Development. World Bank Education Department. July 1979.
- Grandstaff, Marvin. Alternatives in Education: A Summary View of Research and Analysis on the Concept of Nonformal Education. Study Team Reports. Michigan State University Program of Studies in Nonformal Education. 197
- Historical Perspectives on Nonformal Education. Study Team Reports. Michigan State University Program of Studies in Nonformal Education. 197
- Harbison, Frederick. Developing the Potential of Nonformal Education. November 1970.
- The Development of Nation-Wide Learning Services: Sector Surveys, Sector Analysis, Sector Strategies, Sector Programs. Draft. September 1972.
- Human Resources as the Wealth of Nations. New York. Oxford University Press. 1973.
- Henry, Arthur I., Richard Hawk and O. Elaine Hume. Development and Testing of Methodologies and Instruments for Evaluating Community Education Programs. Tuskegee Institute. June 1980.
- Hilliard, John F. Letter to Dean Ralph H. Smuckler, International Programs, Michigan State University, East Lansing, Michigan. July 17, 1970.
- Memorandum: Justification of MSU as Contractor for TAB Project "Nonformal Education." May 21, 1971.
- The Economic Value of Nonformal Education: Some Views of a Doubting Thomas. Remarks in a panel on "The Economic Value of Nonformal Education," at the International Conference on Nonformal Education. Michigan State University. April 27, 1974.
- Hoben, Allan. Agricultural Decision Making in Foreign Assistance: An Anthropological Analysis. In Agricultural Decision Making. P. Bartlett. Academic Press. 1980.
- Hoxeng, James. Let Jorge Do It. Center for International Education. University of Massachusetts. Amherst. 1973.
- Effective DSB Programs in Nonformal Education. ca. 1978. Second draft September 1979.
- Briefing paper for the Assistant Administrator. March 21, 1980.
- Hunter, John M. Michael E. Borus and Abdul Mannan. Economics of Nonformal Education. Study Team Reports. Michigan State University Program of Studies in Nonformal Education.
- Inter-American Foundation. Annual Report 1980. Rosslyn, Va. 1981.

- International Perspectives on Nonformal Education.** Conference Proceedings, New England Regional Conference. Comparative and International Education Society. May 1979.
- Kindervatter, Suzanne.** Nonformal Education as an Empowering Process. Amherst. Center for International Education. 1979
- Kinsey, David C.** Evaluation in Nonformal Education. In Issues in Nonformal Education #3. Amherst. Center for International Education. ca. 1978.
- and John W. Bing. Nonformal Education in Ghana: A Project Report. Amherst. Center for International Education. October 1978.
- Kleis, Russell.** Case Studies in Nonformal Education. Study Team Reports. Michigan State University Program of Studies in Nonformal Education. East Lansing. 197
- Krueger, Christine.** Nonformal Education in Rural Ecuador. Washington, D.C. Agency for International Development PPC/E. December 1980.
- La Belle, Thomas.** Development of Special Multidisciplinary Competence for Analysis of Effective Alternatives to Processes of Traditional Education, 1970-1974. Draft. Latin American Center University of California Los Angeles. December 1975.
- Nonformal Education and Occupational Stratification: Implications for Latin America. In Harvard International Review. Vol. 45 No. 2. May 1975, pp. 160-189.
- Development of Special Multidisciplinary Competence for Analysis of Effective Alternatives to Processes of Traditional Education, 1970-1975. Final Report. Latin American Center University of California Los Angeles. December 1975.
- Liberation, Development and Rural Nonformal Education. In Niehoff, Richard O. ed. Nonformal Education and the Rural Poor. Michigan State University Program of Studies in Nonformal Education. 1977.
- Formal, Nonformal and Informal Education: A Holistic Perspective on Non-School Learning. Paper commissioned by the National Institute of Education's Program on Education in Non-School Settings. Draft. December 1979.
- McCall, Steen.** Nonformal Education: A Definition. November 23, 1970.
- Memorandum: Preliminary Task Force Program. Fall 1971. September 23, 1971.
- Michigan State University.** Quarterly Reports. Program of Studies in Nonformal Education. July 1, 1971-September 30, 1971; October 1, 1971-December 31, 1971; January 1, 1972-March 31, 1972; April 1, 1972-June 30, 1972; July 1, 1972-September 30, 1972; October 1, 1972 - December 31, 1972; January 1, 1973-March 31, 1973; April 1, 1973-June 30, 1973; July 1, 1973-September 30, 1973; October 1, 1973-December 31, 1973; January 1, 1974-March 31, 1974.

