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ABSTRACT

The six descriptive position papers were prepared after selection for the Multi-National Workshop on Basic and Functional Education for Adults. Those selected are significant innovative programs of adult education in other countries that may have direct applicability to improving program practices in various parts of the world. The six programs described are: Adult Education in Tanzania; A National Movement; The Functional Literacy and Family Life Planning Project (Thailand); Accion Cultural Popular (Colombia); Concorde--Honduras; Functional Education for Family Life Planning Project (Neuva Ecija, Philippines); and Village Polytechnics--Kenya. Each paper describes in detail the program's setting, organization and administration, program and activities, educational strategy, and future activities and projections. (BP)

ADULT EDUCATION IN TANZANIA:

A NATIONAL MOVEMENT

I. SETTING

The program for adult Education in Tanzania can be understood most clearly as a response to historical forces. Zanzibar and Tanganyika had been colonized lands for centuries: first by the Arabs who used Zanzibar as the center of the slave trade; then in 1884 by the Germans; and after World War I by the British. The formation of the Tanzanian African National Union (TANU) in 1954 by a school teacher named Julius K. Nyerere marked the beginning of the struggle for independence and served as a focal point for urban workers and peasants. The nation finally obtained its independence in 1961, and Nyerere was elected president. TANU and the Afro-Shirazi party of Zanzibar formed a union in 1964, establishing the socialist state of Tanzania.[1]

The new government policy was to be based on Ujamaa, or a return to the concept of the "familyhood of the village." This traditional pattern was to replace the more recent emphasis on individual competitiveness.

Such an ideology lent itself as a natural framework for a strong national program in adult education. President Nyerere himself ushered in the foundation of the program: In 1967 he explained a policy of Education for Self-Reliance, which was to replace the colonial education that had left deep political scars on the people. In 1970, with a population of 14 1/2 million—of whom more than 80 per cent were illiterate—Nyerere proclaimed adult education the national priority:

1. Hall, Bud, L., and Mhaiki, Paul, J., Integration of Adult Education in Tanzania, Institute of Adult Education, Dar Es Salaam, 1972.

> The importance of Adult Education, both for our country and for every individual, cannot be overemphasized. We are poor, backward, and too many of us just accept our present conditions as "the will of God," and imagine that we can do nothing about them. In many cases, therefore, the first objective of Adult Education must be to shake ourselves out of resignation to the kind of life Tanzanian people have lived for centuries past. We must become aware of the things we, as members of the human race, can do for ourselves and our country. We must learn to realize that we do not have to live miserably in hovels, or cultivate with bad jembes, or suffer from many diseases; it will make us realize that we ourselves have the ability to obtain better houses, better tools, and better health.[2]

II. PROGRAM

The objectives of the adult education program were enunciated in the same speech:

> The first objective of Adult Education must be to shake ourselves out of resignation to the kind of life Tanzanian people have lived for centuries past.
>
> The second objective of adult education is learning how to improve our lives.
>
> The third objective of adult education must be for everyone to understand our national policy of socialism and self-reliance.[3]

The Tanzanians believe that the human element is the foremost factor in setting these goals. They seek to make the adult learner his own agent of development. Since the goal is linked to a total national effort, the "adult learner" is defined as the entire adult community. Total integrated development is both the national and the educational goal, but the following key objectives show the ambitious task to which education must address itself:

2. Nyerere, Julius, K., "The Adult Education Speeches of President Mwalimu J.K. Nyerere on New Year's Eve, 1969—1970; quoted in Education Has No End, Dar Es Salaam, 1973, p. 2

3. Ibid, p. 2

1. The development of the rural areas (95 per cent of the population);

2. The steady improvement of existing agricultural practices;

3. The elimination of exploitation of man by man;

4. The narrowing of the gap between the haves and the have-nots.

5. The spread of economic and social equity through Ujamaa (socialist) villages;

6. The reliance for development on resources that can be available in Tanzania: Land, Hard Work, Good Policies, and Good Leadership.[4]

III. ORGANIZATION AND ADMINISTRATION

A. Structure

To initiate and carry out these goals, President Nyerere called upon the resources of the entire nation. These involve three basic sectors of the nation. One, called Development Agents, constitutes industries, private agencies, volunteers, workers, and functioning ministries and institutions. The second, existing formal educational structure, centrally administered by the Ministry of National Education, is primarily concerned with the coordination of the program. The third sector is made up of new institutions and agencies developed for adult education.

One of the major aspects of adult education in Tanzania is the Functional Literacy Program. Initially the pilot classes in the northern lake region of Tanzania were assisted by UNDP and Unesco. The program spread throughout the country after its initial success.

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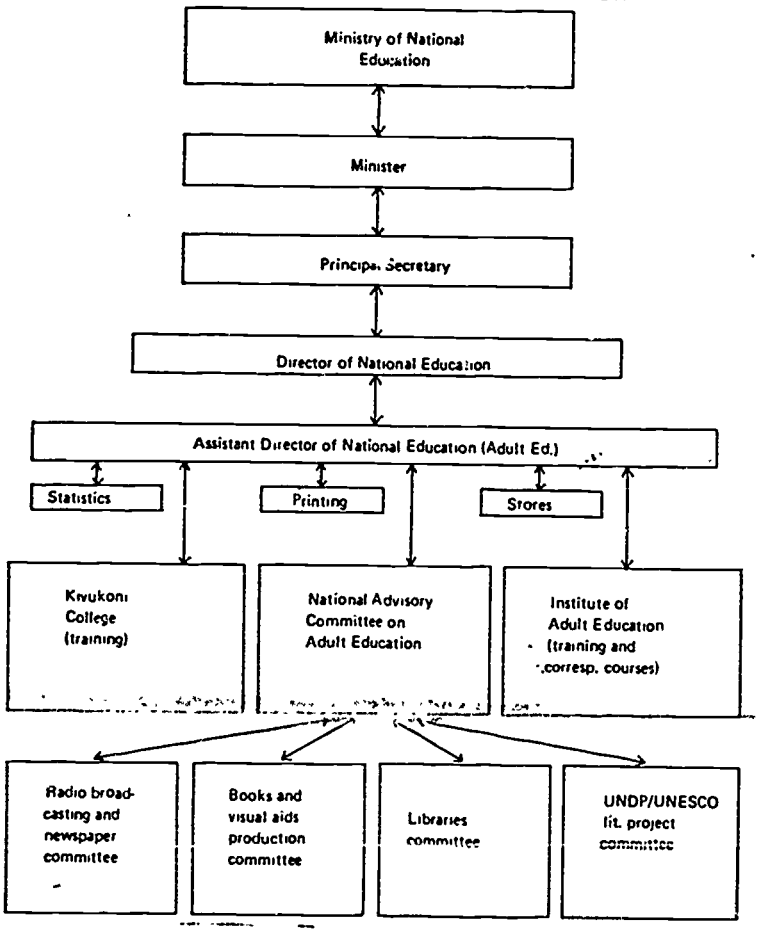
[4] Hall and Mhaiki, p.12.

The central administration of these classes, responsible for supervising such aspects as media, materials, libraries, and general supervision, is outlined as follows:[5]

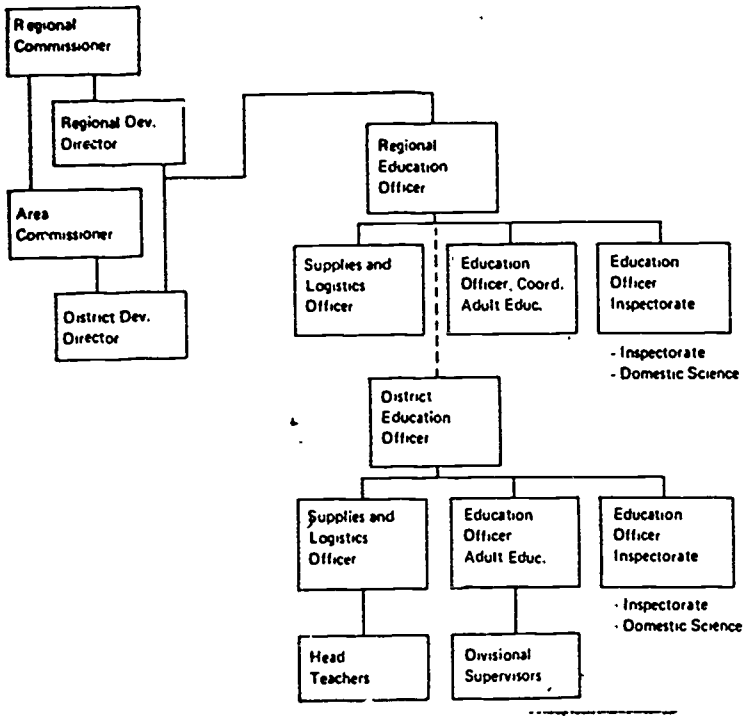
Central administrative structure of adult education



These diagrams represent linkages rather than hierarchy. Throughout the structure, linkage with TANU at various levels provides an expediting and coordinating force, particularly with regard to cooperation with groups and institutions outside of education.

