

THE NONFORMAL EDUCATION SERVICE AGENCY--
A SUPPORT SYSTEM FOR GRASSROOTS DEVELOPMENT

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INTRODUCTION

The Nonformal Education Service Agency discussed in this paper responds to 1) the need for appropriate forms of institutionalization in the field of Nonformal Education; 2) the need for improved human resource development in agriculture, health, nutrition and virtually the whole array of grassroots-oriented development activities; and 3) problems of appropriate organization as well as content and methodology for working with grassroots populations in a wide variety of programs.

Specialists in different development sectors have their own terminology for referring to Nonformal Education activities. For example, in population and family planning, one speaks of 'information, education and communication' (IEC); in the agriculture sector, of 'agricultural extension'; in health, of 'health education' or 'health promotion'; in industry and labor, of 'vocational training and apprenticeship'. The following definition of Nonformal Education is especially apt for purposes of this paper:

Structured, yet flexible teaching-learning programmes which are predominantly non-school in nature and seek to meet learning needs not covered primarily or sufficiently by existing institutions of formal education.

Thus, NFE complements and supplements formal education, but does not replace it. Nonformal education often includes first-level, introductory, or additional types of education, thereby helping to extend educational and training opportunities to persons usually not involved in formal education. Nonformal education is frequently linked intimately with formal education and includes many teachers, schools and contents of formal curricula for meeting local, regional and national needs. It covers a wide variety of topic areas from agricultural development to nutrition and health, infant stimulation to youth employment training and from women's education to cooperative movements.

As such, NFE is a part and parcel of every nation's development process. It is woven tightly into the strands of the traditional culture, responsive to local needs and often has the loyalty and dedication of the people. NFE is always both governmental and non-governmental and contains a vast array of networks and infrastructures within each country (Vargas Adams February 1982).

Country surveys carried out in Colombia in 1975 and Lesotho in 1981, found more than 1100 and 400 'nonformal education' activities, respectively. All had identifiable teaching-learning components, although they were not specifically categorized as 'education' or 'human resources development.' Instead, activities fell into the categories of agriculture and animal husbandry, commerce and industry, cooperatives, health and nutrition, women's education and child development, justice, youth, religion and culture (See Table 1).

TABLE 1. EDUCATIONAL COMPONENTS INCLUDED IN NFE PROGRAMS IN LESOTHO AND IN COLOMBIA

Educational Components	# of Programs Which Include	
	Lesotho	Colombia
Agriculture and Animal Husbandry	132	108
Cooperative Education	37	284
Crafts	23	175
Literacy, Numeracy and Migrant Education	43	221
Health, Nutrition and Family Educación	101	306
Recreation and Culture	2	211

Source: Adams and Bastian 1983, p.81
 Velandia, Adams and Bello, 1975, p. 126

Nonformal education is a ubiquitous aspect of development efforts, but it is organizationally fragmented and lacks essential resource support. Project managers are usually technicians in specific development institutions or sectors, i.e., agronomists, engineers, physicians, demographers—and do not understand the technical and resource requirements of nonformal education.

Failure to institutionalize and disseminate quality nonformal education methods, techniques and materials means that the teaching-learning components of most grassroots-oriented projects remains weak and "for many projects, this lack of human resources development has proved their Achilles' heel" (Woods 1984, p. 26)

Neither the preoccupation of nonformal education specialists with the Service Agency approach nor its relevance to other development specializations is fortuitous. In the early 1970's, USAID chose nonformal education as a key problem area for experimentation. Its development was regarded as critical to new directions being taken in education and in other development sectors increasingly involved in grassroots programs. During the course of the decade, important progress was made in developing and testing methods and techniques which could be used effectively in a variety of grassroots programs. Difficulties arose, however, when it came to finding appropriate mechanisms for institutionalizing and disseminating these methods and techniques.

In 1980, S&T/ED began to experiment with the Service Agency in Ecuador and Lesotho; USAID/Guatemala is undertaking a similar effort. In Ecuador, the project is being implemented by the National Institute for Rural Training (INCCA) and in Lesotho by the Lesotho Distance Teaching Centre (LDTC). These projects are a continuation of the S&T/ED commitment to nonformal education. However, and for reasons already elaborated, they address needs felt more widely by those working at the grassroots level in other specialized sectors—agriculture, health, nutrition, small enterprise, community development, etc.

In all of these areas, two problems are recurrent. One, development technicians and grassroots workers usually lack the teaching-learning methods and materials needed for effective delivery of resources and dissemination of knowledge among or acquisition of skills by intended beneficiaries. Two, lack of institutional infrastructure, including credit, at the grassroots level shortens the delivery-acquisition chain and short circuits the impact of even the most well-conceived development initiatives.

WHAT IS MEANT BY THE SERVICE AGENCY APPROACH?

Grassroots development processes require effective local participation, an appropriate blend of top down and bottom up management and decision making, and effective collaboration among development workers and institutions in both the public and the private sectors. While these principles are more or less widely accepted, corresponding programs in human resources development and appropriate organizational forms have yet to become as widely understood and established. Most AID-supported grassroots-oriented programs continue to rely on large public sector bureaucracies which are by nature remote from intended grassroots beneficiaries.

The Service Agency offers an organizational alternative which allows the myriad agencies and programs working at the grassroots level to maintain their autonomy. At the same time, it builds upon program strengths and finds ways to share these with others, while addressing traditional weaknesses in areas such as teaching methods, curriculum development and educational materials.

A paper which gives the S&T/ED rationale for experimentation with a Nonformal Education Service Agency describes it as an attempt

to foster an approach to education in which NFE practitioners maintain their independence and initiative, take responsibility for their activities and are flexible in their programming. This paper proposes that government allow those programs 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 Education 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.

(from Hoxeng 1980, p. 6)

Another characteristic of Nonformal Education and of most initiatives on behalf of grassroots development is private sector sponsorship. Table 2 gives the government/non-government sponsorship of programs according to topical area for Lesotho. Statistics for Ecuador, Colombia, Cameroon and Botswana also indicate that the majority of programs or activities are sponsored by private sector sources. While private sector programs are usually small, often serving fewer clients than

public sector programs, they represent an invaluable development resource, often more effective at reaching grassroots populations and more readily expandable at relatively lower cost.

TABLE 2. EDUCATIONAL TOPICS OFFERED BY NFE PROGRAMS BY SPONSORSHIP OF THE PROGRAM (LESOTHO)

Educational Topic	Government		Non-Government	
	#	%	#	%
Agriculture and Animal Husbandry	59	44.6*	73	55.3
Cooperative Education	5	13.5	32	86.4
Crafts	6	26.1	17	73.9
Literacy, Numeracy and Migrant Education	20	46.5	23	53.5
Health, Nutrition and Family Education	36	35.6	65	64.4
Recreation and Culture	0		2	100.0
TOTAL	79	38.2	128	61.8

Source: adapted from Vargas and Bastian 1983, p. 85

The S&T/ED concept paper cited above also noted that "educational planners have three options vis-a-vis the Nonformal Education situation described above:

- 1) ignore nongovernmental programs
- 2) attempt to take them over
- 3) develop an ongoing process for a) identifying and categorizing NFE activities b) attempting to help practitioners' improve the quality of their offerings through technical assistance and c) offering them the wherewithal to expand into areas where people ask for their assistance (Ibid., p. 7).

In only a few developing countries have state/national governments set up programs to develop and coordinate Nonformal Education activities; for example, PENMAS in Indonesia and the National Board of Nonformal Education in Guatemala. In other

cases, government attempts to institutionalize nonformal education approaches successful at the grassroots level have caused them to atrophy. Some private sector programs, especially in Latin America (e.g., CEDEN and ACPO in Colombia, CIDE in Chile, CEE in Mexico, CESAP in Venezuela) have maintained themselves and even grown. Yet most of these too are limited by scarce resources.

The Nonformal Education Service Agency offers an especially promising mechanism to compensate for scarce resources and to transcend the current fragmentation of most grassroots development and nonformal education efforts. Because it is designed specifically around the teaching-learning components common to diverse grassroots development programs, it should be able to avoid many of the problems which have plagued multisectoral efforts. Instead of straining against the separate mandates and specializations of different institutions, the Nonformal Education service Agency offers a support system which can simultaneously benefit them as well as strengthen institutional infrastructure at the grassroots level. In addition, the Nonformal Education Service Agency offers a model for improving the utilization of both public and private sector resources, a feature which is particularly important given that the majority of nonformal education and grassroots development programs, are generally found in the private sector.

The Service Agency approach can be contrasted with another organizational approach to development--that of building lead institutions. While both are strategies to strengthen institutional capacity, the leading institution strategy focusses on the full development of one or more key institutions which are intended as models for others. In contrast, the Service Agency strategy focusses primarily on strengthening the capabilities of a broad base of other institutions and programs devoted to grassroots development. By definition then, a Service Agency performs support rather than delivery functions and would not be a model for replication by delivery-oriented institutions.

Whatever particular form a Nonformal Education Service Agency might take in a given context, the S&T/ED Service Agency notion rests on the conviction that what is needed is not the creation of new institutions so much as the service of those which already exist at the grassroots level. 'Service' here is synonymous with 'support' through systematization, improvement and expansion.

TABLE 3. BASIC COUNTRY DATA

	LESOTHO	ECUADOR
POPULATION		
TOTAL (estimate 1983 in millions)	1.4	8.6
% URBAN	12.0	45.0
% RURAL	88.0	55.0
GROWTH RATE (%)	2.9	2.8
AREA (in 000 Km ²)	30	284
GNP PER CAPITA (\$US)	540	1180
LIFE EXPECTANCY AT BIRTH (Years)	52	62
GDP TOTAL (\$Million)	320	13,430
% AGRICULTURE	31	12
% INDUSTRY	21	38
% SERVICES	48	50
LABOR FORCE		
WORKING AGE POPULATION (% Total)	55	52
% IN AGRICULTURE	87	52
% IN INDUSTRY	4	17
% IN SERVICES	9	31
EDUCATION		
ADULT LITERACY (%)	52	81
ENROLLMENT AS % OF AGE GROUP		
PRIMARY	104	107
SECONDARY	17	40
HIGHER	2	35

Source: World Development Report 1983,
The World Bank

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TABLE 4. PROJECT DATA--STRUCTURING
NONFORMAL EDUCATION RESOURCES

	LESOTHO	ECUADOR
National Executive Agency	LDTC = Lesotho Distance Teaching Centre/Ministry of Education	INCCA = National Peasant Training Institute/Ministry of Agriculture
Grant Agreement Signed	December 1979	August 1980
First Disbursement		October 1980
Original Project Anticipated Completion Date	April 1983	May 1984
Actual PACD	April 1986	
Total Financing	\$2.965 million	\$3.425 million
AID	\$2.69	\$2.5
of which Credit Fund	.8	.5
Host Country	.275	.925

Source: S&T/ED Project Documentation

TABLE 5. PROJECT INPUTS BY BUDGET CATEGORY
(\$US 000)

	LESOTHO		ECUADOR	
	AID	GOL	AID	GOE
SALARIES	280	69		500
TRAVEL	382		75	
MATERIALS & EQUIPMENT	120			100
SERVICE AGENCY EXPENSES	410	149		250
CONSULTANTS	410			
CREDIT FUND	800		500	
ADDITIONAL OFFICE SPACE	100			
CONTINGENCY	88			
EXPATRIATE HOUSING		57	((WHERE IS THE REST??))	