- Semi-Annual Reports. Program of Studies and Technical Assistance in Nonformal Education. April 1, 1974-September 30, 1974; October 1, 1974-March 31, 1975; April 1, 1975-September 30, 1975; October 1, 1975-March 31, 1976; April 1, 1976-September 30, 1976; October 1, 1976-March 31, 1977.
- Misch, Marion et al. Rural Women's Groups as Potential Change Agents: A Study of Colombia, Korea and the Philippines. Report submitted May 31, 1975.
- Neff, Kenneth. International Training Support for Nonformal Education. Study Team Reports. Michigan State University Program of Studies in Nonformal Education. East Lansing. 197
- Nesman, Edgar G., Thomas A. Rich and Sara E. Green. Individual, Family and Village Literacy in Development. University of South Florida, Tampa. March 1980.
- Newbry, Burton C. Strategy for the Development of an Action Program in Nonformal Education. Supplement I. July 16, 1973.
- Niehoff, Richard O. Nonformal Education and the Rural Poor. Report of Conference Proceedings. Michigan State University. 1977.
- and Bernard. D. Wilder. Nonformal Education in Ethiopia. Study Team Reports. Michigan State University Program of Studies in Nonformal Education. 197
- Nooter, Robert H. Statement of the Honorable Robert H. Nooter, Deputy Administrator Agency for International Development Before the Subcommittee on Foreign Operations of the House Appropriations Committee. Final Revised. March 15, 1978.
- Pinnock, T.J., Joseph Befecadu, Elaine Hume and A.F. Gharthey-Tagoe. Evaluation in Rural Community Education: the State of the Art. Tuskegee Institute. March 1978.
- Programs and Offerings in International, Comparative and Development Education. College of Education Michigan State University. March 1981.
- Rainey, Mary C. Information Services Center: A Report of Activities, August 1974-September 1975.
- Review of the Activities of the Nonformal Education Information Center, Michigan State University, and Projections for 1977. June 2, 1976.
- San Giovanni, Ray. Nonformal Education Field Support (Contract AID/ta-C-73-22). Project Evaluation Summary for 8/30/78 to 8/30/79. December 19, 1979.
- Memorandum: Trip Report—Manila, Bangkok and Nairobi, April 7-May 3, 1980.

- Simkins, Tim. *Nonformal Education and Development: Some Critical Issues.* Manchester Monographs #8. Department of Adult and Higher Educations. The University of Manchester. ca. 1977.
- UNESCO/UNICEF Co-operation Programme. *Basic Education in Eastern Africa. A Report on a Seminar, Nairobi, Kenya.* October 1974.
- *Basic Services for Children: A Continuing Search for Learning Priorities.* Parts I and II. Paris. UNESCO 1978.
- UNESCO. *Learning to Be. The Faure Commission Report.* Paris. UNESCO 1972.
- U.S. General Accounting Office. *Report to the Congress of the United States. U.S. Efforts to Educate and Train the Poor in Developing Countries.* May 5, 1980.
- Vargas-Adams, Emily. *Nonformal Education: Assessment at the National Level.* Center for the Development of Nonformal Education. Austin, Texas. May 1980.
- Ward, Ted W. and Willian A. Herzog, Jr. *Effective Learning in Nonformal Education. Study Team Reports.* Michigan State University Program of Studies in Nonformal Education. East Lansing. 197
- Wilder, Bernard. *Untitled paper on Nonformal Education.* November 1972.
- *Review of International Experience in Nonformal Education.* Presented as a discussion paper at the Nonformal Education Workshop, Ministry of Education Imperial Ethiopian Government. February 18-21, 1974.
- *Nonformal Education.* June 24, 1974.
- *Current AID Activities in Nonformal Education.* Oral presentation to the Government Advisory Committee on Books and Publishing. July 18, 1974.
- *New AID Directions and the Role of Nonformal Education.* Expansion of notes used at an open seminar at the University of Missouri. February 1975.
- *Nonformal Education: Implications for Planning Learning Opportunities in Developing Countries.* n.d.
- *Emerging Patterns in Nonformal Education: Implications for the Preparation of Field Personnel.* March 21, 1977.
- *Nonformal Education - Agency Commitment.* February 23, 1978
- *Relative Emphasis on Formal Education.* February 23, 1978.
- Wilbert, Johannes, ed. *Enculturation in Latin America: An Anthology.* Latin American Center Publications. University of California Los Angeles. 1976.