[5]Osterling, The Literacy Campaign in Tanzania: A Short Introduction, Directorate of Adult Education of the National Ministry of Education, and SIDA, 1974.

The regional executive machinery is outlined as follows:[6]



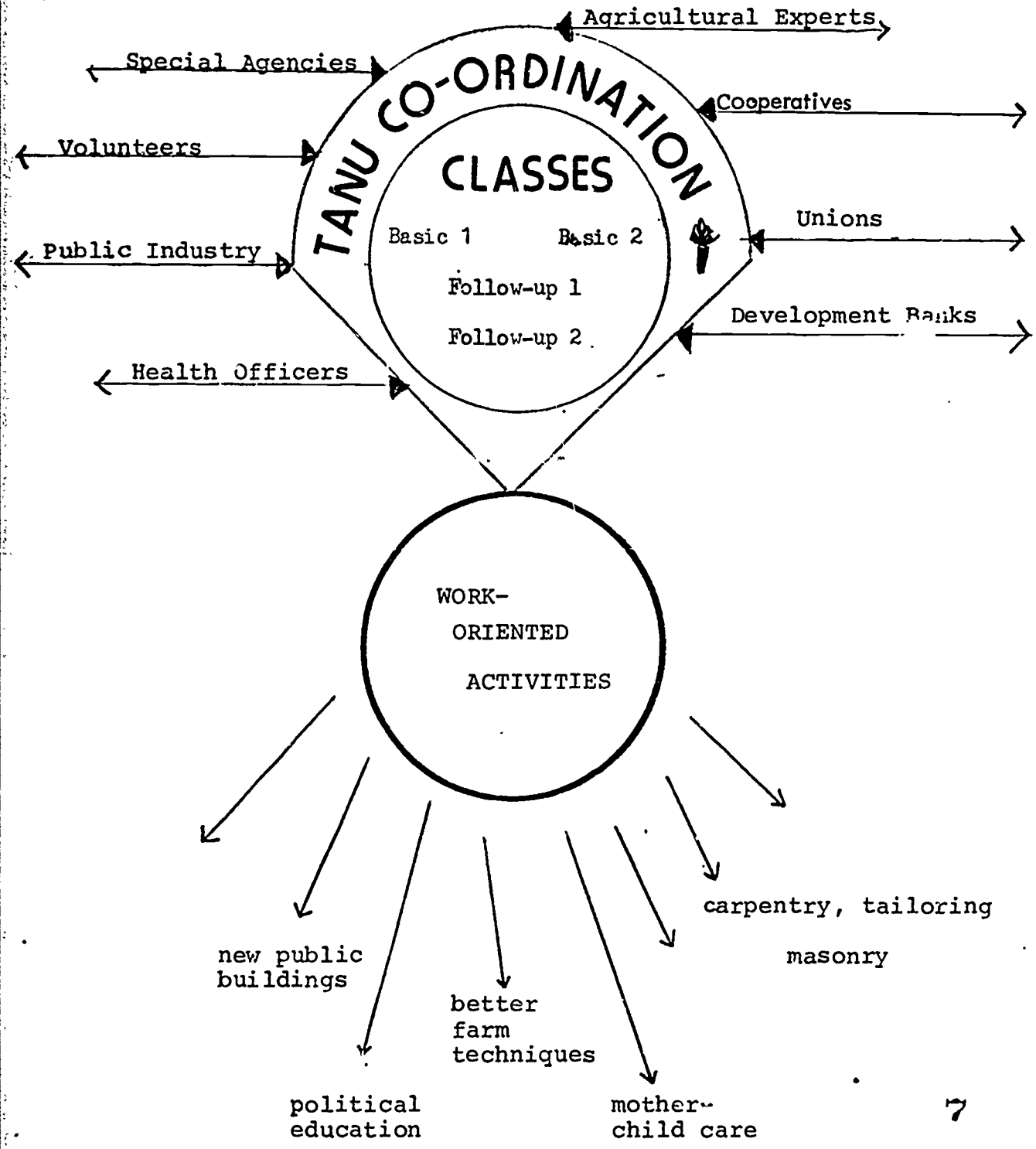
Characteristic of the Tanzanian literacy program are the Adult Education Committees, an elaborate system of representative bodies, which play an important role at all levels in mobilizing the local people and giving momentum to the campaign. They include the National Advisory Committee, Regional Adult Education Committee, District Adult Education Committee, Divisional/Ward Adult Education Committee, and School Committees. This broad spectrum includes bodies and authorities such as the various ministries, agencies, parastatals (public institutions or companies), a multitude of other institutions, and TANU.

To coordinate the efforts of these committees with the literacy campaign, TANU plays a vital role. The kumi-kumi, or ten-house cell structure, and the lowest division of TANU, has been developed throughout the country.

A model of the way a work-oriented project would be coordinated can best explain the operational strategy. A class in functional literacy might have a discussion concerning a village problem such as poor crop yield. A secretary would take notes on the class discussion of this issue and turn them over to the local TANU representative who could coordinate the local human and material resources available in his area. If he needed more support from a highly technical source at a regional or district level, he would call upon TANU at that level. Experts in Agriculture, commissioned by the Ministry of Agriculture and working at a rural training center, would work out a plan and submit it to the class, after which a community project might be organized to use a new fertilizer. Often the solution of a local problem would involve many groups. The simplified diagram on the next page illustrates this process:

6. Osterling, p.23

LOCAL CO-ORDINATION OF FUNCTIONAL LITERACY



Besides playing a role in the Functional Literacy Program, these groups have a direction and impact of their own. A partial listing of various major institutions and services may illuminate the variety and complexity of the adult education program, if not the driving historical force behind the movement:

Adult Education Links

The Institute of Adult Education (formerly part of the University of Dar es Salaam, now responsible to the Ministry of National Education) is based in the capital and has four regional centers. It offers several professional services:

> "....As far as our resources permit, we try to meet demands from national and voluntary institutions for training, study campaigns, materials or simply advice on matters related to Adult Education..."[7]

A diploma course in adult education is offered in its four rural regions, as well as advanced classes in skills like accounting, management, and politics. Within the Institute (in the process of expanding) is the National Correspondence Institute which offers through the mail such courses as Swahili, mathematics, law, and accounting.

Mass campaigns utilizing Radio Tanzania are implemented by the Institute. One recently completed campaign, called "Mtu ni Afya" (Man is Health), reached two million participants. Another campaign, Food for Life, is in the initial implementation stages.

The National Library Service (TLS) is responsible for the distribution of books to rural areas.

The Rural Library Service meets the need for mobile rural libraries.

Formal Education Links

The Ministry of National Education administers the Functional Literacy Program through a Directorate of Adult Education, established in 1970. The setting up of this directorate put adult education on equal footing with formal education directorates, and it "was given responsibility for coordination of Adult Education in each district through the network of primary schools which were to become Adult Education Centers as well as children's centers."[8] The boundary lines between formal and nonformal education became less evident with the establishment of this directorate.

The responsibilities of the Directorate of Adult Education also include answering to its District Education officers, who are responsible for coordination and for such program aspects as materials distribution. It works with the Adult Education

7. Institute of Adult Education (catalogue), 1972.

8. Op. Cit., Hall and Mhaiki

Committees, representing various national and local development groups.

This coordinated effort is best realized, it is believed, by local control.

> "The experience of the past two years has shown quite clearly that the involvement of local people in planning and implementation of Adult Education Programs is extremely important .... Directives and schemes from above have very little success .... if members of a village or class are given responsibility deciding what they want to learn, when and where they want to learn, and how they want it done, then the chance is that such schemes will be successful."[9]

Colleges of National Education (formerly teacher training colleges) now offer adult education at three levels:

- secondary level (most students are primary teachers aiming for higher certification and their advanced training also includes training in adult education);
- primary school leavers (continuing education for dropouts, taught by volunteer student teachers at the college);
- literacy classes (students teach in the literacy program as volunteers).

Development Links

Rural Training Centers, originally responsible to the Ministry of Agriculture and focusing on agricultural skill training only, now concentrate on the broader concerns of rural development. They are multipurpose centers planned and staffed at regional and district levels. Courses in the policy and practice of agriculture, socialism, cooperation, health, leadership, and technical skills are free to farmers and continue about ten days. They are staffed by personnel of local ministries of health and agriculture.