Source: S&T/ED Project Documentation

HOW CAN A NONFORMAL EDUCATION SERVICE AGENCY BE DESIGNED?

The Nonformal Education Service Agency projects being implemented in Ecuador and Lesotho began with three basic objectives outlined in the "Structuring Nonformal Education Resources" project paper. These were to

1. identify nonformal education activities which were ongoing in the country;
2. help improve the quality of existing programs through technical assistance . . . by providing appropriate inputs to make nonformal education more effective, and
3. offer opportunities for rapid expansion of programs viewed as valuable by the populations they served.

Today, with the experience of these two concrete cases, it is possible to be more specific about what functions Nonformal Education Service Agencies need to perform and about some of the issues involved in building appropriate service agency structures. If not designed to facilitate essential functions and serve intended beneficiaries, organizational structures can stifle the best of intentions.

The methodology outlined in this paper attempts to develop a conceptual framework and proposes a process which readers interested in designing and experimenting with a Nonformal Education Service Agency can follow. It is based on the assumption that specific NEFSA structures should vary according to the characteristics and needs of grassroots beneficiaries, the characteristics and needs of client organizations and programs, and the set of services which a particular NEFSA is established to provide.

In addition to elaborating the this methodology, the paper includes sections on some of the elements which are integral to the S&T Service Agency model--inventory-making, network-building and the combination of credit and training. Appendices include descriptions of noteworthy features of the Service Agency projects underway in Ecuador and Lesotho including the implementation of the Assistance Funds, a brief description of basic NEFSA services and a reference bibliography.

A METHODOLOGICAL APPROACH TO NONFORMAL EDUCATION SERVICE AGENCY DESIGN

The methodology outlined in this section attempts to meet the challenge of designing a Nonformal Education Service Agency (NFESA) to support existing programs and organizations dedicated to grassroots development. The methodology consists of several basic tasks which, if completed adequately, should yield a clear understanding of problems to be addressed in NFESA design, the starting points for addressing them and the guidelines for establishing a support system to address them on a continuous basis.

These tasks are

1. Form a Design Group of grassroots development specialists from the public and the private sectors to work through the following processes.
2. Analyze the beneficiary population.
3. Analyze the client population.
4. Determine what services are needed.
5. Determine whether and by whom specific services are being offered, in what technical areas and for which clients.
6. Prioritize objectives for the NFESA on the bases of significant factors identified about the beneficiary and client populations, the ideal set of services which a support system should provide, and the overview of current offerings which have resulted from previous tasks.
7. Assess the centralization-decentralization requirements for providing specific services to specific clients or groups of clients.
8. Assess the pros and cons of utilizing available services and expanding their availability to a broader clientele.
9. Assess the structural implications for a Nonformal Education Service Agency design encountered in all the above.
10. Consider possible mono and multi-institutional variations for a basic Service Agency framework. If necessary, distinguish between an incipient and a mature framework.
11. Make a plan based on implementation priorities and the stages in which these will be addressed.

THE DESIGN GROUP

Objective: To form a working group composed of highly motivated and well-informed representatives from various technical sectors and public and private programs working at the grassroots level to complete the tasks laid out below. Depending on the information already available to/through these individuals, the time required for task completion will vary and may require separate data gathering and processing by themselves or other parties.

There are several reasons for putting the formation of such a design group as the first step in the process of designing a Nonformal Education Service Agency.

First, for the NFESA to respond effectively to the needs of clients and their beneficiary populations, input from those familiar with and involved in programs aimed at meeting those needs is critical. Second, a NFESA requires collaboration not only across technical sectors, but between the public and the private sectors as well. Third, representatives of any one institution or sector, no matter how well-informed and well-related, will not possess the necessary information and insights about other sectors. Fourth, collaboration is built by being collaborative and requires a shared sense of ownership and responsibility. This can be more readily achieved and maintained if it is established from the early stages of NFESA design. Fifth, efforts to build an ever broader multisectoral NFESA network will be more successful if the NFESA is and is perceived as multisectoral. Finally, a group of key informants can compensate for the lack of scientific surveys of grassroots development beneficiaries, clients, programs, needs and potential.

Members of the design group should be carefully selected for their knowledge, understanding and appreciation of grassroots development activities and, in particular, their human and organizational development requirements. They should have a common understanding of what is being proposed by a Nonformal Education Service Agency and an interest in thinking systematically through the factors involved in conceptualizing the role which a NFESA might play and the way it should be designed and implemented to play that role effectively. Before beginning to work through the tasks outlined below, they should reach consensus about their relevance, perhaps eliminating some, adapting some or adding some. Once their tasks are defined and understood, they should propose ways to carry out each one, e.g., group discussion, ad hoc committee work, reference to particular studies or other sources of needed information, including consultation with other specialists.

Depending on the standards which the group sets for itself, the resources available for task completion and the intensity with which group members can work (e.g., in the context of a special workshop, on time borrowed from other work responsibilities), task completion will be more or less complex and time-consuming. But even if the design group falls apart after seriously discussing task requirements, we believe that their insights and comments would be useful to whomever does continue with the process and that it will have been better to attempt to form a collaborative design group than to leave the process in the hands of representatives of a single sector or institution.

ANALYZE THE BENEFICIARY POPULATION

Objective: To identify and map at least the most powerful structuring features among the grassroots populations served by potential NFESA clients. Besides serving as guidelines in the development and offering of NFESA services, some of these features will be indicators of the centralization-decentralization and internal specialization desirable for the NFESA which they intend to establish.

It has become customary for project rationales to state that intended beneficiaries, direct or indirect, are the poor or grassroots peoples. Yet, especially in large public sector projects, implementing agencies are not designed to facilitate essential communication and relationship with intended beneficiaries, nor have ways been found to overcome this problem.

Even though the direct clients of the NFESA are the personnel and programs working with grassroots populations, these beneficiaries and how well they are being served should be the permanent reference for NFESA designers, implementers and evaluators. In the long run, analysis of the characteristics of the grassroots populations in particular countries or in regional subdivisions will be needed to help NFESA managers and staff understand the realities faced by their clients and to provide clients with appropriate methods, techniques and technical assistance for their specific programs. A more immediate need (at this design stage) is to consider whether there are structuring features among the beneficiary population which have significant implications for basic NFESA design.

Although development project rationales often lump thousands or even millions of people under such labels as "poor" or "grassroots," these populations are themselves structured in ways which NFESA designers should distinguish. Obvious things such as geography and economic activity shape grassroots organization. Ethnicity and religion are also structuring features; political affiliation might reinforce them or further

subdivide them. Within grassroots groups, age, sex and status are universal structuring principles. While these variables are commonly mentioned as descriptors, project planners just as commonly overlook their strategic and organizational implications. All of these variables in fact structure peoples lives and are bases of distance as well as association. By failing to recognize and adapt to the structuring features among intended beneficiaries, development projects can instead create conflicts within populations or result in uneven development which favors grassroots minorities and widens the differences between them and the larger grassroots populations.

In all of its activities and organizational arrangements, a NFESA should reflect and respond to a sensitive understanding of the grassroots populations who should be the ultimate beneficiaries served. For example, NFESA personnel should be recruited and rewarded for their understanding and ability to work with grassroots peoples (although through the NFESA they will rarely work directly with them). Similarly, beneficiary characteristics might be a contributing factor to NFESA structure.

For example, if there are important ethnic divisions among the grassroots population, a NFESA might include specialized personnel to provide services for clients working with particular ethnic groups. Or, if women's organizations are a particularly important grassroots feature as in many African countries, a NFESA might include a specialized unit to work with clients specialized in women's programs. Again, the geographical location of certain grassroots groups and the programs serving them may dictate the establishment of a NFESA unit or program located for purposes of accessibility in a particular geographic location.

Definitive NFESA structure will need to take other factors into account as well. Nevertheless, it is important for NFESA designers to recognize what that structure might ideally be according to the major features which structure the beneficiary populations. Clarity about ideal structure will help NFESA designers make choices which will approximate that ideal as closely as possible.

ANALYZE THE CLIENT POPULATION

Objective: To identify and assess the public and private sector grassroots-oriented development activities which make up the (potential) NFESA clientele.

As a development strategy, the NFESA should work directly with personnel and programs which in turn work directly with grassroots beneficiaries. Specific service agencies may find it useful to work directly with grassroots populations, but

this should probably be limited to pilot projects with specific learning objectives and for short term periods.

For example, in Ecuador, where nonformal education has been more firmly established, the Service Agency project is part of a three-tier system with INCCA staff supporting the work of other development specialists engaged in multisectoral programs at the grassroots level. In contrast, Service Agency staff in Lesotho are working directly with grassroots groups and organizations while they acquire experience and develop materials and methods in a situation where there is less nonformal education experience. Under these circumstances, relatively little time has been spent supporting other public and private sector programs, although that is the intention once LDTC's own capacity and methodology is consolidated.

Like beneficiaries, client populations are also structured internally. Private sector organizations may well be grouped according to some of the same principles as the beneficiary population. For instance, private sector grassroots programs are often associated with particular religious or political organizations. In some cases, this identification will influence willingness to collaborate with other organizations which may be regarded as competitors or even opponents. Similarly, public sector development workers are located within certain sectoral and organizational realities which may undermine or strengthen possibilities for collaboration upon which the Service Agency approach is premised.

As with beneficiaries, the internal organization of the client population should influence the centralization-decentralization of the NFESA, as well as its internal specialization and structure. For example, in a setting where a significant portion of the client population specializes in women's programs, the NFESA may employ one or more specialists to work with these programs or even create a specialized structural unit such as an Office for Women's Programs. Again, decentralization requirements might dictate that personnel be designated to work directly with clients involved in women's programs at the regional level.

Attention to variables such as the religious and political identification of clients would probably not affect the basic design of a service agency as much as its work strategy. For example, in settings where there are Catholic and Fundamentalist programs working in a clearly competitive relationship, a NFESA which purports to offer technical assistance in supportive and neutral terms should not be overtly identified with one group or the other, for instance, in the makeup of its personnel.

Even a design group which is well-informed about the

potential client population will not be able to identify all the potential clients as might be possible through an inventory project. Nevertheless, it will probably be able to identify a large enough sample of clients to provide a realistic basis upon which to continue the design process.

Once (potential) clients are identified, questions which affect possible relationships between them and the proposed NFESA should be asked. Are there any features which make working with some clients more possible or preferable to working with others? Should some be regarded as a special priority because of their weakness? because of their strength? because they are working with a particular target population? or in a particular development sector? or in a particular geographical area? or because special resources might be available for working with them?

Answers to these and similar questions will provide NFESA designers with important criteria for both NFESA design and implementation strategies.