World Bank. Education Sector Working Paper. Washington, D.C. 1974.
 ——— Education Sector Working Paper. Washington, D.C. 1980.

Miscellaneous papers (DS/ED)

May 1970. Staff Paper on Priority Problems in Education and Human Resources Development - the 1970s.

August 1970. Nonformal Education for LDCs.

October 1, 1970. Working Paper on Nonformal Education. Draft.

October 15, 1970. AID Circular 2283 to Country Missions in Asia.

December 1970. Action Program and Work Plan - Nonformal Education.

August 1972. Program Strategy in Education and Human Resources, FY 1973-1974.

April 1973. Strategy for the Development an Action Program in Nonformal Education.

June 26, 1973. Some Notes on the Meeting of the Task Force on Nonformal Education.

Ca. 1973. Investments in Education, FY 1971-75.

April 1974. Some Emphases and Resources for the AID Education Sector.

Ca. 1975. Key Problem Area Summary - Nonformal Education.

KPA #15 Statement - Nonformal Education.

KPA - 15. Draft for Chandler use with Farrar.

Cost Methodologies - Nonformal Education. Capital Project Paper. April 9, 1976.

LDC Institutions in Nonformal Education. Project Paper, May 19, 1976; Project Evaluation Summary Report, July 13, 1978; Draft Project Description, Costa Rica, 1980; various reports of Kabul University Research Center, 1974-79; Trip Report (Hoxeng), San Jose, Costa Rica, November 1980; Nonformal Education National Information Exchange Network (CEDEN), Action Memorandum for AA/TA, August 27, 1976.

Education for Preliterate Adults. Project Paper, July 25, 1977; PIO/T December 11, 1980.

Structuring NFE Resources. Project Paper, May 11, 1978; PIO/T, February 22, 1980; Trip report (Hoxeng), Maseru, Lesotho, August 18, 1980; Project Evaluation Summary, November 4, 1980; Amendment (NFE Assessment and Analysis), May 22, 1980.

Nonformal Education Information Network. Project Paper 1980.

* Academy for Educational Development (continued)

_____ AED International Division 1981.

_____ Review of Progress, Year One. Clearinghouse on Development Communication. March 1981.

** Agency for International Development (continued)

_____ Africa Bureau. Education/Human Resources Briefing Paper for 1982 Congressional Presentation.

_____ Africa Bureau. Strategy Statement for Education and Human Resources Development for Africa.

_____ Latin America Bureau. Project Evaluation Summary: Methods and Instruments for Evaluating Community Education Projects. June 1980.

INDIVIDUALS INTERVIEWED

Michigan State University

George Axinn	Assistant Dean of International Programs
Frank Bobbitt	Professor, College of Agriculture
Ben Bohnhorst	College of Education
Joan Claffey	Director, Nonformal Education Information Center
David Heenan	Assistant Director Institute for International Studies in Education
Joseph Levine	Professor, College of Education
Kenneth Neff	Professor, College of Education
Richard Niehoff	Professor, College of Education (retired)
Mary Joy Pigozzi	Assistant Director, Nonformal Education Information Center
Ralph Smuckler	Dean of International Studies and Programs

University of California at Los Angeles

Thomas J. La Belle	Dean of the Graduate Division, Education
Johannes Wilbert	Department of Anthropology

World Bank

Nat Coletta	Program Officer
Roy Prosser	Education Officer

Inter-American Foundation

Peter Hakim	Director of Research and Planning
-------------	-----------------------------------

Agency for International Development

Clifford Block	DS/ED
John Hilliard	DS/ED (retired)
Steen Mc Call	DS/ED (retired)
Myron Vent	DS/ED (retired)
Frank Mann	AS/TECH/HRST
Frank Method	PPC
Frank Mann	AS/EHR
Ken Martin	LA/DR /EHR
Hunter Fitzgerald	LA/DR /EHR
Ann Domidion	NE/TECH/HRST
Matt Seymour	AF/DR/EHR