The Cooperative Education Movement is responsible for the dissemination of policy and training practices regarding Ujaama, (the policy of creating socialist villages), and for promoting cooperatives and socialism in general.

Cooperative Education Centers, the Cooperative College at Moshi, and the educational wing of the Cooperative Union of Tanzania provide an integrated program to 17,000 members in such areas as management and agricultural extension. Radio and correspondence courses are among their basic formats.

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9. Op. Cit., Hall and Mhaiki

Ministry of Health and Social Welfare manages a health education unit that runs seminars and training programs in various aspects of health care. It also produces materials and radio programs and trains its rural medical aides to educate adults in disease prevention.

Union of Women in Tanzania, an affiliate of TANU, focuses on the needs of women. It encourages women to join adult education programs and trains women in management, cooperatives, farming, handicrafts, and cottage industries.

Simplified, partial list of additional contributing bodies:

Kivokoni College: leadership training.

Rural Development College: practical skills for rural development.

National Institute for Productivity: consultancy, training, and research in management.

National Union of Tanzania: workers' education.

Parastatals (public industries and institutions): all factories and businesses operate classes for workers during working hours.

Tanganyikan African Parents' Association: community support for such activities as school construction.

University of Dar es Salaam (parent organization of the Institute of Adult Education): training.

B. Resources

The total fiscal resources involved in a national campaign of this type are difficult to gauge. Of a total normal budget of 373 million, the normal education budget is 30 million. Ten per cent of this, or three million, is allocated to the Ministry of National Education for Adult Education for the functional education program. That amount is not representative of expenditures, however, since adult education is part of the budget of every ministry and most other organizations as well. In addition, the human and psychological priorities of the program make pure economic analysis impossible. The program is an integrated national effort rather than an isolated endeavor.

Primary teachers often train adults in addition to their primary school activities without additional pay. Other "voluntary teachers" receive only a small honorarium for their services. Money spent on community schools may come from the community or from a rural development bank, and the schools will serve both the children and adults. Companies are required by law to spend resources in running classes for their workers, one hour each day. The budget of the entire national structure of development and of defense likewise is involved.

Tanzanians maintain that financial resources are measured in terms of human and political worth, rather than the reverse. The government attempts to assign priorities and dispense funds to activities in relation to the extent it is believed they contribute to social, political, and human development. President Nyerere's four valuable resources—land, hard work, good policies, and good leadership—are significant to the development program and the adult education program.

C. Timing Factors

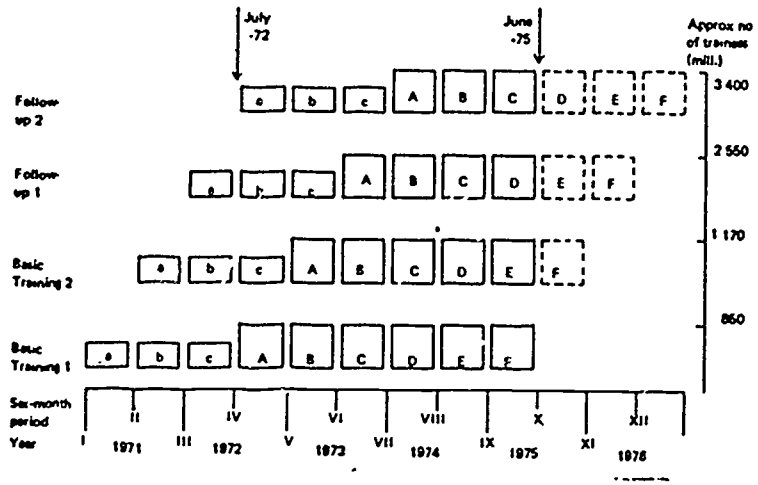
As with finances, the time involved for the Tanzanian program is difficult to analyze. The strategy for an integrated rural national development plan, including adult education, is spelled out in Tanzania's Five-Year Plan (1969-1974), and calls for the elimination of illiteracy by 1975.

A superstructure of government agencies and services is organized to meet these goals generally, and to spur development in health, nutrition, government, and self-awareness. Specific steps involving coordination of the massive effort are outlined; the plan, however, stresses that all goals should be self-determined.

> "Due to the dynamic character of the literacy campaign any forecast concerning its progression runs the risk of becoming obsolete prematurely." [10]

Certain aspects, of course, can be roughly outlined, but only within the concept of "bottom-up" planning, whereby villagers are meant to determine national goals. A National Policy Board receives from the local areas the ideas that are being generated and the kinds of activities that are being carried out.[11]

Literacy trainees by year and type of training



10. Osterling, p. 13
11. Ibid, p. 13

A SIDA Mission report to Tanzania stressed the need for effectively staging use of resources, and international aid.

Despite Tanzanian operational strategy, mistiming occasionally leads to some mistakes in development. For example, when an international gift of farm machinery could not be locally maintained farmers returned to hand implements. It illustrated to the Tanzanians the importance of relying on their own timetable rather than the vagaries of outside assistance.

> Any action which reduces their (the people's) say in determining their own affairs or running their own lives is not development and retards them even if the action brings them a little more health and a little more bread.[12]

IV EDUCATIONAL STRATEGY AND RATIONALE

Depiction of the operational structure gives a good indication of the scope of activities of Tanzania's program, but noting some specific activities of the program lends a sense of the pervasiveness and dynamism of this new nation's adult education program.

Using what comes from the participants' own lives is the key to the program. Song, dance, and traditional expressions of lifestyle are encouraged. Community interest and thus class attendance are often motivated by holding public meetings before and after class. The songs the participants sing are about their daily life experience—the classes, health problems, civic affairs—and are written by the participants themselves. Expressing their concerns openly is another educational tool.

Popular support for the classes is such that participants take pride in being members and in wearing cloth with an adult education slogan printed on it. Slogans and maxims—for mass campaigns of various kinds, for noting political anniversaries, for commemorating an historical event, for imparting technical information—are also printed on kitenge or khanga cloth and worn as a local form of dress or on special occasions.

Newspapers and radio programs provide technical and political information and ideas. Newspapers abound with examples of possible development activities, explaining, for example, how one community built its own school. Banners, public displays, billboards, and trade fairs are widely used to disseminate information to adults. Some trade fairs devote whole pavilions to adult education, featuring, for example, pictures drawn by the students. 1970 was designated as Adult Education Year by President Nyerere, to focus national attention on adult education.

12. Hall and Mhaiki, quoting TANU Party Guidelines

Tanzanian socialism is consciously rejecting foreign influence, stressing that new patterns of expression must find their roots in the traditional African community. Political information seeks to remind participants that they must play the chief role in initiating, implementing, and assessing their own development and their own education. TANU binds everything in their lives together, providing an ideal. By teaching people to treasure their party and to control it, they look not to one leader but to themselves.

Everyone must make some contribution to adult education. Teachers in the functional literacy program are primarily volunteers who often teach at community schools. Other volunteers are paid an honorarium of about $4.00 a month. Staff of various ministries or groups are paid according to the functional and organizational standards of their respective institutions, but they too volunteer time as a contribution to adult education.

In the functional literacy classes, primers use the traditional picture-text combination. These generally illustrate an agricultural practice, problem, or situation. As the classes advance, texts that are developed for mass campaigns or for ministries concentrate on class discussion and lead to various work-oriented development projects.

Participants learn intermediate technology—the use of carts, oxen-drawn plows, and equipment like furnaces for brick-making—from extension personnel or from Rural Training Centers where such technology is developed according to local needs and conditions.

V. FUTURE

> "....The success of integrated adult education in Tanzania cannot be measured by its administrative structure. It cannot be measured by the high numbers of people enrolled in adult classes. It cannot even be measured by an entire nation reading and writing. The only measure of success for Adult Education in Tanzania must be development for the people as a whole and for each individual.
>
> "Development in this rural nation will mean that each man has a good meal to eat each day, that children have a better chance of living to adulthood, that one man is not suffering at the expense of his neighbor, that each farmer and worker has a feeling of controlling his own life. Only the improvement of the quality of life serves as a sufficient measure...."[13]

Although it is too soon to evaluate the effects of Tanzania's multifaceted program of adult education, its ambitious plans and innovative methods for achieving them are being closely watched by other countries.