DETERMINE WHAT SERVICES ARE NEEDED

Objective: To specify what services should be provided to clients involved in grassroots-oriented and nonformal education development activities. NFESA designers should consider the services listed here, but may add or subtract from the list or prioritize it according to their specific situations and the information already obtained about beneficiary and client populations through previous tasks. The objective at this point is to make an ideal list, i.e., one which includes the complete package of services generally needed by clients of various types for diverse programs working specifically at the grassroots level. With the ideal list or set of services made at this step, NFESA designers will proceed in the next step to assess the extent to which these services are already being provided.

In some countries (e.g., Colombia, Lesotho, Ecuador, Botswana, Cameroon, Bolivia), nationwide inventories of grassroots development activities with nonformal education components (although usually classified differently) have been made to identify clients and their resources and needs. NFESA designers in other countries may want to make such an inventory or they may use the working group already suggested as an alternative sufficient for initial design purposes.

In general, enough is known about the recurring characteristics and needs of grassroots and nonformal education development activities to propose the following as a list of the services which NFESAs should strive to offer. A short description of each of them can be found in Appendix

-A Nonformal Education Service Agency should be

designed to provide relevant inservice training and teaching-learning materials, packages and programs which will assist clients to work more effectively at the grassroots level

- At a minimum, the above services should be geared to specific areas of development such as agriculture, health, nutrition, small business and other income generation activities; and to key population groups such as women, families, out of school youth, and community organizations
- In addition, inservice training and teaching-learning aids will be needed in such areas as needs assessment and program planning, system analysis, documentation, monitoring and evaluation
- Logistical and especially financial support, while of a somewhat different nature, are recurring client needs which can strongly influence the success or failure of the more specifically educational or human resource development aspects of client programs. Therefore, a well-integrated NFESA will need some mechanisms for meeting these kinds of needs as well.
- Operation of a data bank on grassroots programs and development in order to provide clients and NFESA staff with reference materials needed for the development of methods and materials or to analyze factors which transcend but condition grassroots processes. The bank would include basic documents such as the national census, national and regional development plans and reports, physical and economic maps, directories of public and private sector resources, studies carried out by development entities and local universities, case histories or vignettes of other grassroots development efforts and examples of available teaching-learning materials.
- Network-building is needed to create ongoing relationships of support and exchange with and among clients and between clients and various parts of the development infrastructure.

The above services compose an IDEAL SET which a NFESA would be equipped to offer its clients. Inservice training and teaching-learning materials are more readily recognized as "educational" by nature, but all of the services mentioned correspond to recurring problems experienced in grassroots development processes and by organizations and programs operating at that level with a human resource development focus. Together these services would be the bases of an integral support system

which would be incomplete if any one were excluded, although others might be added.

While some might regard these services already exist and only need to be offered more widely, we argue that the real issue is their adaptation and implementation in ways which are appropriate to grassroots development processes. Nevertheless, NFESA designers in specific settings might find it necessary to focus on some services and leave others for a future phase of NFESA development or for other actors to provide. The minimal set of services for any NFESA according to the S&T/ED model should be the provision of effective nonformal education methods and materials and inservice training in key areas of development, and the linking of client programs to sources of logistical and financial support and network-building.

DETERMINE WHETHER AND BY WHOM SPECIFIC SERVICES ARE BEING OFFERED, TO WHICH CLIENTS AND IN WHAT TECHNICAL AREAS

Objective: To determine which of the services identified above are actually available, for which clients and in which technical areas as a means of obtaining a more refined overview of what is being done and what needs to be done to create a support system according to NFESA principles.

At this point it might be useful to remind the reader that we have not yet addressed the issue of what structural form a NFESA might have. Rather, we are still trying to systematize the factors which should weigh in the design of NFESA structure. It may be convenient for the reader to think of a NFESA as a system rather than an institution. The purpose of a NFESA is not to be anything in particular, but to make something happen. A NFESA has a mandate, but it does not have a pre-determined shape. What this methodology does attempt to impose is the notion that what is important is ensuring that certain services are effectively and regularly performed on behalf of clients and in ways which simultaneously address the lack of learning opportunities and of institutional support at the grassroots level.

A NFESA aims at supporting existing programs and at building collaborative networks among them. Until now, we have emphasized the service role of a NFESA and mentioned existing organizations and programs as the clients in need of services. However, it is important to recognize that some existing organizations and programs may be or may be capable of offering some of the services identified as needed supports for nonformal education and grassroots development activities. Insofar as possible, NFESA designers should strive to incorporate this capacity into the overall support system which is the broad NFESA goal.

The matrices below provide a simple illustration of how a Design Group might proceed (or how available data might be processed) to obtain an overview of existing services and their coverage of clients and beneficiaries.

For instance, suppose that a Design Group in Country Y intends to establish a NFESA to support grassroots programs in Agriculture and Animal Husbandry; Health, Nutrition, and Family Education; Crafts and Cooperative Education. Resources are limited and the Working Group feels that it is probably realistic to offer only some of the full spectrum of services identified above. They settle on Materials Development and Production, Inservice Training, the Operation of a Data Bank on Grassroots Programs and Development and (the provision or brokering of) Financial Assistance. These services are listed as columns of the matrix and the program areas as the rows.

Matrix 1. Identification of Existing Services By Development Area

	Materials Development Production	Inservice Training	Data Bank	Financial Assistance
Agriculture and Animal Husbandry				
Health, Nutrition, Family Education				
Crafts				
Cooperative Education				

The matrix squares are filled with the names (or codes) of organizations (public and private) which offer the particular services. At the end of the exercise, it may appear, for example, that Inservice Training is already available for Agriculture and Animal Husbandry programs, but not for the other

development areas, implying that the NFESA might focus on the latter with regard to Inservice Training. Or, it may be that there are organizations which make Cooperative Education materials available in the public sector, but not in the private sector; for NFESA designers this would suggest providing cooperative education materials to the private sector clients as an objective.

Besides assessing the general availability of particular services in particular development areas, the Design Group should set itself the task of assessing the reach of those services, both geographically and to target populations. The same matrix can be used and the squares filled in with geographical indicators (for example, the administrative districts, regions, ecological zones or whatever is most relevant). This application might show that while Inservice Training in Agriculture and Animal Husbandry was available, it was not really available in, say, four out of ten districts; or it reached only the lowlands and not the mountain areas of the country. Thus, the NFESA objective might be to extend Inservice Training in Agriculture and Animal Husbandry to these areas.

Variations of the matrix can help systematize information regarding target population groups and particular areas of development—say women's groups and craft production. For example, the Design Group might determine that there is Inservice Training available in some craft production lines and not in others. Or, it may be that there are some effective materials and methods for use in establishing women's craft production cooperatives, but these are poorly disseminated; NFESA designers may conclude that efforts should be made to expand Inservice Training, especially for private sector programs. Again, there might be adequate support for programs in one part of the country and need to expand or improve services in another.

The purpose of this step is NOT to come up with an exhaustive list of NFESA objectives but to systematize information about the coverage that does and does not exist, in what areas and for whom, as bases for arriving at an optimal NFESA design and strategy. Listing strengths and weaknesses vis-a-vis particular services, clients and beneficiaries will give designers a base from which to specify NFESA objectives, which is a later task.

PRIORITIZE OBJECTIVES FOR THE NFESA ON THE BASES OF SIGNIFICANT FACTORS IDENTIFIED ABOUT THE BENEFICIARY AND CLIENT POPULATIONS, THE IDEAL SET OF SERVICES WHICH A SUPPORT SYSTEM SHOULD PROVIDE, AND THE OVERVIEW OF CURRENT OFFERINGS AND COVERAGE WHICH HAVE RESULTED FROM PREVIOUS TASKS

Objective: To arrive at a working set of NFESA objectives as a guide to defining services to be offered and clients to be served.

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Completion of this task is a culmination of previous tasks and is essentially a process of reaching consensus within the Design Group. Group members' perceptions of development priorities and the attainability of various possible NFESA objectives listed in earlier steps will shape the outcome, but a few suggestions can be made.

First, the task is still not that of making a definitive list of objectives. Information analyzed in subsequent steps may further alter the consensus reached here. That is why we have termed it a 'working' set of objectives—one which has been made as the result of looking systematically at beneficiaries, clients, service needs, and existing service offerings and will now be honed by Design Group consensus. It remains, however, a working as opposed to a definitive set because other practical matters such as available resources and contextual possibilities have not yet been brought into the picture.

Second, at this stage of the design process it is useful to separate the working set from the ideal set of services because designers are at a point of defining the specific structural characteristics of a NFESA. The Design Group should not, however, discard the ideal set from its thinking (and records) and should make careful note of the criteria which are used to select the working set out of the broader ideal set.

ASSESS THE CENTRALIZATION-DECENTRALIZATION REQUIREMENTS AND POSSIBILITIES FOR PROVIDING PARTICULAR SERVICES TO PARTICULAR KINDS OF CLIENTS

Objective: To consider the centralization-decentralization requirements posed by client characteristics and effective provision of (the working set of) services as factors which will influence NFESA design.

The lack of institutional infrastructure to serve grassroots development is one of the basic problems which the NFESA attempts to address. In the NFESA strategy, existing organizations and programs which are the NFESA clients form a naturally decentralized institutional infrastructure. However, the fragmentation of grassroots development activities suggests that some degree of systematization, e.g., through network-building, would be beneficial. Thus, on the one hand, a NFESA should be designed to be accessible to clients and serve them effectively; on the other, NFESA structuring should help overcome the problem of fragmentation common at the grassroots level.

Effective provision of services will require some form of decentralization in NFESA design independently of client dispersion. NFESA designers should pay special attention to the

existing programs which already offer relevant services at a decentralized level or might be enabled to do so with relatively fewer resources than setting up new programs or offices would require.

Some services may require provision on a more decentralized basis than others. NFESA designers should consider each of the services in the working set defined earlier to get an overview of the decentralization requirements and possibilities which they imply independently and as a function of client needs and characteristics.

Is one centrally located Inservice Training Unit enough to serve the clients working in the priority areas and/or with the target populations identified above? Is one centrally located Materials Development/Production Unit enough? Might Materials Development be separated from Production (reproduction)? If so, should Development be centralized and Production decentralized? Or Development decentralized and Production centralized? Should the Data Bank be centralized (for sake of completeness) or should smaller data banks (assuming that full replication is not feasible) accompany materials development units wherever they are located?

ASSESS THE PROS AND CONS OF UTILIZING EXISTING PROGRAMS AND ORGANIZATIONS AND EXPANDING THEIR COVERAGE TO A BROADER CLIENTELE

Objective: To determine the extent to which a NFESA might be built through establishing formal collaborative relationships with existing organization and programs (as part of a NFESA system).

It was pointed out earlier that the NFESA approach is different from that of forming leading institutions and that the goal of the NFESA is to support existing programs rather than duplicate them, even if effective utilization for NFESA purposes requires the prior improvement and/or expansion of those programs. For example, in the NFESA project in Ecuador, administration of the credit assistance fund has been delegated to the national Development Bank, materials production is handled by the Ministry of agriculture printing office and there was a proposal to have some educational materials designed through competitive contracts with private sector individuals or institutions.