Academy for Educational Development

Jill Merrick
Judy Brace
Bill Smith

APPENDICES

UNIVERSITY OF CALIFORNIA AT LOS ANGELES--
NOTES ON THE INSTITUTIONAL DEVELOPMENT GRANT

From 1970 to 1975, the Latin American Center at UCLA had a \$600,000 institutional development (211d) grant to develop a multidisciplinary program of study on effective alternatives to traditional education in Latin America. The grant was administered through the Latin America Bureau and is therefore not really a part of the DS/ED nonformal education program. A brief visit was made to UCLA, however, because of the relevance of the grant program and because information about the outcomes from the grant and the nature of ongoing activities are virtually nonexistent in AFD/W. As a consequence, there has been no systematic use of either the products generated nor of the institutional capacity strengthened through 211d resources by either the Latin America Bureau or DS/ED.

Meetings with Thomas La Belle and Johannes Wilbert were brief, but sufficient to clarify that at least these two individuals, and by their report, other as well have continued to work in nonformal education. For example,

La Belle: Continues to publish on nonformal education. Most recently, he has written on nonformal education for children and youth in the U.S. for the National Institute of Education.

Does occasional consulting on nonformal education in Latin America

Teaches a course in nonformal education at UCLA

In addition to the anthologies published in connection with the 211d grant, his book on Nonformal Education and Social Change, originally developed with Inter-American Foundation support, has been translated into Spanish and published in Mexico and Buenos Aires with additional IAF funding.

Wilbert: Teaches a course on nonformal/informal education in South America

Is currently completing a project which he began eight years ago with 211d support to review and summarize the education-relevant content of virtually all the available ethnographic materials on rural and indigenous peoples in Latin America. The accumulated bibliography contains some 20,000 items which have been requested by ERIC for that data base. Once the literature annotation has been completed, a series of topical essays and some comparative field studies will be carried out.

Field applications which use knowledge of traditional practices as an essential part of education about innovations are being carried out in Venezuela and Peru. In Venezuela, a project implemented through local agencies has prepared instructional modules in knowledge-skill areas such as medicine and carpentry for the indigenous populations along the Orinoco River. The delivery system includes a specially equipped boat which travels the river carrying instructional materials and technicians who meet with traditional practitioners (curanderos and carpenters). Instructional materials for each specialty area are sequenced so that they first present a review of traditional practices in light of their purposes and then proceed to introduce information from other cultural and technological systems.

Similarly, in Peru several years of research about traditional medicine have resulted in a contract to teach a course on that topic at the University of Trujillo. The Ministry of Public Health, an institution which has historically tried to eliminate the practice of traditional medicine instead of building upon it, has not only approved the project, but has shown special interest in it.

In addition to the work of these two individuals, Ludwig Lauerhass has recently edited a 10,000 item bibliography on Education in Latin America published by G.K. Hall and Co., Boston in 1980. At least half of the work for that volume was begun under the 211d grant. In fact, virtually all ongoing activities in nonformal education at UCLA are results of the grant and the development of individuals and institutional expertise in educational alternatives in Latin America. Products from the grant itself include more than 70 research projects which involved 17 academic departments and 15 countries and resulted in 10 anthologies and two bibliographies as well as in a number of theses and dissertations on various aspects of education (formal, nonformal, informal) in Latin America. All of these were reported to AID/W, but as noted above, none have been used or even assessed.

Recommendations

In general, some arrangement should be made for DS/ED, perhaps in conjunction with the LA Bureau and the NFEIC at MSU, to become familiar with the work which UCLA has done and is doing in nonformal education in Latin America. That work appears to be especially strong in its multidisciplinary nature. Its value and utility should be assessed with sev-

1. Improvement of DS/ED's approach to nonformal education through use of anthropological materials and methods.
2. Possible incorporation of bibliographic and research materials into the NFEIC data base, or at least their coverage in the NFE Exchange.

3. Creation of linkages between UCLA personnel and information and OFIPLAN in Costa Rica, the information center being established at CEDEN in Colombia and other Latin American institutions recognized for their work in nonformal education, such as CIDE in Chile.
4. Possible replication of such bibliographical research for the Africa, Asia and Near East regions and ultimate transferral to centers for nonformal education being established or strengthened in those regions
5. Possible utilization of UCLA resources by the LA Bureau education program.