13. Op. Cit., Hall and Mhaiki

THE FUNCTIONAL LITERACY AND FAMILY LIFE PLANNING PROJECT

THAILAND

I. SETTING

Thailand, chiefly an agricultural nation, is one of the few Southeast Asian countries that has for many years grown more food than it needs. However, Thailand's population has grown rapidly (3 per cent per year), already 50 per cent is under 21 years of age, and farming methods remain conservative. New technologies are not readily accepted nor effectively used by a traditionally oriented and substantially illiterate rural population. Any diminution of agricultural surpluses would constitute a severe economic threat.

Four out of every five Thai citizens live in rural areas and depend upon agriculture for their livelihood. Their access to improved economic, social, medical, and education opportunities remains limited. To a large degree illiteracy and lack of knowledge have isolated the rural dweller from more developed resources enjoyed by the remainder of Thai society.

The Government of Thailand's concern over conditions of its rural citizens has resulted in efforts to institute education programs, particularly in literacy, in order to integrate this major portion of the adult population more closely into the processes of national development.

During the late 1930's and early 1940's the Thai government initiated an educational program to eradicate the then 70 per cent rate of illiteracy among its citizens. The program did achieve some initial successes. However, several factors, including the Second World War, prevented it from achieving its goals.

Despite the Thai government's concern about the necessity of establishing an effective and relevant adult education program, efforts to implement it were beset with a variety of problems.

Among them were: elementary school teachers who were improperly trained in adult education methodologies, failure of the program to focus on the learners and their perceived needs, and a curriculum improperly designed to achieve the desired results.

Since they did not fully understand these problems, officials often became disappointed with the concept of adult education and were reluctant to offer it their full endorsement. In addition, lack of interest in literacy training among rural people who traditionally depended upon oral means of communication to pass on information, coupled with a lack of relevant written materials to encourage the practice of reading, limited interest in the program at the local level.

Educational leaders realized that the success of an adult educational program depends upon its acceptance by the rural people. Stimulated by Unesco's concept of functional literacy, the Department of Elementary and Adult Education within the Ministry of Education began a work-oriented functional literacy project in the northern part of the country in 1968. Although this program also failed to achieve anticipated outcomes, the experience did bring into focus several important factors: teachers could not be expected to understand, demonstrate, and teach technical subjects which were unfamiliar and beyond their capabilities; teachers could teach what they knew and in other instances act as liaison between technical experts and the learners; lessons and attendent reading materials needed to be developed which integrated literacy more closely with the learners' life conditions to encourage learners to remain in the program.

II. PROGRAM

The implications of this experience were uppermost in the minds of those Thai educators who were invited by World Education to a regional workshop in New Delhi in 1970 to plan an experimental project in functional literacy and family life planning.

The delegation from Thailand, already aware of a pending national policy decision to stress the concept of family planning, decided upon a revision of the functional literacy program as well as the philosophy upon which it was based. From their previous experiences, the planners knew that the existing program had obvious defects which resulted in minimal learning gains, high attrition rates, and general dissatisfaction among administrators, learners, and teachers. The challenge was to develop a guiding principle based upon the way of life of the Thai people and introduce fundamental methodological changes to the program which would maximize learning and learner participation, and reduce dissatisfaction and dropouts. A new conception and plan was formulated at the New Delhi workshop.

III. ORGANIZATION AND ADMINISTRATION

The project originated in two provinces in the North of Thailand—Lampang, and Prae in May, 1971. A total of 427 illiterates were enrolled in 20 classes. Most were young adults 15-25 years of age while a significant number were over 35 years old. One half of the participants never attended school and were totally illiterate. Of the remainder, nine percent had gone beyond the fourth grade level in school but had reverted back to illiteracy.

In March, 1972, the project was expanded into eight other provinces, again in the North of Thailand. Ninety-seven classes were formed. In addition, in 1972 the project inaugurated classes in the Southern provinces near Songkhla. The curriculum was modified somewhat but remained essentially the same because this area, although located in a different region, is culturally, economically, and geographically similar to the North.

In early 1972, the project planners began to develop ideas and strategies for expanding classes to the rubber producing, Malay-speaking, and predominantly Muslim southern region. Particular problems faced the project leaders. The language, culture and economy of these rural people was dramatically different than in both the North and the Southern region near Songkhla.

This area posed a challenge to the flexibility of the curriculum. Besides modifying the functional literacy and family life planning project to suit this unique local situation, the planners felt that the teaching of Thai was to remain as an essential program ingredient. The main elements of the approach must include the teaching of the Thai language in each lesson and the introduction, understanding, and solution of problems in each lesson using the encouragement of the card text and discussion.

In order to affect a smooth and relevant adaption of the project to this new situation, the Division of Adult Education transferred authority for program content and materials development to regional and local levels. Local leaders developed a variation of the text card system which uses Thai symbols for Malay words. The key words and short statements are pronounced in Malay. The learners become familiar with the Thai alphabet and are gradually introduced to Thai words. After several lessons, dialogues and learning are conducted in Thai.

A total of 10 classes was scheduled for this portion of the program. The number was increased to 12 to accommodate a greater than anticipated demand. Although the first series of classes have not yet been completed, teachers, supervisors, and learners express initial satisfaction with the project.

Plans are also in progress to expand the project to the Northeast section of the country, an area populated by people of the hill tribes. Current reports indicate that as of March 1974, 6,100 persons have enrolled in 244 classes of the FL/FLP project. Education leaders expect that by 1976 the project will have expanded to seven regions and will involve over 100,000 adult illiterates. The Functional Literacy and Family Life Planning Project has continued to utilize technical and support assistance made available by World Education.

IV. EDUCATIONAL STRATEGY AND RATIONALE

Between the summer of 1970 and July 1971, with World Education assistance, the Division of Adult Education studied, developed, and initiated a new project in adult functional literacy and family life planning. The project planners were guided by the Buddhist conception that

the people, particularly the poor, undereducated, rural population, were experiencing a life of suffering. This suffering, however, could be alleviated first through identifying causes and by applying correct alternative solutions. From a more diffuse Buddhist concept, the program defined its objectives in terms of development of a "khit pen" man, one who has acquired literacy skills; can identify significant problems; cope with immediate problems of agriculture, health, economics, and civic responsibility; and can exercise judgment ("to gear his expectations to his capacity to attain them").

The project focused upon obstacles to progress in the rural areas of Thailand which were generally based upon the peoples' rigid adherence to traditional beliefs, a tendency to reject change, and the inability to think critically about their problems.

A curriculum was designed to help learners to: 1) identify conditions and problems in their rural communities; 2) recognize the probable causes of these conditions and problems; 3) analyze different alternatives to attack the causes and solve problems; and 4) select an alternative solution to the existing condition appropriate for and acceptable to them.

As a first step toward the identification of conditions and problems a baseline survey of the target population was conducted. Characteristics, beliefs, habits, living conditions, needs, and language patterns were studied. The information was reviewed by a panel composed of local education officers, representatives of various governmental ministries, including health, education, agriculture, and economic affairs, and members of private agencies engaged in rural development who had first hand knowledge of village conditions. This panel compiled a list of conditions or problems which were to be explored in the functional literacy and family life planning curriculum. A total of 33 concepts pertaining to agricultural practice, earning a living, health, family planning, and responsible citizenship became the core content of instruction. Some specific examples are:

Existing Condition—after harvesting the farmers leave the rice fields uncultivated.
Problem—the farmers lose a possible source of additional income.
Possible Alternative Solution—grow rotation crops after the rice harvests which would give them additional income and help the soil to regain fertility.

Existing Condition—a large number of the people in the rural areas of often build animal pens underneath their houses.
Problem—the practice is hazardous to their health.
Possible Alternative Solution—animal pens should be away from the living quarters. If this is not possible, special efforts should be made to keep them clean.

V. ACTIVITIES

The Division of Adult Education prepared the learning materials—a series of 212 cards which learners had, one for each lesson. On one side of each card is a photograph or drawing applicable to a life situation. On the reverse side of the card, is a brief statement about the illustrated situation to be used as both a reading exercise as a summary for a projected classroom and discussion about the concept depicted.

Accompanying the explanation of existing conditions, problems, and possible alternative solutions is the teaching of literacy skills as a means to increase knowledge and give even greater access to relevant information. In teaching literacy skills, key words are used to direct attention to familiar situations. The learners then memorize the key words in sentences and focus on their meaning. The ability to read is increased as the learners begin to associate sounds, symbols, and meanings. Major emphasis is in using discussion methods to instruct and to foster involvement of learners in problem solving.

Reading, writing, and arithmetic practice exercises related to the concepts in the cards are provided in two work books. The card system encouraged the learners to attend classes regularly, to learn somthing immediately useful in each class session, and measure their progress as the cards increase under the cover into a complete primer. In addition, the production of cards is less expensive than a bound text and modifications to adapt to specific local or regional situations can be easily made by interchanging cards. The teacher can use cards which he or she believes are of particular interest at a particular time to students. This card system was field tested in an area near Bangkok, underwent modification, and became a major part of the project's curriculum.