In particular settings, NFESA designers might find that essential services are or can best be provided by existing organizations or programs. This in turn implies that the sought after support system might be at least partially structured around those organizations and programs. That determination should be made not only on the basis of existing service

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capabilities, but on the real possibilities for effective collaboration. Too often, inter-institutional collaboration remains nothing more than a vague agreement or wishful thinking. While there are many factors which influence the achievement of effective inter-institutional collaboration, the terms of collaboration is something which can and must be spelled out and translated into discrete units of action resources and personnel such that realistic planning and effective management can occur.

Completion of this task will require the Design Group to review its earlier assessments about existing programs and organizations, their coverage and apparent centralization-decentralization requirements and possibilities as well as to assess the interest and readiness for collaboration on the part of promising candidate organizations and programs. Before definitive conclusions about the latter can be reached, it will be necessary to consult with specific candidates about the possibilities and terms of establishing formal collaboration. At this stage, however, at least those potential candidates can be identified and the pros and cons of collaboration weighed from the viewpoint of NFESA designers.

ASSESS THE STRUCTURAL IMPLICATIONS FOR NFESA DESIGN ENCOUNTERED IN ALL OF THE ABOVE

Objective: To summarize the implications for NFESA design included in the various assessments made thus far as a basis for proceeding to elaborate some possible real structures.

To repeat the premise basic to this design methodology—to ensure the performance of key support services on behalf of public and private sector clients and ultimately their grassroots beneficiaries, a NFESA must be appropriately structured. A service agency is not itself a lead or even a coordinating organization vis-s-vis delivery organizations and programs. Rather it exists to support, i.e., systematize, expand and improve, those programs and organizations and the role they play in grassroots development.

At this point, NFESA designers should make explicit how their findings in each of the previous steps might influence at least the following basic structural questions:

What existing programs or organizations might be incorporated into a NFESA system through formal collaborative agreements?

How should the rest of the NFESA system be structured in order to meet defined objectives regarding grassroots beneficiaries, clients and service provision?

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In particular, how should the system be centralized? decentralized? How should it be specialized internally—according to beneficiary and client characteristics and effective service provision?

The discussion on possible mono and multi-institutional NFESA frameworks below and in Appendix will further the process of answering these questions.

CONSIDER POSSIBLE MONO AND MULTI-INSTITUTIONAL FRAMEWORKS. IF NECESSARY, DISTINGUISH BETWEEN AN INCIPIENT AND A MATURE FRAMEWORK.

Objective: To design specific NFESA structures in keeping with the factors and elements already identified.

Having assessed beneficiary and client characteristics, the status and potential of existing service offerings, established a working set of services to be offered as part of a NFESA system, and considered the structural implications encountered throughout all of these, NFESA designers have the basic piece to define and structure a concrete NEFSA.

A fundamental decision to be made is whether a single a single or multiple institutional framework is most appropriate for a particular NEFSA. While 'single' and 'multiple' offer only two logical types, it is more useful to think of them as two ends of a continuum. In most countries, a NFESA would likely be neither of these extremes, but predominantly mono- or multi-institutional. Variations would be based on the prevailing situation with regard to client needs and the potential of existing programs and obtainable resources, including possibilities for effective collaboration.

At the single end would be a purely mono-institutional type—one institution charged with the responsibility for performing a specific set of services to clients. For example, the NFESA being implemented in Lesotho is this type, with LDTC administering even the financial assistance fund. Such 'purity' need not preclude the existence of regional or specialized NFESA divisions, all under a single regulatory mechanism. Even in Lesotho, which is a relatively small country with a rather homogeneous grassroots population, LDTC staff feel the need for regular representation in some of the rural areas of the country. LDTC might decide to create district offices or they might opt to enlist public and private sector personnel into a district-based NEFSA program. If that program were to continue over time and involve formal agreements with other institutions about the use of resources and personnel, the LDTC NFESA would no longer be purely mono-institutional. However, if LDTC continued to define and manage this multi-institutional program, the NEFSA framework would still be predominantly mono-institutional.

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A mono-institutional framework may be more easily managed and more coherent vis-a-vis clients. but it may be that no existing single institution is capable of providing the set of services necessary to an integral system and that the reoursces required to create that capacity or to create it in a new institution are not available.

At the multi-institutional extreme of the continuum would be a hypothetical case where all services were provided by existing organizations or programs through contractual agreements with a policy, planning and evaluation unit which might be referred to as a NFESA 9(although in principle the entire system would be the NFESA). The Unit would be concerned with ensuring service provision, expanding it, and developing and maintaining quality, however, it would not be directly involved in providing services to clients. A NFESA witha these characteristics might arise in a situation where there were strong policy and resource commitments to grassroots development, where nonformal education was widely used (but could still benefit from improvement and expansion), where there was close cooperation among public and private sector develoment initiatives in diverse technical areas and where nonformal education specialists could be well-integrated into their programs.

The issues involved in structuring a particular NFESA might be clarified by attempting different concrete designs. Using the outcomes obtained by application of the matrices as described above (See Appendix for other examples) can help Service Agency designers determine whether a mono- or multi-institutional framework is most promising in a particular situation.

Because structures should be designed to fit functions, the selection of functions is the first step in designing structure. Grouping compatible functions will help avoid frameworks which are too complex and unwieldy. For example, the ideal set of NEFSA functions identified as here may be compatibly grouped as follows:

- Inservice training, technical assistance, logistical support, (network-building) (I)
- Needs assessment, program planning, systems analysis, documentation, monitoring and evaluation, data bank (II)
- Materials development/production (III)

—and structural units created around them:

I

II

III

IV

At the same time, the private or public nature of clients can be reflected in NEFSA structure.



Private



Public

And so can program areas. For example, a common Basic Education Program might be developed for various grassroots populations and a Technical Education Program to address the teaching-learning needs associated with specific development initiatives.



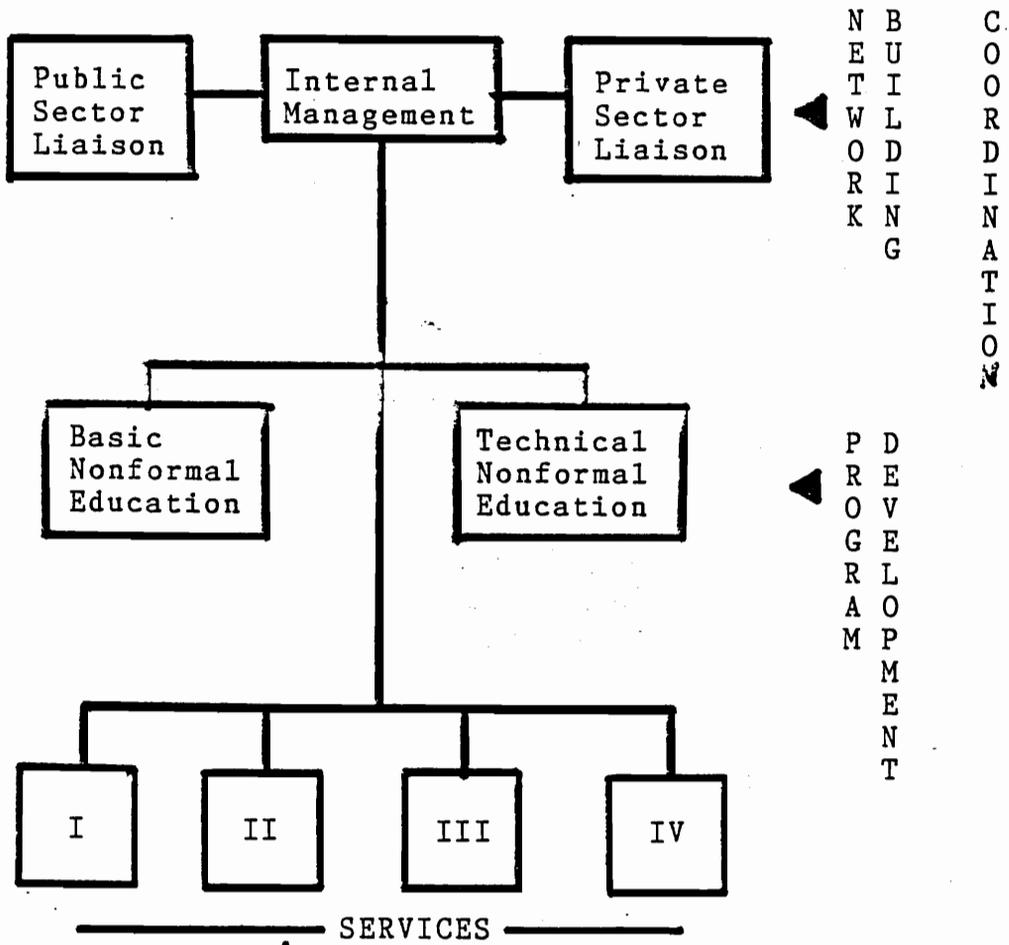
Basic
Nonformal
Education



Technical
Nonformal
Education

Put together in a mono-institutional framework, the NEFSA might look like this:

POSSIBLE MONO-INSTITUTIONAL NEFSA FRAMEWORK



Utilizing the strengths of existing organizations would require fewer additional resources. Moreover, clients who identify with a particular technical sector are often more receptive to programs introduced through sectoral institutions. Likewise, grassroots organizations involved in specific projects will inevitably need to develop their relationships with technicians in specific sectors and should not be displaced from doing so or become dependent on channels which are powerless to meet their sectoral needs.

Besides weighing different mono- or multi-institutional possibilities, NEFSA designers might conclude that it is necessary to think of different structures which correspond to different stages of support system development. For example, the immediate confluence of needs, capacity and resources might suggest that the best strategy is to begin with an initial or incipient structure, whether mono or multi-institutional, designed to provide what is recognized as only a partial set of services. The objective would be to consolidate high quality provision of a few services and later add others, either by expanding the NEFSA along its institutional lines or changing from a more mono to a more multi-institutional framework or vice versa. Even this incipient NEFSA should be structured with the later, more mature NEFSA in mind.

Comments On Housing And Personnel

Before leaving this section, it is important to make some observation about housing and personnel as structural matters.

Building up effective relationships with clients requires that, whether a NEFSA is mono- or multi-institutional, clients can easily identify and have access to it, directly or through a specific unit. A central unit, or the entire NEFSA in the case of a mono-institutional framework, should be housed in a setting which clients can enter freely and interact comfortably. The housing of INCCA in a ministerial building in the capital city of Ecuador has made it difficult to build up effective INCCA-client relationships.

Housing is also a great influence on the attitudes and productivity of personnel. Competent and committed personnel was the single most important requirement for project success mentioned by implementers in both Ecuador and Lesotho. Unfortunately, ministerial housing and concomitant regulations severely undermined staff commitment at INCCA; in Lesotho, independent accessible housing at LDTC greatly facilitated project implementation and relationships with clients.

In both Ecuador and Lesotho, there were obstacles to project success for other personnel-related reasons at the time of our observations. In both places, the NFESA projects were being implemented through previously existing public sector institutions. In both places, civil service tenure conditions made it impossible to recruit well-trained staff. Instead, most staff positions were filled with personnel drawn from the broad ministerial system, some with relevant experience and interests and others without. In Ecuador, staff training was the responsibility of Ecuadorian project advisers likely to become permanent employees once project monies were terminated. In Lesotho, highly trained nonformal education specialists were not available in sufficient numbers and so the decision was made to provide long term training for key personnel. Specialized workshops and external consultants were also used to upgrade staff competence in nonformal education support activities.