NONFORMAL EDUCATION AND EDUCATIONAL TECHNOLOGY

Throughout work for this report, we have been somewhat troubled by the tendency within DS/ED to equate nonformal education with a certain body of projects and to exclude others because they fall under the rubric of educational technology or development communications. However, that somewhat tenuous distinction within DS/ED can be traced to the selection of Nonformal Education and Educational Technology as two different Key Problem Areas in 1970. But what at that time were areas of experimentation have since become reified in DS/ED organizational structure and programming. For the most part, this does not seem to result in difficulties

For the most part, this does not seem to create any difficulties. On the other hand, two observations are pertinent and both point to the desirability of better collaboration between the two areas. First, educational technology projects have been more successful in working with other sectors (agriculture, health and nutrition) which readily accept collaboration in the use of such media as radio, TV and satellites. But nonformal education methods and techniques have not been so easily appreciated by other offices and bureaus. Were the two areas more effectively linked within DS/ED, some headway could be made in developing stronger cross-sectoral relationships for nonformal education as well.

Second, AED sources interviewed agreed that development communications projects have not been as effective as they might have been at the community level had they made better use of nonformal education methods and techniques.

In short, both types of projects and the effectiveness of the DS/ED program in its relationships with other parts of AID would stand to benefit from contributions by personnel currently working in only one area or the other.

Recommendation: That a more effective interface between these two functional areas be developed within DS/ED.

Our own oversight, partially but not totally due to the artificial separation of activities mentioned above, was to neglect inclusion of the Clearinghouse for Development Communications at the Academy for Educational Development in the body of this report. While we might have done so in preparing the final draft, it is included in this appendix for two reasons. First, its primary identity is with educational technology; second, our review of the Clearinghouse was not as thorough as our review of the Nonformal Education Information Center at MSU and we want to avoid the implication that the Clearinghouse is somehow inferior.

The Clearinghouse for Development Communications at the Academy for Educational Development has been funded by DS/ED since 1968. Like the Mass Media and Health Practices project which AED is implementing, the Clearinghouse serves both nonformal education and educational technology

purposes. Its mandate is to provide information and services related to the application of appropriate technologies in development communications media (ranging from radio and TV to various forms of print and interpersonal communication) in the fields of agriculture, health, nutrition, education, family planning and community development (Review of Progress March 1981). Unlike the MSU NFEIC, which focusses exclusively on nonformal education, the Clearinghouse draws its clientele from both formal and nonformal audiences.

The still-growing Clearinghouse collection now numbers over 9000 pieces which serve as the principal source for responding to some 50-75 inquiries received monthly from AID and nonAID sources. Most of the requests come from persons affiliated with international assistance organizations and academic institutions in the U.S. (36%) and Europe (31%) and more than two-thirds are for Clearinghouse publications. Those publications include especially designed packages which treat key topics and sectoral problems and offer illustrations of development communications applications. In addition to print materials, the Clearinghouse maintains a collection of films, videotapes and slidetapes, some of which are available on loan. In order to make the total collection more useful and accessible, AED has contracted with InterAmerica Research Associates, Inc., to analyze it and to devise an efficient computerized system.

Another major service provided by the Clearinghouse is the publication of a quarterly newsletter--the Development Communications Report--which has a mailing list of 5000, growing by approximately 100 each month. About 50 percent of those who receive the newsletter are developing country professionals and technicians in education and communication and perhaps most are associated with international assistance programs. The Clearinghouse invites its clients to offer their own materials on an exchange basis and director Jill Merrick estimates that about 70 contributions are received each month from users.

A service which has been particularly aimed at AID missions has been the elaboration of nearly 100 Project Profiles which provide brief overviews of purpose, objectives, target audiences, media used, duration, evaluation methods, results and costs. Requests for the two-page profiles from non-AID sources are increasing rapidly and arrangements are being made to publish a volume of 45 select profiles available in Spanish, French and Arabic as well as English.

Finally, the Clearinghouse is charged with providing inservice training workshops in the LDC regions, with designing and supplying materials for use in USAID and LDC seminars, and with performing case study evaluations for use in USAID development communications projects.