In designing the curriculum, the planners centered upon helping the project participant to develop a logical approach to problem solving, to aid him in assessing his attitudes, and to promote action. The planners were well aware that critical thinking and attitudinal changes alone were not enough. Also needed were skills such as functional literacy which could be provided by teachers, and technical abilities which required the expertise of the health service, agricultural agents, and other ministries. Cooperation among various govemmental and nongovernmental department and agencies were seen as necessary project ingredients.

Because the majority of the projects' teachers and supervisors were recruited from elementary education staffs, and were generally unfamiliar with adult education, special training and follow-up programs had to be included as part of the project. In addition, both the curriculum, designed to deal with the everyday problems of the rural dwellers, and the teachers had to be flexible to meet local need and differing conditions in specific areas of the country. The planners also were concerned that the project should be a positive experience for the learners. Therefore, the program was designed to provide immediately useful information to the participants. The teachers and learning materials would provide information and facts that would assist the learners in thinking critically—understanding the existing conditions and how they affect their lives, exploring alternatives to help solve the condition—and to select, internalize, and adopt an acceptable solution to the condition.

These learning materials, coupled with the teachers and the technical experts' presentations, form the basis for the learners' acquisition of knowledge, attitudinal change, and the practice of accepted solutions.

Group discussion is the primary teaching method in the project. It is a technique both natural and familar to the Thai rural villagers. Word-of-mouth transfer of information has been a traditional means of conveying news, information, and problems.

Learners feel comfortable using the method and it allows them to express their own problems, suggest solutions, and compare their thinking with other ideas and alternative courses of action. Rational thinking and critical analysis are encouraged through group discussion.

It has been noted that elementary school teachers are used primarily on the project although there have been recent experiments employing local youth leaders as teachers. The teachers are selected by provincial education officers on the basis of their academic credentials, knowledge of the locality in which they will work, and their personality. Teachers receive additional remuneration for teaching adult classes at a rate equivalent to $1.00 (U.S.) per hour.

The teachers generally have little or no experience in adult education, especially in teaching illiterates. Training sessions, usually one week in length, are held to increase their skills prior to the beginning of classes. During the training sessions, such areas as adult education, the psychology of adults, functional literacy and family life planning philosophy, and the curriculum are discussed. A great deal of emphasis is placed upon practice rather than formal lectures, and the teachers are encouraged to perform as facilitators of learning instead of their usual functions of imparters (transmitters) of knowledge. Technical experts in agriculture, health, and other areas are invited to give the teachers background information on technical problems.

Follow-up sessions are held at regular intervals during the programs' implementation, and in some areas monthly teacher meetings are conducted to discuss problems, analyze the projects' impact, impart new information, and review teacher suggestions.

Throughout the project, efforts were made to involve the Functional Literacy and Family Life Planning Program with other departments, agencies, and adult education programs. During the course, mobile audio-visual units visit classes to show films related to course content. Extension workers, health agents, and representatives from other organizations are invited to provide the learners with more detailed and additional information on technical subjects.

In the past learners in literacy classes or those who have completed the program have not had access to or could not afford reading materials. Their lack of practice in these newly acquired skills had often resulted in a return to illiteracy. In 1971, a reading center project was initiated to provide follow up literacy materials to village communities, and local reading centers were constructed on land selected by village committees. These centers, equipped with chairs, tables, book cases, bulletin boards, and newspaper stands receive three daily newspapers (two from Bangkok and one regional). A bimonthly wall newspaper and other reading material from several governmental ministries are also provided. At present, 866

newspaper reading centers are in operation. An additional benefit derived from the reading center project was the formation of village committees and greater involvement by the people in community activities. The centers are built and managed by the villagers themselves.

VI. FUTURE

The Thai Functional Literacy and Family Life Planning Project has reached the conclusion of its initial pilot period and its successes have convinced the Thai governmental leaders of the value of education for adults in general and specifically in the worth of the project to both the people and the nation. The increasing number of governmental workers involved and the increased fiscal commitment for the project appears to be a meaningful indication of internal support for the program.

The preliminary experimental period of activity is well on the way toward fuller implementation in most, if not all, of the nation's provinces. The enthusiasm and momentum generated by the project among both the people of Thailand and their leaders may help in reversing the country's pressing problems in illiteracy and overpopulation.

ACCION CULTURAL POPULAR - COLOMBIA

I. SETTING

Isolated from the remainder of civilization by geographical and sociological factors, the Colombian campesino (rural farmer) has for centuries scraped a marginal existence for himself and his family out of the rugged Andean regions.

Producing only limited quantities of food and other agricultural products, the campesino earns about $110 (U.S.) per year which is barely a subsistence income. Health, sanitation, and housing conditions are equally meager. Most houses have adobe walls, straw roofs, earth floors and lack even the most rudimentary sanitary facilities. Running water and electricity are practically nonexistent. Available medical, health, and educational personnel and facilities are at best limited.

Although some achievement has been made in reducing the rate of illiteracy from 90 per cent in the early 1900's to 35 per cent in the 1960's (20 per cent in cities, 60 per cent in rural areas), at present over one third of the campesinos are uneducated; almost 50 per cent, though having had some schooling, are barely literate.

Of the current estimated Colombian population of 23,600,000, nearly 50 per cent are campesinos. The annual birth rate is still almost three per cent.

The campesino's social and cultural milieu is largely dictated by his austere existence. Separated physically from neighbors and centers of confluence by mountainous terrain, the campesino tends to display a narrow, conservative lifestyle bound by tradition, suspicion of modern ideas, and a pervasive mood of frustration.

Despite being largely ignored by society, the campesino is a potential, but unorganized, force in the nation. Various political, social, and religious institutions and organizations have endeavored to use the campesino to further their own goals and objectives. From the early Spanish conquest, through the civil wars and uprisings in the 1800's and the period of violence commencing in 1948 (when over 300,000 persons were killed and large areas

of land were abandoned) to the present, campesino support was enlisted, but rarely has he felt "a sense of belonging or participation in the social or political process of his country".

II. PROGRAM

Moved by the plight of the campesinos—illiteracy, undernourishment, poor health, inadequate sanitation, and high rates of child morbidity—a parish priest in the small town of Sutatenza, Jose Joaquin Salcedo, assembling a transmitter and three receivers, initiated in 1947 what was to become a major program using radio as an educational medium. Radio Sutatenza, as the project was originally called, attempted to reach the campesinos in the remote areas of Colombia to teach reading and give lessons on better farming methods, hygiene, religion, and social progress.

Radio Sutatenza enjoyed immense popularity among the campesinos and grew, in slightly over 25 years, to a multi-dimensional national organization—Accion Cultural Popular (ACPO)—utilizing one of the largest broadcasting networks in South America. Privately operated and funded, except for some governmental subsidies for specific projects, ACPO seeks to assist the campesino to achieve a better life for himself and his family and to contribute intelligently to the development process of his country by:

(1) creating awareness of the problems of the campesino;

(2) creating understanding of the problems that prevent the campesino from progressing;

(3) developing the latent capability of the campesino to solve his own problems;

(4) training the campesino to use properly the resources available to him;

(5) motivating the campesino to participate actively in community life.

The leaders of the ACPO movement direct its various activities toward what is considered the roots of the campesinos' problems—ignorance, fatalism, inertia, and a traditional attitude of subservience. Moving the "isolated man at the margin of society" closer to the mainstream of the nation through an educational concept known as "fundamental integral education" goes far beyond the teaching of reading, writing, or arithmetic skills and is central to both ACPO's purpose and the campesinos' development. Five basic areas comprise fundamental integral education: health and sanitation, literacy or alphabet, mathematics or numbers, economics and work, and spirituality. Such education is considered fundamental because the areas are essential and directly relevant to the campesino's life situation. It is thought integral because it encompasses all aspects of his life: the physical, moral, social, psychological, and intellectual. Education is viewed as the key to assisting the rural farmers

evolve to their full potential as purposeful individuals and productive members of Colombian society.

III. ORGANIZATION AND ADMINISTRATION

Accion Cultural Popular is a private, nonprofit, nongovernmental organization serving almost all rural areas in Colombia. It is centrally administered from headquarters in Bogota. Since its inception, ACPO has been directed by its founder Monsenor Salcedo. A council of governors, general assembly, and board of directors assist and advise regarding policy-making decisions. As are many large institutions, ACPO is organized into several operating divisions to carry out its varied functions such as finance and administration. Of major importance is the cultural division which is responsible for all of the educational activities of ACPO.