If NFESA designers in other countries also find themselves with a dearth of qualified personnel, they should address that problem immediately and determine how best to resolve it. In cases where long term training is a necessity, an additional year should be added to the one or two already estimated for what might be called a pre-consolidation phase. Designers would probably want to consult with the Center for International Education at the University of Massachusetts to inquire about the split semester master's degree program in Nonformal Education developed for Lesotho students there. Or, an in-country program might be designed using national and/or international consultants.

In our view, the latter approach is more desirable on the condition that the program is well-conceived and participants drawn from the various development sectors. Ideally, those trained would then work to establish the NFESA. Such a preparatory period would provide participants from diverse specializations with a common vision and experience of nonformal education and create a pool of personnel from which key actors could be recruited in the NFESA implementation process.

MAKE A PLAN BASED ON IMPLEMENTATION PRIORITIES AND THE STAGES IN WHICH THESE WILL BE ADDRESSED

As conceived in S&T/ED, a NFESA would aspire to nationwide coverage, limited only by client interest and receptivity. Five years was estimated as the time required to establish a well-functioning NFESA. Program expansion and network-building among clients would continue, presumably, for a much longer period. In both Ecuador and Lesotho, project implementation has been slowed for typical project reasons—problems in organizational setting, lack of adequately trained personnel, instability of personnel, delays in equipment delivery and shortfall in counterpart contributions—as well as by the experimental nature of the NFESA. As a result, project are just reaching a take-off stage in the fourth year of implementation. Until, now, concentration has been almost

entirely on institutional consolidation, i.e., reaching a threshold in the capacity necessary to provide services effectively (See Appendix for a brief history of each project). To date, relatively little has been undertaken in the way of network-building, which is a critical factor in support system development.

Observations made in both Ecuador and Lesotho lead us to estimate that development of other NFESAs can benefit by being planned in three stages:

- 1) A design and preparation stage in which meetings are held, assessments and plans made, possibilities for inter-institutional collaboration explored, personnel recruited and trained, basic materials developed, a data bank begun and services offered on a limited basis. Some twelve to eighteen months might easily be required for this stage. In any case, it is a stage in which plans and groundwork should be carefully laid and care taken to form the basis for continued and dependable collaboration.
- 2) A consolidation phase in which activities begun in the previous stage are sufficiently completed to make provision of services possible on a broader scale. During this phase, staff should carefully evaluate their activities in all service areas continuing to improve methods and materials and expand the variety and quantity of them available. Materials development and inservice training should expand to include needs assessment, program planning, system analysis, documentation, monitoring and evaluation as well as the more common technical specialties. Some network-building should begin and plans be made for more extensive network-building. During this phase, it may be possible to carry out a nationwide inventory to obtain more specific and systematic data to be used in making medium and long term plans.

This stage should continue until a basic NFESA structure and well-integrated service capacity are well-established and program focus can naturally turn towards expansion. At least one and probably two years will be required; perhaps as many as five depending on the starting point and the resources available.

- 3) The take-off or growth stage. This stage can begin once the NFESA core is solidly established. It is a stage in which a full blown nonformal education and grassroots development support system is gradually and firmly institutionalized. It is a stage of organizational expansion, NOT

the expansion of an organization. The NFESA core should not grow; in fact, it might decrease as network formation continues to overcome the fragmentation of grassroots activities, build up institutional infrastructure at the base and help clients and beneficiaries make better use of their own other resources.

Hopefully, once NFESA designers have gathered and examined the data and the variables outlined in the above methodology, they will have the elements needed to make a well-conceived and substantiated implementation plan. They will have made at least systematic assessments about

- clients and their characteristics and needs
- the services which can be offered
- possible NFESA organizational frameworks given existing capabilities, resources and priorities
- the requirements estimated to consolidate a proposed NFESA
- the subsequent stages through which the NFESA should continue to develop to reach goals of coverage and effectiveness

In the following sections, additional comments will be made about network-building and inventory-making, cost considerations, and the importance of linking nonformal education and credit as aspects of the NFESA approach to supporting human resource development at the grassroots level.

NETWORK BUILDING AND INVENTORY MAKING

Network-building is both a NFESA service and goal. As a service, network-building provides clients with support linkages to other clients and to other sources of service. As a goal, the NFESA network contributes to the task of institutionalizing Nonformal Education and developing a support system to overcome the current lack of institutional infrastructure at the grassroots level.

Building networks is something more than establishing contacts or even ongoing relationships between a NFESA and its clients. On the other hand, networking is not the creation of new organizations. Networks are composed of relationships among groups or individuals with common agendas and similar situations. They are maintained through mutually beneficial exchanges among members. While networks tend to have centers, they are naturally decentralized. Interactions patterns are horizontal rather than vertical. Networks are nonformal organizational arrangements which arise at the grassroots level.

A "natural" approach to network expansion, one which does not require a scientifically designed inventory, starts by consolidating relationships with a first round of interested clients and then branching out through them to other clients with whom they are related (formally or informally) and so on. Of course, not all grassroots development programs and organizations will be equally interested in linking into a NFESA system and some will not be interested at all.

A large scale scientific inventory can be more useful at later stages of NFESA formation and consolidation (which we regard as a precondition for effective network-building and maintenance on a broader scale). To serve as a tool for network-building, inventory data should be gathered and processed at the program or institutional level. We emphasize this because the existing nationwide inventories which we have been able to study have aggregated various aspects of nonformal education activities (e.g., content, staff, sector affiliation, beneficiary participation, etc.) to national, regional and sectoral levels, thereby losing information about individual institutions and programs. Such abstract data has been helpful to educational planners, but network-building requires working with specific institutions. At INCCA and LDTC, it has been necessary to return to the raw data from questionnaires administered to representatives of specific institutions to obtain and assess information at that level.

A second point is that inventories should be designed and made in ways that help establish priorities for network-building.

Both institutional readiness (on the part of the client) and development priorities are criteria which naturally regulate the speed and direction at which network-building can proceed. As pointed out earlier, beneficiaries and clients have their own natural networks which can (and should) be used as the basis for NFESA network-building. However, a NFESA may also want to promote new networks among specific types of clients or in specific locations. Even with this preconceived objective, it is important that inventories be designed to learn about the situation and interest of clients regarding present and potential network participation.

Development priorities also provide criteria for network building. For example, a regional or even national health campaign might indicate that network building among health programs is a priority. Similarly, a particular geographical area might be targeted and efforts directed at network building there.

Whatever the appropriate criteria in a given case, network-building will inevitably be a gradual process and effectiveness requires that it be pursued according to clearly established criteria rather than universally or at random. The inventory can be a useful tool in helping to define those criteria.

LINKING NONFORMAL EDUCATION AND CREDIT

One of the most ^{important} ~~innovative~~ aspects of the Service Agency model is the incorporation of a funding mechanism ^{which} ~~through which clients and beneficiaries have access to financial support.~~ Funding capacity makes it possible to support

- a. Good teaching-learning programs--that is, those which are over-subscribed because people see their services as useful and which could expand to serve new clients if they had access to additional funds.
- b. People who learn new skills, e.g., weaving, care of animals, etc., and who want to put them to immediate productive use, but are stymied by lack of start up money or access to credit.

as well as
~~Through~~ the support fund, the Service Agency can facilitate innovation and/or expansion of teaching-learning activities ~~and~~ the application of new skills ^{with increased} productivity and income generation by grassroots populations, ~~marginal to other sources of monetary support.~~ Both INCCA and LDTC are experimenting with the operation of "assistance funds" for clients and beneficiaries.

The starting point is the recognition that credit should be a development tool. Credit can stimulate development by eliminating the "capital constraint" to productivity (Mindock 1983). Established credit systems do not usually favor the small rural entrepreneur who without some ^{financial} necessary investment is unable to improve his production-consumption situation and basic quality of life. As a result, only those who are already better off have opportunities for further improvement and the already poor are left at the margin. Providing credit for grassroots entrepreneurs can make a decisive difference for economic and social development. ~~But while access to credit is necessary, an attractive and even saving idea--it is also fraught with risks for grassroots peoples whose labor and products are typically undervalued; undersupported and vulnerable to negative influences beyond their control. Finding ways to transcend or minimize problems which surround the use of credit is a major Service Agency objective, and requires appropriate arrangements for allocation and management.~~

is seldom
~~Although formal credit has not been available, to the poorer sections of the population, informal credit has always been part of grassroots life. Friends, relatives and local money lenders ^{and} ~~have been~~ the traditional sources of credit (usually for emergencies); and deferred payment to suppliers of goods and~~

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demonstrated that credit alone is usually not sufficient to achieve increased productivity and development. Attempts at grassroots development often show that

Organizing groups that are involved in viable economic enterprises and are viable organizations in themselves is not easy. Because they lack marketing and other business skills, groups may invest their limited resources in projects that are doomed to fail because groups lack the necessary technical, organizational or communication skills. (Michigan State University 1979)

By addressing teaching-learning and credit needs simultaneously, development specialists can achieve mutually reinforcing outcomes. Although this is generally understood, institutional arrangements to support the effective use of credit at the grassroots level have been slow to evolve. Just as grass roots producers need to understand and manipulate more formal credit mechanisms, those mechanisms must be adapted to the realities of small scale borrowers. By operating successful "assistance funds" which combine credit with monitoring, technical assistance and teaching-learning activities, the Service Agency may have a positive demonstration effect on formal lenders and indicate the nature of adaptations they might be prepared to make.

Typically, commercial financial institutions have worked with safer, larger scale enterprises and left small lenders (often with donor assistance) to bear the risks of assisting grassroots producers. According to Woods (1983), this is part of the inadequacy of the prevailing paradigm in development thinking. He goes on to state that

In many cases, governments have preempted the development of commercial interests and thus suppressed the development of market forces that would take over from government the initiative for much development at the local level. Sustained development at the local level, however, will not be achieved until the necessary financing mechanisms are established and market forces encouraged. Sustained development in the rural sector requires financing mechanisms for all aspects of human development and the means to provide the skills involved. Neither are yet in place in most developing countries.

For example, both the National Development Bank in Ecuador and the Lesotho Agriculture Development Bank were created for the purpose of extending capital flow to rural areas. However, both have been reluctant to engage in credit support to small producers and to adapt their conventional requirements to

the circumstances of these farmers. The fact that the Lesotho Agriculture Development Bank does not have branch offices in the districts seems indicative of its lack of purpose in reaching the rural entrepreneur. The National Development Bank in Ecuador has a list of 17 requirements for processing a loan application and paperwork virtually impossible for grassroots people to manage. Formal lenders such as these should recognize the urgency of accomodating such "unconventional" customers. Development literature includes many examples of projects which combine income generating activities with nonformal education. Examples where nonformal education is combined with credit programs can also be found in development literature and obtained from agencies with more experience in this field, such as Oxfam or the Inter-American Foundation.