As in the case of the NFEIC at MSU, use of and continually growing interest in Clearinghouse services is in itself a strong indication of relevance to international assistance organizations and LDC planners and practitioners. But beyond that, there has been no systematic assessment of the use to which materials and services are put and of the impacts which result.

Recommendation: That an analysis of Clearinghouse network membership and requests from clients be made simultaneously with the study recommended for the NFEIC at MSU (see recommendation #6).

Table 4. NONFORMAL EDUCATION SHORT TERM WORK PLAN (December 1970-July 1971)

Action	By	Date	Action	By	Date
1. Completion of expanded definition and concept of nonformal education	EHR Staff Harbison Seltzer	12/10/70	10. Conduct field seminar in East Asia, probably in two or three countries.	EHR, EA/TECH, Asian institutions and experts	7/71
2. Complete first edition of bibliography on non-formal education.	EHR Staff Lawrance (PPC)	12/15/70	11. Critique of field seminar---materials, leadership, participants, logistics, results and follow-up.	EHR, EA/TECH, Asian institutions and experts	8/71
3. Forward final paper on Problem Areas in education to Bureaus, Missions, consultants and other assistance agencies	EHR Staff	12/15/70	12. Generate increasing understanding of nonformal education by AID/W Bureaus and USAIDs through distribution of working papers, bibliographies, case studies and field visits.	EHR, AID/W Bureaus and consultants	7/71
4. Initiate cooperative planning with IBRD, ICED, AAI, Asia Foundation and Ford Foundation	EHR Staff and consultants	12/10/70	13. Contract with one or more U.S. institutions (by TAB or with Regional Bureaus) to develop institutional capabilities in nonformal education	EHR, AID/W Bureaus and selected USAIDs	7/71
5. Round out and establish more effective consultation with Task Force.	EHR Staff	1/15/71	14. Complete 211D grant to Florida State University for educational technology, one element being its utility for nonformal education in major sectors.	EHR/TAB	1/71
6. Round out and establish more effective consultation with consultant group.	EHR Staff	1/15/71	15. Develop concrete studies of potential of nonformal education in major sectors.	EHR, AGF, POP, Nutrition, UD	3/71
7. Analyze zigzag responses from AID Missions on selected projects and programs in nonformal education.	EHR and Regional Bureaus	1/15/71	16. Assist AID/W Bureaus in exploring variants on East Asia seminar or other methods of generating information, understanding and action in specific countries or regions.	EHR, AID/W Bureaus and selected USAIDs	7/71
8. Develop 10 case studies in nonformal education and related working papers as materials for field seminar in East Asia. Provision by Colombia, Peru, Ethiopia, Kenya/Tanzania, Israel, Thailand, Korea, East Pakistan, Hong Kong and the U.S.	EHR, EA/TECH, consultants and LDC experts				
9. Plan field seminar in East Asia.	EA/TECH, EHR and consultants	3/71			

Table 5 Analysis of World Bank/IDA Lending, FY 1963-1976 (Actual) and FY 1979-1983 Projection