A permanent staff of about 250 persons constitutes the ACPO organization. Supplementing these personnel are about 350 semipermanent field workers or leaders who work for ACPO but receive small stipends in lieu of regular salaries. About 20,000 - 25,000 individuals in various communities assist the ACPO movement on a part-time basis as volunteer auxiliaries and receive no pay or stipend.

As a large organization engaged in a variety of activites, ACPO requires significant fiscal support. ACPO's 1973 budget for cultural activites alone totaled P43,000,000 (U.S. $1.7 million). The funds came for the most part (68 per cent) from self-financing activities such as production of printed materials by Editorial Andes (a profit corporation directed by ACPO), a record pressing plant, commercial advertising time on radio, and sale of books and printed matter. The Colombian government contributes about 11 per cent for special projects like regional literacy. Foreign and domestic contributions and long-term loans constitute the remainder of ACPO's budget. Economic conditions throughout the world have also affected ACPO and 1973 was the first year the organization operated at a deficit. The institution's leaders are currently deciding how to reduce expenditures and increase productivity and revenue without diminishing services to the campesinos.

IV. EDUCATIONAL STRATEGY AND RATIONALE

To implement ACPO's philosophy of motivating and educating the rural farmers in their own development, Monsenor Salcedo and other institutional decision makers have used mass media (including radio, newspapers, books, booklets, recordings), organized listening groups and campaigns, and trained leaders in local communities. ACPO's multi-dimensional strategy involves the linking of these communication modes into a mutually supporting network to reach and teach Colombia's rural population.

ACPO's record of success has been impressive. Estimates of registered listening groups and enrolled students totaled 22,000 groups and 161 students in 1974 and several Latin American countries have adopted the APCO model.

ACPO also publishes a weekly newspaper, El Campesino, which is distributed to between 50,000 - 70,000 rural area residents. The newspaper serves to keep the campesinos informed about regional, national, and international events, to supplement and update radio school information, to highlight campaigns and feature deeds of campesinos, and to provide recreational activities in the form of games, puzzles, riddles, poems and songs.

Special books have been prepared to encourage reading and to inform and motivate the campesinos to practice "good habits" in various interest areas. The books elaborate many of the topics discussed in the radiophonic schools and in the newspaper El Campesino. Among the titles holding the greatest campesino interest are: Mother and Child, The Campesino's Cow, First Aid, Vegetables and Fruit, and The Family Garden.

ACPO makes tapes and recordings of music, poetry, plays, and speeches for distribution to campesinos. The radiophonic courses are also recorded and are available to listening groups where access to a radio is not available or where reception is poor. The institution also encourages campesinos to write to ACPO; correspondence is seen as another means to stimulate the rural farmer to express and help himself. Thousands of letters requesting information or clarification, expressing opinion, or merely discussing personal feelings or accomplishments are received by ACPO staff members each day. Correspondence is seen as an excellent source of feedback about ACPO activities and attempts are made to answer each letter in some way as quickly as possible.

ACPO also develops special campaigns which are designed to place special emphasis on a particular topic or issue of importance to the campesino. All ACPO's activities are mobilized for a period of time to inform and motivate the campesinos to a specific action. Some recent campaign topics have been improvement of housing, soil conservation, nutrition, and recreation. Special emphasis is now being placed upon procreacion responsable (responsible parenthood) to create both awareness and consciousness about the family, love, human values, human sexuality, children's rights, women's rights, pre-natal care. Radio spots, dramas, courses, newspaper bulletins, articles and supplements will highlight the campaign topic.

Each of the media-related activities of ACPO is planned, designed, and prepared by the staff members to relate clearly and directly to the campesinos' life situation. Through studies, feedback, surveys, and direct contact, the materials developers design each activity (course, book, newspaper, etc.) to accommodate the campesino's real problems, interests, and objectives and at the same time to complement and to reinforce each other in a total learning experience geared to the rural farmers' understanding, assimilation , and use.

ACPO's professional department in Bogotá is responsible for content and often teaches pre-recorded radiophonic courses. Other headquarters staff contribute to the recreational, news, and informational aspects of ACPO's activities. Regional and local contributions to the activities, particularly the radio programming, are made by personnel in the regional transmission centers. Saturday and Sunday programs are generally musical and entertainment-oriented and have a local emphasis.

Another major activity of Accion Cultural Popular is the development and training of leaders—men and women who are motivated and possess leadership qualifications to guide other campesinos.

V. ACTIVITIES

The major element is the radiophonic set. Through its system of radio stations, covering almost all of Colombia and portions of neighboring Latin American countries, ACPO broadcasts formal courses and informal programs (news, entertainment, advice, etc.) by means of both long wave and short wave transmission. Any radio set can receive ACPO broadcasts, although a volunteer monitor (auxiliar inmediato) is trained to organize a listening group. The monitor takes responsibility for maintaining a radio receiver, promotes attendance, keeps records, and advises and helps the class. ACPO broadcasts three courses of study (basic, progressive, and complementary) geared to the campesino's educational level and needs of regular time periods each day.

The basic course is a program in literacy, generally reading, writing, and arithmetic, aimed at the illiterate campesino. The course is sequential and requires enrollment at specified periods and continuous attendance for completion. A typical class is 1/2 hour long and is broadcast six days per week. The entire course requires 45 hours and takes about 15 weeks to complete.

The progressive course comprising the nucleus of ACPO's educational philosophy—"fundamental integral education"—is aimed at both providing pragmatic knowledge relevant to the campesino's needs and motivating him toward recognizing and resolving his life problems. Five basic themes—alphabet, numbers, economy and work, health, and spirituality—comprise the courses major segments. Other subject areas such as home economics, civic education, community life, history, and special campaign topics are also included. The two-year program is usually broadcast one hour per day for six days, and students can participate at any time since learning of one subject area of the course is not dependent upon mastery of the others.

Another course is designed to assist adults to prepare themselves for the government's primary school examination. School dropouts who wish to sit for the exam follow the normal primary school curriculum via radio and at the end of the course register for the exam along with formal school students.

Complementing the radio schools are a series of six booklets each dealing with a basic area of fundamental integral education. These booklets serve as the texts for the basic and progressive courses and also serve as reference books.

The booklets are: Basic Booklet—an introduction to alphabet, arithmetic, as well as health, nutrition, home improvement, and work habits; Our Welfare—covering health practices, the human body, symptoms and cure of illnesses, diet, child care, and sexual education; Speaking Properly—dealing with alphabet, grammar, spelling, composition, oral and written communication; Mathematics—arithmetic, numbers, addition, subtraction, multiplication, division, and problems; Fertile Soil — covering agriculture, animal raising, economics, marketing, and small industries; and Personality, Character Building, and Community Development—dealing with self concepts, family, values, rights of the individual and duties to society.

ACPO also publishes a weekly newspaper El Campesino which is distributed to between 50,000-70,000 rural area residents. The newspaper serves to keep the campesinos informed about regional, national, and international events, to supplement and update radio school information, to highlight campaigns and feature deeds of campesinos, and to provide recreational activities in the form of games, puzzles, riddles, poems and songs.

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Another major activity of Accion Cultural Popular is the development and training of leaders - men and women who are motivated and possess leadership to guide other campesinos.

ACPO has established three training facilities, two in Sutatenza and one in Caldas.

ACPO selects individuals for participation in the institute's programs and awards them scholarships to defray expenses. Institute courses, in three levels, last four, five and ten months respectively.

The first, or dirigente, level is aimed at literate individuals who want to work closely with campesinos within their own communities in educational and developmental activities through face-to-face contact. From 640 to 680 persons complete the program each year.

The second level, or "leaders," course is open to those graduates of the dirigente course who have gone back to the community and have demonstrated their abilities as a voluntary class assistant or local radiophonic school director. More intensive training covering community development, agriculture, health, cooperatives, credit unions, and other topics is given for a five-month period. Approximately 90 to 180 leaders graduate from the program yearly.

Upon completion of the program, the leaders serve the local areas for about one year, promoting and organizing radiophonic schools, advising campesinos, helping develop local organizations, and establishing local extension courses on topics of campesino interest. The leaders receive no pay for their work but receive a small stipend to defray some of their expenses.

The third level is designed to train supervisors of the leaders, and advise and assist them in their activities. Supervisors form the communications link between the field levels and ACPO headquarters. They are paid staff members of the ACPO organization. About 19 to 25 supervisors graduate from the 10-month program per year.