Two large programs currently underway are noteworthy. The Directorate General of Nonformal Education (PENMAS) in Indonesia is running a program for the establishment of Income Generating Learning Groups (IGLG) to train people in occupational skills leading to the creation of small business enterprises as a regular sources of income. Approximately 13,000 such groups are engaged in 250 types of enterprises throughout the country (Santosa 1982). In Tunisia, the Mellassine Integrated Improvement Project includes vocational training, health service, a community center and a business advice and credit program which combines low interest loans for small businesses and workshops with short courses and consulting services (Nolan 1980). Credit is an enticement for small entrepreneurs to participate in training about administration, legislation and formal banking practices. Borrowers acquire credit experience which builds up their credentials and a credit history needed to meet bank loan requirements (Fass 1983). Thus, obtaining credit is part of a larger educational process aimed at developing entrepreneurial capability which credit alone could not achieve.

In Ecuador, the National Development Bank has recently begun a collaborative arrangement with INCCA which is a step towards such adaptation. In Lesotho, the LDTC Service Agency is experimenting to determine how best to implement the credit component of their project. A more detailed description of their efforts is included in the Appendix. Following is a summary of some of the lessons léarned to date.

1. Unlike other AID nonformal education programs, the Service Agency attempts to integrate nonformal education with credit as well as infrastructure and technical inputs. Staff inexperience with nonformal education and with credit systems has made it necessary to select pilot projects through which to develop integrated education-credit packages which include training in accounting and financial management. The process has taken at least a year and it is likely that similar periods will be required in other countries where appropriate models and

experience are lacking.

2. As a teaching-learning institution, the Service Agency should not be seen as another credit institution in competition with cooperatives or credit unions. On the contrary, the Service Agency credit program is intended to assist clients and grassroots beneficiaries and to prepare the latter to make greater use of available credit programs. At the same time, for the Service Agency credit is just one component along with needs assessment, program planning, resource identification, group formation, leadership development, bookkeeping, enterprise management and marketing—all aimed at increasing practical skills. Accordingly, economic impact is not the only nor even the most important measure of success. Most loans are small, a fact which increases the likelihood of repayment but which also limits economic impact. Beneficiaries should clearly understand this in order that unrealistic expectations not be raised, however, they should be able to perceive clear rewards from their involvement.

3. If possible, the Service Agency should avoid implementing a credit program in isolation from other governmental and nongovernmental organizations. The number and expertise of the staff cannot be sufficient to respond to the number and variety of groups which apply for assistance. Collaboration with other agencies helps increase the institutional channels available to grassroots beneficiaries in carrying out their credit-financed efforts and increases their capacity to undertake others. On the other hand, it also introduces traditional credit institutions with alternative models for grassroots clients.

4. Ideally, the assistance fund should be run in collaboration with formal credit institutions. Service Agency staff might find it difficult to play the roles of both educator and lender. As the former, they might be too "close" to borrowers if repayment becomes an issue. However, in association with more formal institutions, they can serve as personalizing intermediaries between them and grass roots borrowers who often find them alienating.

5. Involvement with grassroots clients in productive projects is providing Service Agency staff with opportunities to experience grassroots development processes and to adapt the content, methods and materials of their educational work in ways which have given them better credibility with other development specialists.

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APPENDIX A

ACRONYMS

ACPO	
CEDEN	Center for the Development of Nonformal Education (Colombia)
CEE	Center for Educational Studies (Mexico)
CIDE	Center for Education Research and Development
IGLG	Income Generating Learning Group
INCCA	National Peasant Training Institute (Ecuador)
LDTG	Lesotho Distance Teaching Centre
NFE	Nonformal Education
NFESA	Nonformal Education Service Agency
PENMAS	Directorate General of Nonformal Education (Indonesia)
S&T/ED	Science and Technology Bureau, Education Office
USAID	United States Agency for International Development

APPENDIX B

**NONFORMAL EDUCATION SERVICE AGENCY
EXPERIENCE IN LESOTHO & ECUADOR**

NONFORMAL EDUCATION SERVICE AGENCY - EXPERIENCES IN LESOTHO AND ECUADOR¹

USAID Project 931.105A "Structuring of NFE Resources," is underway at two sites, Ecuador in South America and Lesotho in Southern Africa. In Lesotho the project is located at the Lesotho Distance Teaching Centre (LDTC) a semi-autonomous agency within the Ministry of Education. In Ecuador the executing agency is the National Institute for Rural Training (INCCA), division of the Ministry of Agriculture and Livestock. In both countries, AID had previously supported NFE programs. The project agreement in Lesotho was signed in August 1979; in Ecuador it was signed in August 1980.

In the course of project implementation, INCCA and LDTC, will receive approximately \$2.5 million in financial, material and technical assistance. In addition, each institution received a sizeable sum of money from which loans or grants could be made to support activities of other NFE agencies and grassroots organizations. INCCA and LDTC counterpart contributions consisted mainly of infrastructure and personnel.

INCCA

When the grant agreement was signed in 1980, INCCA was a newly created entity within the Peasant Training Division of the Ecuadorian Ministry of Agriculture and Livestock. In 1979, a newly installed civilian government had

¹ This appendix is based on field observations made at INCCA in March 1983 and at LDTC in November 1983. Reports indicate that since that time, INCCA has made significant progress in project implementation in contrast to the rather stalled picture given here.

promulgated an Agricultural Promotion and Development Law which stated that "training for peasant groups, will be a basic component of national plans, programs and projects for socio-economic development." The same law created INCCA and charged it with making such peasant training a reality within an integrated rural development program coordinated by the Secretariat for Integrated Rural Development (SEDRI), also newly established.

The IRD strategy with its multisectoral approach and the role assigned to INCCA provided a particularly apt context for experimenting with the Nonformal Education Service Agency as a means of improving and consolidating the education and training methodologies used by diverse agencies.

INCCA's autonomy and the establishment of a multisectoral coordinating committee were considered as the keys to INCCA's evolution. Funds were not disbursed until USAID officers were satisfied that these preconditions had been guaranteed. Time showed, however, that formal agreements do not guarantee practice. Two and one half years after the project agreement was signed and more than a year after the first monies were disbursed, INCCA remained bogged down by its own leadership, personnel, and bureaucratic setting and by the delays encountered in making the larger IRD subsystem operational. Finally, in January 1983, a highly qualified director was appointed to INCCA. In March, the Institute was taken out from under the Peasant Training Division and authorized to report directly to the Vice Minister. Since then project implementation has moved forward. Nevertheless, INCCA is still housed on the seventh floor of the eleven story ministry building and does not yet enjoy the flexibility it needs to respond directly to other agencies and grassroots organizations. Bureaucratic routines with respect to personnel, working hours, vehicle control, and use of telephones

and printing and copying equipment still hamper INCCA's response capability. A crowded and impersonal working environment affects staff morale and discourages access, especially by grassroots organizations. Efforts are presently being made to house INCCA in a smaller, more autonomous and accessible physical location.

The implementation of the Service Agency has been further slowed in Ecuador by the confusion of the project with the entire INCCA program. The USAID vision of the Ecuador project was that a small number of personnel (perhaps 7 or so) would operate within INCCA to aid specific agencies and groups as well as attend to the task of building a viable NFE network/support system. In practice, however, there has been no differentiation of personnel and functions within INCCA. The entire 54 person staff was engaged in the INCCA task of serving the country's vast IRD program, but by early 1983, little progress had been made in providing integrated learning packages to support their objectives (in farming, health, community works, etc.).

LDTC

Like INCCA, LDTC is a division of a National Ministry-in this case, the Ministry of Education. However, LDTC was originally a private organization founded to develop and disseminate correspondence course materials. As an offshoot of its correspondence education work, LDTC began to design, produce and distribute small booklets among the rural population on practical themes such as knitting, pig-raising, latrine construction. Only recently has LDTC been absorbed by the Ministry, and to date maintains a semi-autonomous relationship. LDTC's 50 person staff is housed in a simple one story building located on the outskirts of the capital city (Maseru). With monies from the

AID grant, LDTC doubled its physical plant, upgraded its printing equipment and added one vehicle to bring its fleet to five. LDTC is partly funded by the Ministry, partly by international donors (UNICEF, AID, Government of Ireland) and partly through the services it provides to individual and organizational clients. Service provision to clients has been handled for several years by what LDTC referred to as its Service Agency Section, one person who received clients' requests (mostly for materials development and reproduction) and then channeled them to the appropriate section or sections of LDTC. It is this service function at the heart of LDTC which is being re-oriented and broadened in the ongoing AID project. During 1977-80, LDTC received a small grant (\$90,000) from USAID to carry out field work, research and materials production in preparation for a more intensive role in NFE.

For the most part, however, LDTC maintained its orientation to the development and use of print materials for their own programs, which had grown to include basic education or literacy and numeracy, and for programs being administered by other agencies. With the introduction of the Service Agency project, LDTC began to play a greater role in analyzing the learning needs of Lesotho's rural population, developing training technical assistance programs for grassroots organizations and disseminating NFE methods and techniques to other development technicians. In contrast to Ecuador, however, in Lesotho neither the mechanisms for multisectoral collaboration nor the commitment to innovative approaches to training were well-established. This along with the fact that LDTC was not recognized for its capacity in NFE and was itself somewhat insecure about that role, has slowed implementation of the Service Agency project.

Feeling the need for key personnel to be trained in NFE concepts, methods and techniques, LDTC negotiated to include degree training for the director, three of the six nationals in the Service Agency staff, the heads of the Research and Evaluation, Radio, and Literacy-Numeracy Sections and two members of the Course Writers Section. In order to satisfy this request and to integrate training as closely as possible with LDTC functioning, USAID and the Center for International Education at the University of Massachusetts designed a split semester program leading to an M.A. in education. Under this arrangement, candidates spent one semester in course work at Amherst, eight months at LDTC and then a second semester at Amherst. A second group staggered its work at the University of Massachusetts so that no more than four individuals were absent from LDTC at the same time.

Although a final assessment of the split semester program has not been made, reactions have been mixed. Some of the candidates did not find courses in their area of specialization (e.g. radio production and course writing). Nor had they been able to share the results of their training with fellow section members. Both candidates and professors at the University of Massachusetts felt the need to develop a strategy which would facilitate candidates' application of learnings back at LDTC. One proposal is that University Massachusetts professors spend 4-6 weeks at LDTC after all candidates have returned there.

In addition to a heavy dose of long-term degree training, LDTC also received some short-term training and consultancies, particularly in administration and financial management, as well as an introduction to NFE concepts and methods. Further work in these same areas is needed, however, in order to firmly establish LDTC's NFE program both internally and in the field.

COMBINING TRAINING AND CREDIT ASSISTANCE
FUND IN LESOTHO AND ECUADOR

The Assistance Fund

The "Service Agency" concept emerged in S&T/Ed out of concern for the fragmentation of NFE activities and the need to persuade the governments of the importance of support mechanisms for myriad NFE activities and institutions. In 1979, the funds for the "Structuring Nonformal Education" project were approved. Ecuador and Lesotho were the countries selected as sites for project implementation, including the establishment of assistance funds, named the Rural Training Assistance Fund (RTAF) in Ecuador and in Lesotho, the Assistance Fund (AF). Assistance Fund monies as compared with the total project budget are as follows:

	<u>Ecuador</u>	<u>Lesotho</u>
Total for project (000's)	2,500	2,690
Assistance Fund (000's)	500	900
AF percentage of Total	20%	30%

The Grant Agreement document for Ecuador estimated that out of the \$500 thousand for the RTAF, \$100 thousand will go for loans to peasant groups; \$300 thousand for program expansion and staff training of public NFE programs; and \$100 thousand for expansion and training of private NFE programs. In practice, some \$200 thousand has been designated for NFE agencies (private and public) and \$300 thousand for peasant groups and organizations. In Lesotho, the Grant Agreement specifies that the Assistance Fund is to support both NFE agencies and grassroot organizations. Both documents indicate that funds can be awarded as either loans or grants, however, in both Ecuador and Lesotho only loans have been made.