	FY 1963-1969		FY 1970-1976		FY 1975-1978 ^{2/}		FY 1983-1978		FY 1979-1983 ⁻	
	US\$M	%	US\$M	%	US\$M	%	US\$M	%	US\$M	%
I. By Levels										
Primary	---	---	36.5	4.5	168.8	14.2	205.3	9.2	599.3	21.2
Secondary	203.5	83.5	406.2	49.9	497.4	42.0	1107.2	49.3	1015.9	36.0
Higher	29.7	12.2	324.4	39.3	314.7	26.6	668.3	29.8	515.7	18.3
Non-Formal	10.6	4.3	47.7	5.8	204.7	17.3	243.0	11.7	693.2	24.6
TOTAL	243.9	100.0	814.8	100.0	1185.6	100.0	2244.3	100.0	2824.0	100.0
II. By Curricula										
General and Comprehensive	107.9	44.2	342.2	42.0	398.5	33.6	848.7	37.8	963.5	34.1
Technical	60.8	24.9	243.4	29.9	498.6	42.1	802.7	35.8	915.2	32.4
Agricultural	45.5	18.7	118.7	14.6	131.0	11.1	295.2	13.2	331.6	11.7
Teacher Training	29.7	12.2	101.5	12.4	141.2	11.9	272.4	12.1	348.7	12.4
Management Training	---	---	---	---	7.5	.6	7.5	.3	148.7	5.3
Medical Education/Health	---	---	9.0	1.1	9.7	.7	17.8	.8	116.3	4.1
TOTAL	241.9	100.0	814.8	100.0	1185.6	100.0	2244.3	100.0	2824.0	100.0
III. By Outlay										
Construction	167.5	68.7	395.6	48.6	574.4	48.4	1137.5	50.7	1309.9	46.3
Equipment	68.0	27.9	355.6	43.6	459.6	38.8	883.2	39.3	958.1	34.0
Technical Assistance	8.4	3.4	63.6	7.8	151.6	12.8	223.6	10.0	356.0	12.7
TOTAL	243.9	100.0	814.8	100.0	1185.6	100.0	2244.3	100.0	2824.0	100.0
By Sector										
A. Non-Institutional										
Radio/TV	---	---	5.1	0.6	7.0	.6	12.1	.5	39.2	1.4
Learning Materials Production	---	---	3.0	1.0	15.1	1.3	23.2	1.0	244.7	8.7
Curriculum Development/Studies	---	---	5.2	0.6	22.0	1.9	26.2	1.2	86.7	3.1
Planning/Administration	---	---	10.9	1.3	37.6	3.2	44.4	2.0	106.4	3.8
SUBTOTAL	---	---	29.2	3.7	76.7	6.5	105.3	4.7	477.0	17.0
B. Institutional										
Education/Training	243.9	100.0	785.6	96.3	1109.9	93.5	2138.5	95.3	2347.0	83.0
TOTAL (A+B)	243.9	100.0	814.8	100.0	1185.6	100.0	2244.3	100.0	2824.0	100.0