The ACPO organization has placed a great deal of emphasis upon the development of a multi-media approach to educating the isolated campesino. This isolation is at once a challenge and a problem for the organization. Although a host of complementary and supplementary activities interact to transcend the access barriers and activate the campesino, these barriers make it difficult to truly localize the messages and to receive information about or closely assess learning gains or program effectiveness. Although tests and other learning assessments are administered, the results are not always satisfactory because many students fail to take the examinations and those results recorded are slow in reaching headquarters. Survey teams are few and can only interview limited numbers of people out of the rural population. The simplicity and variety of the campesino's letters make it difficult to assess accurately problems or satisfactions.

As one way to overcome these general problems, ACPO has introduced the "ACPO mobile," a jeeplike vehicle containing radio, slide projector, and other learning materials for use in the field. It is hoped that these vehicles can cross the difficult terrain and bring ACPO and the campesinos in closer contact with each other.

VI. FUTURE

Recently ACPO officials have decided to train and develop at least one leader for each of Colombia's 1200 communities and have them serve for a period of one year in that community instead of the traditional two to three months. It is envisioned that closer contact with the campesinos in a local setting can facilitate greater communication and enhance ACPO's efforts. At present, about 380 leaders serve ACPO on a full-time or part-time basis. Although ACPO's institutes have the capability to train the required number of leaders, the financial resources for such a project have not yet been received.

If adequate financial support is generated, ACPO also hopes to establish radio transmission centers in Santander and in the southwestern portion of the country to improve the quality of broadcasting in these areas and to localize messages and programming more effectively.

Although Accion Cultural Popular has operated for over a quarter of a century, many of its methods and its philosophy are as innovative as those of programs of more recent origin.

In an area of the world where governmental capabilities and resources for educational and social change are limited, ACPO fulfills a distinct need and purpose.

CONCORDE--HONDURAS

I. SETTING

In some respects, Honduras fits the popular image of the Banana Republic with the domination of the monetary and foreign export economies and some of the most fertile tropical valleys by two large United States-based companies, United Fruit and Standard Fruit. Yet, nearly 70 per cent of the 3,000,000 population live as small semi-subsistence farmers, isolated in the rugged mountain terrain in an area roughly the size of the state of Pennsylvania in the United States, and the hardy, independent highland peasant farmer is the typical Honduran. Although some of the upland valleys and the southern coastal plain have been occupied by large cattle herders, a landed aristocracy based on coffee exports or other more intensive export crops never developed in the nineteenth century and even as late as the 1966 agricultural census, Honduras still had a larger percentage of its farmed area in the hands of family-unit farms and a lower percentage of large multi-family units than any other of the five Central American countries.

During the colonial period, Honduras was largely a series of silver and gold mining camps, and the centers of cultural, economic, and political domination developed in the western Pacific highlands of Central Americ in Guatemala, San Salvador, and the Leon-Granada area of Nicaragua. Thus, from the colonial period Honduras has remained remote from the main communication paths and has been one of the least industrially developed countries of Central America. Honduras was very early almost completely ladinoized, and there are virtually no distinct Indian language tribal groups except in the eastern unsettled area of the country. Until 1950, Honduras was still a series of virtually self-subsistent regions centered on an isolated market town.

In 1950 the sixteen-year Carias dictatorship ended and, with the help of international agencies (largely U.S. and U.N.), a central bank and development bank were established providing a modern financial and credit system; a road network connected regions and opened access to growing urban markets; an agricultural extension service and a health ministry with a series of hospitals and clinics were organized and a campaign was launched to build schools, train teachers, and develop a modern educational ministry. This rapid expansion of service bureaucracies was intended to benefit the small highland farmer too but, except for the small coffee producers (there are 40,000 coffee producers in Honduras and 60 per cent of coffee production is in the hands of units of less than 20 hectars), the credit, marketing, and agricultural technical assistance systems tended to be channeled toward the large (200 hectars and above) and middle range (15 to 200 hectars) farmers. Only these farmers could fulfill the conditions for credit, profit from new markets, and attract the services of extension agents. The small farmers tended to gain access to commercial credit and markets through larger farmers and a new class of merchant-intermediaries. With the 3.5 per cent annual population increase, there was continual subdivision of land by small farmers in the highland areas so that by the 1960's, with less land and increasing economic dependence, the economic *situation* of the semi-subsistence farmer was rapidly deteriorating.

Worse, with the availability of credit, markets, and technical assistance, the larger cattle and cotton farmers began to expand their land base, taking over tracts of national and ejidal (common municipal) land, and evicting small farmers in a modern enclosure movement. Until 1967 the government openly favored this enclosure process. Then the protests of the north coast banana-worker unions and the organization of increased numbers of landless semi-subsistence peasants with massive land occupations began to build pressure to implement the 1962 Agrarian Reform Law and distribute national and ejidal land to organized peasant groups. However, land reform has tended to benefit primarily those small farmers occupying the former haciendas in the valleys and coastal areas and the highland small landholders; renters (1 to 15 hectars) are still not receiving proper attention, even though they are the basis for domestic production of corn and bean food staples. Honduras, which once exported beans and corn, now has hardly enough for its own increasing population. Land tenure reform aims to increase production of basic grains, but since 1972 the land distribution has far outstripped the capacity of official agencies to give the proper credit and technical assistance.

One major advantage is that recent Honduran governments have allowed peasants relative freedom to organize and have looked with relative favor on all attempts to reestablish the agrarian democracy based on the peasant farmer.

II. PROGRAM

The Integral Rural Development Plan of a series of private agencies, now grouped together as the Coordinating Council for Development of CONCORDE (Consejo de Coordinancion de Desarrollo) evolved between 1960 and 1972 to the point where it provides a complete gamut of educational and agricultural services, primarily for the highland semi-subsistence

farming communities. An estimated 100,000 families in fourteen of the eighteen departments of Honduras are participating in one or other of the CONCORDE programs.

What is now CONCORDE began in 1961 as an adult basic education program (literacy training) through radio schools under the direction of Accion Cultural Popular Hondurena (ACPH) and with the strong support of the Catholic Church, especially the rural pastors. The directors of the radio schools soon saw that literacy training in itself was incomplete and began to train peasant radio school monitors to extend the educational process for subsistence farmers with a series of neighborhood level organizations: community development councils building schools and roads, and small savings, consumer, and production cooperatives. In 1964 organizers of credit union cooperatives and peasant associations were invited to cooperate in developing this system of locally-based rural organizations, and after 1968 farm homemakers' clubs began to give women organized participation in these popular promotion activities. In 1971 ACPH extended its educational program for peasant farmers to include agricultural education, a mass communication extension service, and, in close cooperation with the Honduran Development Foundation (FUNHDESA), a supervised credit program.

As this system of services grew, there developed the concept of a regional team centering on a regional peasant leadership training center, a regional cultural-educational radio station, and a regional agricultural school for peasant farmers. From 1968 to 1971 six such regional teams were gradually established making the services available to the majority of highland peasants in Honduras. In 1972, FUNHDESA promoted the establishment of six large regional multiple-purpose cooperatives (each with up to 100 local community outlets) which have begun to distribute consumer and agricultural supplies and to provide marketing and intermediate grain storage services. These cooperatives are becoming the integrating structure of each of the six regional teams.

In 1971, a series of cooperating agencies formally established CONCORDE: ACPH (adult primary school and agricultural education); FUNHDESA (promotion of cooperatives, small rural industries, crop diversification through credit, administrative guidance, and servicing as intermediary with national and international agencies); CARITAS of Honduras* (emergency relief work and farm homemakers' clubs); FACACH (Honduran Federation of Credit Union Cooperatives); Promocion Humana (urban, low-income housing); the six regional training centers; and several of the cultural-educational radio stations. Since 1971, CONCORDE has established IISE, the Institute for Socio-Economic Research , an evaluation and planning agency dedicated specifically to problems of marginal groups and to training professional personnel for working in the development agencies in rural areas. Recently, VITA of Honduras has been incorporated into CONCORDE. CONCORDE also coordinates very closely with a series of other private agencies which are not members, but share interests, such as those of the Protestant Churches and the peasant interest group associations.

* CARITAS of Honduras, which is a Catholic Church Agency, withdrew from CONCORDE in early 1974, but continues to coordinate with CONCORDE at the regional and local community level.

Each of the agencies of CONCORDE maintains autonomy in its administration, but CONCORDE has a central secretariat, has defined a unified philosophy of development and a single set of overall goals, attempts to specify the role of each agency in attaining these goals, and strives for close coordination of all programs.