In both countries it has been the experience that a process of institutional consolidation is necessary before attempting to implement the

Assistance Fund component of the project. LDTC's consolidation process lasted from 1980 to early 1982. INCCA, having begun project implementation in 1981, was still at the preparatory stage of the Assistance Fund implementation in early 1983. Thus most of the lessons learned so far derive from the experience of LDTC. During the preparatory period LDTC put together the necessary administrative support, financial control and education and training methodology. This process included a consultancy on the Assistance Fund, the definition of Assistance Fund selection criteria and the establishment of the Assistance Fund Management Subcommittee and the LDTC-Assistance Fund Project Screening Committee. At field level, the main effort was placed on conducting an NFE Survey which would provide a data basis for planning the Service Agency work including the Assistance Fund component. Also at field level promotional work was carried out to alert groups and agencies about the new services available at the LDTC. At the end of 1981, LDTC felt ready to start with the first Assistance Fund project.

The first project was developed with the Khobotle Piggery Association, a group of women from Khobotle village located about 70 miles south of the Capital City. There was long preparatory period before the loan was approved during which the group carefully planned the use of the loan and assessed the implications of the project. This group's first litter of piglets was scheduled for market by March 1984. The Association has received training on financial management and bookkeeping as well as close monitoring from Service Agency staff.

After the experience of negotiating the first project and refining the Assistance Fund mechanism, LDTC began a nationwide outreach program promoting the Assistance Fund. Within a year, 17 proposals had been processed seven

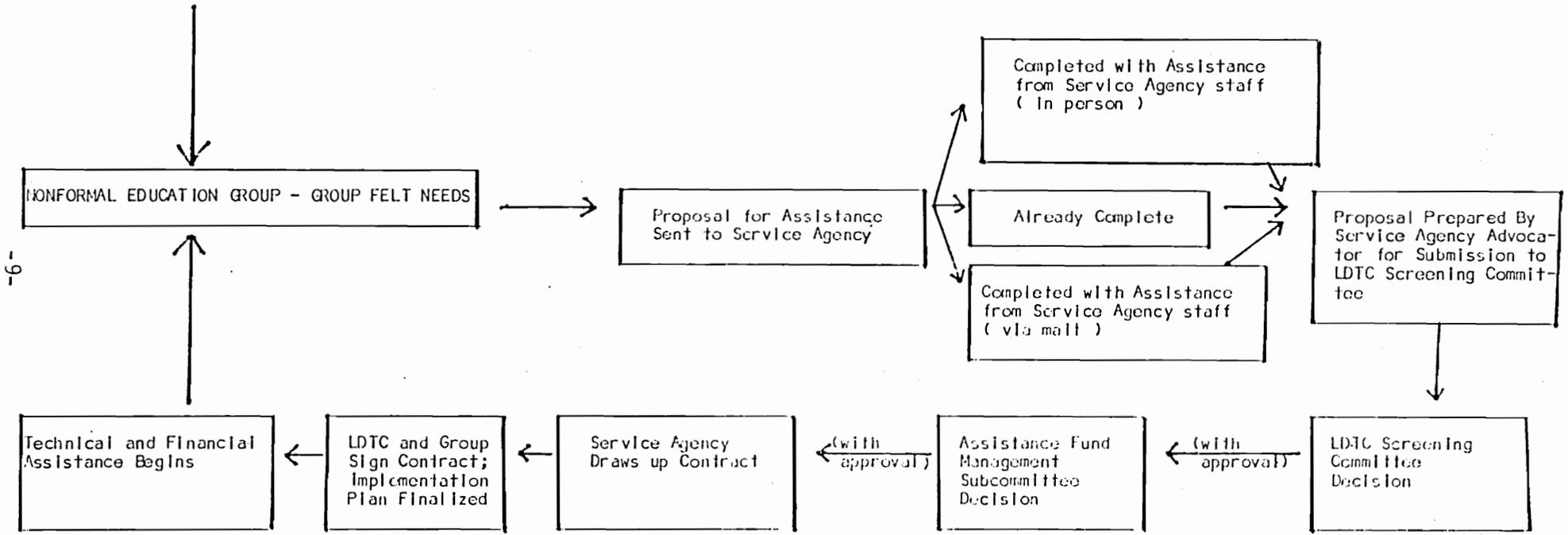
of which were approved and are currently being implemented; six proposals were rejected and four were referred to other institutions. In addition, LDTC has received expressions of interest from 26 other groups. The Service Agency expects to approve 30 loans in the next two years. The seven running projects amount to less than \$20,000 as considerable emphasis has been given to lending small sums of money. At that average if the target number of projects is reached, total disbursement would amount to \$120,000-\$150,000, only a fraction of the figure originally planned in the Project.

The following diagram illustrates the various stages that a project goes through before final disbursement of the loan (Betz, 1983).

CONCEPTUALIZATION OF ASSISTANCE FUND PROGRAMME:

Service Agency Outreach Programme
 Describing the Assistance Fund

- Mailing of letters & brochures
- Radio Programmes
- Meetings with NFE groups and with government and nongovernment officials at the district level



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As the diagram shows, the Service Agency works closely with the requesting group since the early planning stages. In effect a staff member is appointed to serve as "advocator" for the group. The advocator is responsible for seeing that all selection criteria have been met and that project objectives have been duly assessed by the group. The whole process of project formulation becomes an extensive training exercise.

First the completed proposal is examined by the Screening Committee which consists of senior staff members of LDTC appointed by the Director. Once approved by the Screening Committee the proposal is submitted to the Assistance Fund Management Subcommittee (AFMS) composed of high level government officials including the Permanent Secretaries for Education chairperson, Finance, Central Planning, a representative of the Lesotho National Development Bank, and the Director and Deputy Director of LDTC. There have been problems in getting the AFMS to meet regularly given the very busy schedules of such high level officials.

The Service Agency has devised three possible mechanisms for handling the credit component of this program. The first option is direct lending from the Service Agency to the borrower group. This is the way LDTC is handling all but one of the current loans. Service Agency bears responsibility for all the technical and financial aspects. The second option is lending through an intermediary organization which takes charge of financial monitoring. This approach is being used in the loan to the Khobotle Piggery Association where the money is channelled through a local credit union. The third option is to use the Assistance Fund as collateral to support a group's loan application to a bank or credit association. The latter option has not yet been utilized. As the use of the Assistance Fund expands, it will be necessary for the

Service Agency to resort to the second and third options. It would be impossible for LDTC staff to handle a much larger number of loans itself. Also an expanded project portfolio would pose an administrative burden that would distract from the educational responsibility of the Service Agency staff.

The current interest rate charged for loans is 4% per year. This rate is only a fraction of commercial rates and a third of what is charged by local credit unions. Since inflation in the country is 4 to 5 times higher than the interest rate change, the Assistance Fund capital outlay is being just partially recovered. It is not yet clear whether this overly subsidized form of credit is an effective development and educational tool.

Each Assistance Fund loan involves a total support package to the beneficiary group. Processing a loan application, identifying training needs of the group, visits to project sites, planning sessions, market assessment, collective labour, profit sharing, loan repayment are activities that provide opportunities for a meaningful learning encounter between the Service Agency and the grassroot groups either directly or through an intermediary agency. This learning encounter can be translated into a variety of training activities and materials. It falls on the educators involved to make creative use of these learning opportunities. LDTC and INCCA are still developing and refining methods to identify the skills needed and to deliver the appropriate training to acquire these skills.

In Lesotho, seven modules have been developed covering the areas of group functioning and leadership; communication; management; business skills, bookkeeping and program planning. They are also experimenting with various instrument for recordkeeping and project monitoring.

In Lesotho, the Service Agency is administering the Assistance Fund on its own. In Ecuador, INCCA has been adamant on involving a bank in the process. Service Agency staff in Lesotho argue that the rural dwellers do not like dealing with banks ("as much as they dislike going to the dentist"). Conversely, in Ecuador it is argued that peasants must learn to handle formal credit institutions as part of their self development.

APPENDIX C

BRIEF DESCRIPTION OF NFESA SERVICES

- Inservice training/technical assistance
- Development/production of teaching-learning materials, packages and programs
- Needs assessment and program planning
- Systems analysis
- Documentation, monitoring and evaluation techniques
- Operation of a data bank on grassroots development issues and programs
- Logistical support
- Financial support
- Network-building

The above were referred to in the body of this paper as an IDEAL SET of services which NFESAs should strive to offer. While not every client will require support in all of the above, a support system should possess capabilities which are commonly in demand and which together form an integral whole. Some of the services mentioned, for instance, needs assessment and program planning, systems analysis, documentation, monitoring and evaluation, are not commonly thought of as teaching-learning activities. However, organized implementation of a program or activity such as those undertaken by NFESA clients and beneficiaries, calls for these various skills before, during and after implementation. Likewise, beneficiaries will be better able to initiate and sustain new development activities successfully, if they learn skills in these as well as in specific technical areas.

What the NFESA strives to accomplish in each of these services is content design and adaptation to the needs of grassroots programs and peoples.

INSERVICE TRAINING/TECHNICAL ASSISTANCE

Available inventories indicate that this is the service most frequently requested by diverse nonformal education agents and agencies, both public and private sector. The need for inservice training (which some might prefer to think of as a form of technical assistance) derives from the fact that most grassroots programs rely heavily on volunteers who usually lack specialized training which could significantly enhance their effectiveness. Public sector programs sometimes provide grass workers with some inservice training in technical content areas (e.g., agriculture, health, literacy, community development), but they are usually unable to train them in the knowledge and use of appropriate teaching-learning methods and techniques. A NFESA can introduce technical specialists to effective methods and techniques adapted to a particular content area and help trainers in specialized fields develop inservice training programs for

grassroots workers within their own development subsystems.

Inservice training might be offered through seminars, workshops, short courses or on-the-job interaction. It should happen as close as possible to trainees work sites and focus on work-related themes and skills. Inservice training is virtually never effective in single session doses or without followup.

It is important to note here that while NFESA staff might provide some technical assistance to a specific program, NFESA services should not be construed as a resource supplement. The NFESA goal is to improve the teaching-learning capabilities of clients and, through them, of grassroots beneficiaries. The term inservice training, commonly used in formal education, is more appropriate than technical assistance to describe this NFESA service.

DEVELOPMENT/PRODUCTION OF TEACHING-LEARNING MATERIALS, PACKAGES AND PROGRAMS.