Note: ... = Negligible

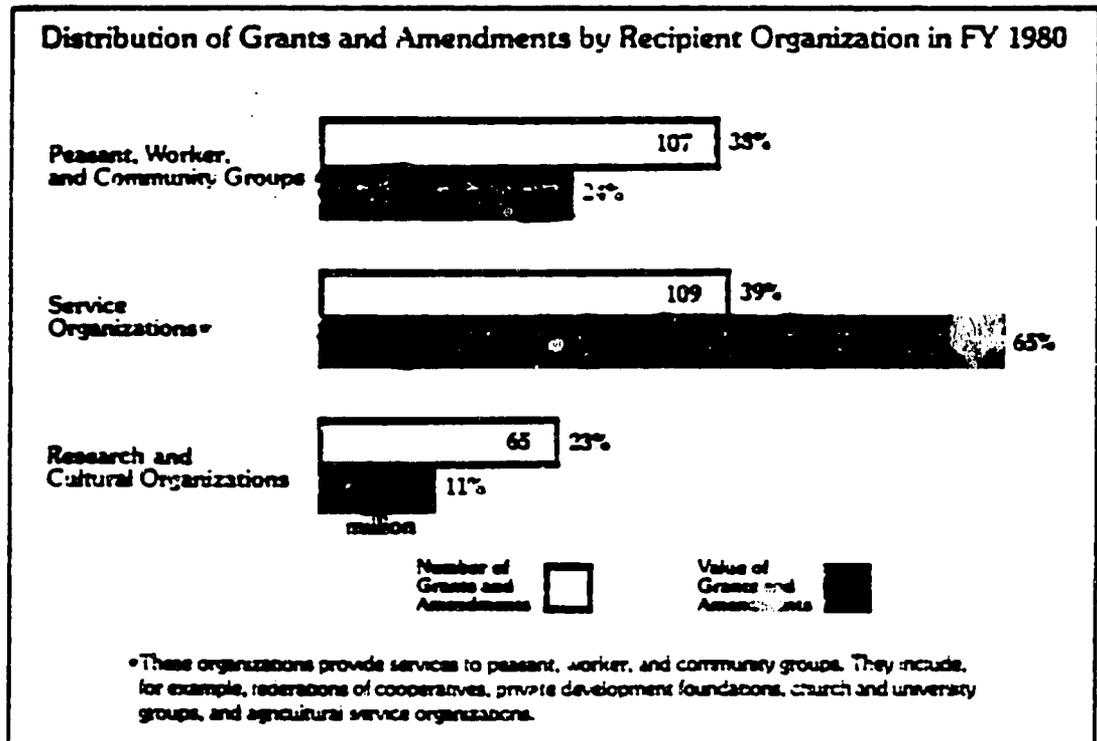
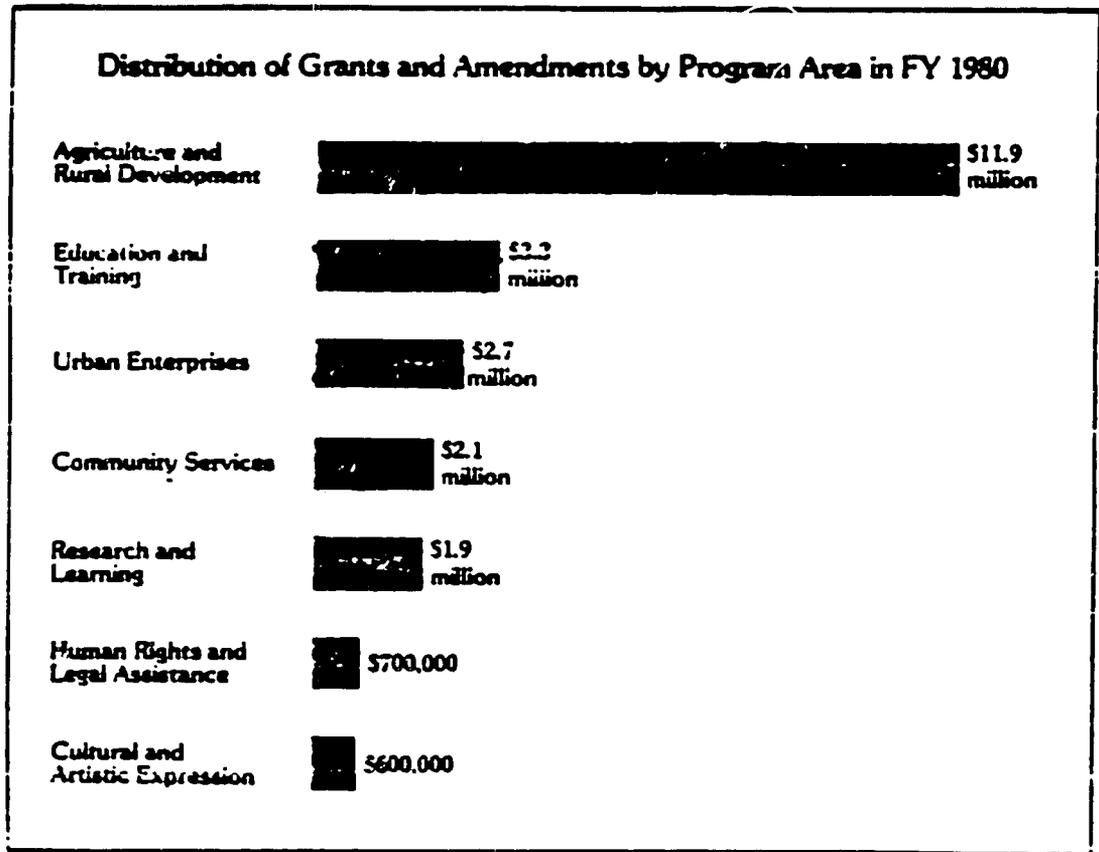
^{1/} Tentative Projection

^{2/}

	FY 1975		FY 1977		FY 1978	
	US\$ M	(%)	US\$ M	(%)	US\$ M	(%)
By Levels						
Primary	43.9	13.7	52.2	18.1	40.6	11.5
Secondary	153.2	47.7	116.9	40.5	112.5	32.0
Higher	73.1	22.3	54.8	19.0	155.2	44.1
Non-Formal	51.1	15.9	64.7	22.4	43.6	12.4
TOTAL	321.3	100.0	288.6	100.0	351.9	100.0

Source: Report of the External Advisory Panel on Education to the World Bank, October 31, 1978, Annexes 2 and 3.

Figures 4 and 5. Summary of Inter-American Foundation Expenditures for FY 1980



Source: IAF 1980 Annual Report