Clients will approach the NFESA for assistance in meeting a variety of teaching-learning needs for particular grassroots groups or projects. Together, client and NFESA should be able to determine what teaching-learning aids are needed; for example, specific materials (a booklet on financial management) or a package (a booklet, illustrative posters, cassette tapes, a workshop, etc.) or even a broader program of multiple encounters which deal with specific and complementary issues, e.g., training in group formation, mobilization and management; health education, family planning, literacy; introduction to common issues associated with grassroots enterprises; introduction to and analysis of resources available within the public and private sectors; principles of financial management, marketing, project or enterprise development, etc.

Ability to respond to such requests implies that the Service Agency has developed or acquired the teaching-learning methodologies and materials needed at least in basic areas of development areas and for target populations, and can make them readily available to clients. This readiness is the critical threshold which the NFESA must reach in order to be taken seriously by clients and to be an effective force for network-building and for the establishment of a grassroots development support system.

Where this threshold is not within easy reach, efforts should begin early to determine what basic complement of materials is needed and how these can be obtained. If new materials must be developed, this task should be made a priority so that by the time the NFESA begins to attend to requests on a regular basis, the materials are ready. Without concrete materials, NFESA staff will have little to offer clients that goes beyond rhetoric. The materials required for the effective delivery of some services might be developed more quickly than

others. However, materials development is usually a slow process and one which should include testing before the design process is regarded as complete. In early stages of NFESA development, special time and attention should be devoted to this task. Perhaps specialized personnel can be recruited to the Service Agency through such arrangements as secondment in the public sector; or contracts awarded on a competitive basis for this special service. Whatever the process, having appropriate, well-integrated methodologies and materials is basic.

Materials development is itself a skill which the NFESA should promote among clients. But even when materials are developed by NFESA staff, they should be easily reproducible, i.e., low cost and quickly and simply made so that clients can obtain and replenish them as needed. Use of local materials and even local production or adaptation is a desirable route to follow.

NEEDS ASSESSMENT AND PROGRAM PLANNING

The Service Agency should develop and/or disseminate methods and techniques through which clients can effectively engage in needs assessment and program planning themselves and with the beneficiaries they serve. Support in this and other areas does not mean that the NFESA should be responsible for direct provision of these services on a regular basis. Rather, clients should have recourse to the NFESA to learn how to do needs assessment and program planning in the contexts in which they are working, not to have such assessment and planning done for them. The same client might turn to other sources for such assistance, but what the NFESA should be able to provide, unlike other sources, are materials and inservice training in needs assessment and program planning methodologies appropriate for grassroots development.

SYSTEM AND SUBSYSTEM ANALYSIS

Many grassroots undertakings fail to result in significant improvement for their proponents because factors beyond the immediate project are not adequately perceived and analyzed. Sometimes, a grassroots organization will mobilize itself around production without careful study of the inputs needed or the marketability of their product. Conversely, a group may find its undertakings thwarted sooner or later by such things as public policy, regional elite competition, lack of necessary infrastructure and other supports which must come from the larger system. The probability of project success can be increased by introducing clients to such things as national and regional development plans, farmer systems analysis, market studies, resources and services available through private and public sector institutions and relevant experiences of other groups or in other localities. While NFESA staff should develop appropriate methodologies for system analysis which can be used

by clients, the operation of a data can be an important aid for clients in this regard.

OPERATION OF A DATA BANK ON GRASSROOTS PROGRAMS AND DEVELOPMENT

The NFESA must be able to provide clients with the methods and materials and inservice training needed to benefit from or to carry out analysis of factors which transcend but condition grassroots processes. Maintenance of a data bank on grassroots programs which also contains studies and primary data for reference and use by NFESA staff and clients is an important resource for this and other NFESA tasks. The bank would include basic documents such as the national census, national and regional development plans and reports, physical and economic maps directories of public and private sector resources, studies carried out by development entities and local universities, case histories or vignettes of other grass roots development efforts, and examples of available teaching learning materials.

Locally available documents can be complemented by others obtained through such sources as the Nonformal Education and Information Exchange at Michigan State University; the Development Communication Clearinghouse at the Academy for Educational Development; the Field Publications Support Project managed by Creative Associates; USAID-sponsored nonformal education information regional centers in Colombia and the Ivory Coast, and relevant World Bank and regional development bank publications. Documents obtained should be housed in an environment which is accessible to clients. Assistance in retrieving and using documents should be provided.

In addition to maintaining such a data bank or resource center, the NFESA should also aim to inform potential clients about its availability and contents. A bibliographical newsletter which updates users on materials available and resources obtainable elsewhere and which highlights themes of interest to clients, including communications from other clients, is highly useful as a project support mechanism and network-building tool. In addition to providing reference information and materials, a data bank or resource center might also serve to link clients to specific individuals, programs or organizations which can help to meet the clients needs.

DOCUMENTATION, MONITORING AND EVALUATION

Development projects in general, and grassroots development projects in particular, are usually weak and sometimes totally lacking in these areas.

Documentation, monitoring and evaluation are closely related. In fact, for most readers, documentation might be subsumed under monitoring or evaluation, and monitoring thought

of as a kind of ongoing evaluation, or evaluation as a special kind of monitoring. We do not think of any of the above as false. Nevertheless, it might be useful to define each of the terms as we mean to use them here.

Documentation is usually thought of as keeping records and is done as a part of monitoring or evaluation activities. In many cases, those activities are weakened by the absence of desirable documentation. We believe that it is useful to mention documentation as its own process in order to emphasize it as something which should be built in to every project or activity. By documentation, we mean both the keeping and the making of records of relevant events. Some records, such as minutes of meetings, correspondence, logs or activities reports might be automatic procedures used by clients and beneficiaries. If not, their use should be promoted and the importance of continuous rather than sporadic use emphasized. Ideally, at the project planning stage, clients and beneficiaries should consider the project as a whole and in its various components, specify what kind of documentation is appropriate and who should be responsible for it. Otherwise, key documentation will most likely be omitted or done inadequately.

Finally, documents should be made and kept as aids to recall and objectivity; records of what actually happens. As with monitoring and evaluation, documentation techniques and processes should be participatory. In no case, should project participants be made to suspect that documentation is a kind of "spying" nor should it be used for personal or factional purposes. Good documentation is valuable not only for monitoring and evaluation, but as an aid to client and beneficiary processes and for developing case histories which can contribute to a better understanding of grassroots development by beneficiaries and clients themselves as well as by other audiences.

Monitoring is keep track of an activity or project for the purpose of checking it against preconceived design or intention. It is usually attention to detail to make sure that no 'glitches' interfere with implementation and that such things as procurement and scheduling are adequately performed. Broadly defined, monitoring by be equated with documentation, except that documentation does not, in our usage, imply oversight or control as monitoring does.

Evaluation can be ongoing, periodic, formative or final. Good documentation and good monitoring are virtually prerequisites for good evaluation. Evaluation, however, goes beyond both in the attempt to specify outcomes and find cause and effect relationships between these and the various aspects of the project, including actors and environment.

In all three areas, both the nature of grassroots development and of nonformal education, call for methods and

techniques which are highly participatory in both design and implementation. Materials development should extend to these areas as well more common teaching-learning activities (in literacy, health, agriculture, etc.)

As with needs assessment, program planning, and systems analysis, we do not envision that the NFESA will undertake documentation, monitoring or evaluation tasks for the client, but that clients will receive the materials and the inservice training necessary to carry them out adequately and appropriately.

LOGISTICAL SUPPORT

At both grassroots and inter-institutional levels, there may be commonly recurring requests for support in arranging for meeting and transportation facilities. A NFESA can help by identifying such resources and expanding inter-institutional collaboration in their utilization. While professional jealousies, norms and procedures can make inter-institutional and multi-sectoral coordination difficult, the offer of logistical support may smooth the way. In public sector agencies, inservice training, materials production, mass communication and travel to isolated communities are typically underfinanced.

In both Lesotho and Ecuador, providing logistical support has proven to be an entry point for developing collaborative relationships with other institutions. INCCA and LDTC have been called upon to provide meeting and transportation facilities for their clients or to assist them in finding these. Likewise, INCCA and LDTC have occasionally availed themselves of facilities administered by other organizations to carry out their own field activities.

Logistical support might be offered on a cost or no-cost basis, might involve contractual arrangements and even include agreements for shared use of buildings, vehicles, equipment and materials. In some cases, it may be a source of income generation for the NFESA.

FINANCIAL SUPPORT

Service Agency projects in Ecuador and Lesotho include sizeable credit funds to support initiatives by grassroots groups and organizations working at the grass roots level. In Lesotho, LDTC was administering the fund itself; in Ecuador, funds were administered by a special board which included the Secretariat for Integrated Rural Development, the National Development Bank and INCCA. These funds, their use, and the pros and cons of different arrangements to administer them are discussed in a later section.

Service Agencies in other settings might not enjoy the

opportunity to create and administer a special fund of monies to support grassroots development efforts and the improvement and expansion of teaching-learning activities carried out by particular organizations. Nonetheless, funds, in the form of grants or credits, are rarely available at the grassroots level and ways must be found to overcome that deficiency. On the other hand, when funds are available, there is need for an integrated approach which makes the management of funds both economically and educationally rewarding.

In general, a NFESA assistance fund is for the purpose of providing and complementing teaching-learning experiences. To misrepresent it as an alternative source of financing for grassroots development would be to subvert the intention and probably its long term value.

APPENDIX D
 ADDITIONAL EXAMPLES OF MATRICES FOR ASSESSING SERVICE OFFERINGS

The matrix used in the body of the paper and those shown here are illustrations of how use of matrices can help order information for assessment purposes. In the body of the paper, we suggested that as a first step a matrix could be used to simply identify existing service and then adapted to get a more refined look at how coverage extends to geographical areas and specific grassroots populations. The Matrix below is an adaptation of the one on p. for the purpose of dealing specifically with the distribution of Inservice Training. The technical sectors (rows) remain the same and the relevant geographical indicators are placed in the columns. In this case, we have used "districts."

Matrix 2. Geographical Distribution (By Districts) of
 Inservice Training By Technical Area

	District #1	District #2	District #3	District #4	District #5	District #6	District #7	District #8	District #9	District #10
Agriculture and Animal Husbandry										
Health, Nutrition, Family Education										
Crafts										
Cooperative Education										

Likewise, services should be examined according to the significant structuring features of the grassroots populations. For example, if ethnicity is important, a matrix might be made for each ethnic group.

Matrix 3. Ethnic Group X (Y,Z) And Nonformal Education Services in Various Technical Areas

	Materials Development Production	Ins Service Training	Data Bank	Financial Assistance
Agriculture and Animal Husbandry				
Health, Nutrition, Family Education				
Crafts				
Cooperative Education				

If religious differentiation is important, a matrix using this as the independent variable might be helpful:

Matrix 4. (Religious Affiliation) and Nonformal Education Services in Various Technical Areas

	Materials Development Production	Ins Service Training	Data Bank	Financial Assistance
Agriculture and Animal Husbandry				
Health, Nutrition, Family Education				
Crafts				
Cooperative Education				

Again, matrices might be made for specific groups, such as unemployed youth, small farmers, women's organizations, or whatever is most relevant in a given situation.

Finally, given the importance of the private sector at the grassroots level, it would be important to develop matrices to describe the nonformal education services available in the public and the private sectors.

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