The case of CONCORDE in Honduras seems to be somewhat unique in two respects: its emphatic insistence that rural development be "integral" or balanced, respecting a wide range of the needs of the rural lower-status family; and the attempts to coordinate a series of autonomous agencies, each making a specific contribution to one overall plan of development services for the highland peasant farmer. The CONCORDE group has observed that development agencies, if they offer only narrowly defined resources or alternatives or if they function in competing or uncoordinated fashion, can have a profoundly distorting effect on rural development in peasant communities. Concrete cases are agencies which stress only the technical aspects ot agriculture, forgetting the importance of change of dependency structures (or vise versa); agencies which stress economic aspirations and growth to the exclusion of humanistic and spiritual growth (or vice versa); agencies that channel all resources toward the men's role to the detriment of the role of women (or vise versa): etc.

The target group of the CONCORDE agencies is specifically the highland semi-subsistence farmers whom traditional methods of development have found difficulty in assisting. The objectives of the CONCORDE agencies may be stated as follows:

1. Design, with peasant participation and consultation, a series of innovative, educational communication, and organizational approaches which bridge the gap between existing, traditionally run services and isolated peasant communities, and, at the same time, prepare the peasant family to take advantage of existing services.

2. Stimulate peasant organization and collective decision making capacity so that peasant farmers will be able to participate in the decision making regarding the content of educational programs, the kind of services offered, and the allocation of resources at the local, regional, and eventually the national level.

3. Place all technical education and the providing of services in the context of a series of reflections so that these will not be interpreted simply as a means of entering the consumer-oriented, U.S.-dominated, capitalistic culture, but as a means of progress toward a greater realization of the dignity of the peasant class and the development of independent peasant values and an independent peasant destiny.

III ORGANIZATION AND ADMINISTRATION

Each of the agencies forming CONCORDE has its own autonomous administration and financing, but decision making is closely coordinated at the national level. In addition

there is a great deal of decentralization of decision making toward the coordinating councils of the six regional teams and, to some extent, to teams at the district and local community level -- all a strategy of making peasant participation in decision making more feasible.

The regional coordinating councils include the representatives of the peasant training center; the regional supervisors of the major CONCORDE agencies including the agronomist supervisors; the manager of the regional marketing supply cooperative; the manager of the regional credit committee; a representative of the peasant interest group association; and perhaps, a representative of interested government agencies or church groups. Essentially, the planning and decision making for the region is done in the regional coordinating council and the national level agencies respond to initiatives coming from the region. If the national-level agency presents a new opportunity to the region, the decision to go ahead is made by the region. The peasant interest-group association is increasingly the most powerful voice at the regional level.

At the district level there is a team of full or part-time paraprofessionals of peasant background made up of the radio school coordinator, the instructor of the Agricultural Education Program, the promoter of the homemakers' clubs, the committee of the local credit union cooperative, and perhaps representatives of the credit union cooperative. In many cases, the rural pastors of the Catholic Church have been valuable collaborators at the district level.

At the local community level there is a radio school, the community development council, the agricultural study group or production cooperative (which, increasingly, is an affiliate of one of the peasant associations), the farm homemakers' clubs, and perhaps a youth club.

The financing of the activities of the CONCORDE agencies varies with the agencies and the programs. Most of the programs are carried out through cooperatives or are an aspect of credit supervision so that they are self-sustaining. Many of the funds were initially established by grants or long-term, low-interest loans from private foundations in the United States, Canada, and Europe. The adult basic education program of ACPH is sustained by a small annual subsidy from the government, contributions of participating students and farmer groups, and by direct subsidy from private (primarily Catholic Church-related) foundations in Canada and Europe. The basic training of paraprofessionals must, for some time, also depend on grants from international sources.

The CONCORDE agencies employ approximately 400 full- or part-time personnel of which some 80 per cent are paraprofessionals of peasant background. The core group of directors of the CONCORDE agencies were originally an idealistic group of university students and young professionals (many secondary school teachers) who were inspired by their participation in the Christian social movement in Honduras, some by their participation in various leftist student groups, and by their early experience as volunteer activists in peasant organizations. Most, because of their dedication to ideals, are unusually flexible and generous of their time and accept salaries lower than

they could receive in official agencies. In the selection of personnel, mistica, or dedication to the peasant movement, is as important as technical qualifications.

IV EDUCATIONAL STRATEGY AND RATIONALE

The activities of CONCORDE are diverse, but the Agricultural Education Program (PPA) (administered primarily by ACPH but with involvement of FUNHDESA, the farm homemakers' clubs, peasant associations, and other agencies) provides a good illustration of the coordination and the overall strategy of CONCORDE.

The PPA has three general objectives: to increase agricultural productivity and rural income; to strengthen the peasant leagues as a basis of participation in national decision making; and to stimulate in the farmers the attitudes and values of continually seeking means of improving agriculture, and using resources better, as well as to stimulate in them pride in an agricultural job well done and to improve their self-concept as campesinos. The following are seen as means toward these objectives.

Education by mass communication

Since one of the basic problems is that peasant farmers live in isolated rural communities which even a jeep cannot reach, and there are too few agronomists to serve small farmers individually, interested small farmers in a community are asked to form an agricultural study group. This group centers around a neighborhood experimental plot or demonstration project and performs some or all of the steps of production (credit, purchase of supplies, production, storage, and marketing). It meets at least every two weeks and serves as a means of circulating information already available in the community. The group is moderated by an agricultural promoter who receives a minimum of one-month training in modern agriculture and who walks or rides on horseback to a monthly meeting of the agricultural promoters of the district with the agronomist supervisor. Thus, the promoter serves as the link between the neighborhood group and the technical supervision of the program, reporting on the activities of the group, presenting problems, and receiving a class touching on the current projects of the local group. In addition there is a monthly supervision visit to the group by the paraprofessional instructor, a daily radio program following the crop cycle, a monthly agriculturally oriented newspaper, and distribution of pamphlets adapted to semi-literate peasant farmers.

The peasant leader as paraprofessional

With few professional agronomists in Honduras and fewer still who relish longer sojourns in isolated peasant communities, the technical team for a region is made up of two selected agronomist supervisors and approximately ten paraprofessionals who have shown aptitude in agriculture and dedication to the peasant movement, and who have received a six-month training course. They are usually leaders of the district who know the neighborhoods and are accustomed to moving from community to community on horseback, sleeping in a hammock, and eating peasant diet. All know well their own semi-subsistence agriculture and quickly learn a series of applied solutions, if not the science

of agriculture. With a salary of about one-fourth that of an agronomist, the para-professionals multiply the available professional talent. It is expected that this team, with mass communication methods, can serve up to 5,000 small farmers in a region.

Applying the Freire "education for liberation" to agriculture education

Traditionally, agricultural education for peasants has been directive and even domineering. The PPA proceeds on the principle that the semi-subsistence farmer is already an expert in his work, is creative when given the opportunity, and knows best how to integrate new factors of production into his rather precarious enterprise. Instead of giving answers, agronomists and instructors encourage small farmer participants to reflect and analyze problems and experiment with possible solutions, stating that no one knows the exact answer and that the agronomists are learning with the peasant farmers. The communication system provides information of alternatives and the radio and newspaper highlight the success and innovativeness of specific groups of small farmers. The major objective is the growth of a sense of personal satisfaction, creativity, and a new self-concept through the experience of technical and economic success.

Strengthening rural organization

The increasing fractionization (minifundismo) and individualistic tendencies of highland farmers are viewed as fundamental long-range problems and the PPA encourages communal enterprises. Services are channeled through peasant associations and, increasingly, the regional council of the peasant associations are participating in decisions on selection of personnel, content of training courses, interest rates, and other aspects of the program. Participants are encouraged to become members of regional cooperatives for buying supplies and marketing and to think of themselves as a regional group.

Special crop diversification projects

In Honduras, as in many Latin American countries, the promotion of large-scale domestic and export crop programs is easiest working through a few large operators, but small farmers lose the advantage of the most profitable crops. FUNHDESA, in cooperation with the Central American Bank for Economic Integtation is promoting a series of crop diversification programs (such as 500 hectars of cashew nut trees) through the mass communication and promotion system of the PPA.

Linking small farmers into a national service and marketing system

The PPA defines itself as complementary to the official extension service and provides a communication system for official agencies to utilize. The educational program provides information on existing official agencies, the trends in marketing, opportunities under existing laws, and other aspects of national agricultural development in Honduras.

V ACTIVITIES

As a summary description of the coordination of a series of agencies in an Integral Rural Development Plan, the following outline presents a series of necessary inputs expected to be presented, and the corresponding CONCORDE or official agency involved:

AGENCIES AND PROGRAMS	CONTRIBUTION TO PLAN
A. Rural organization	
Regional Coordinating Council	Design, programming, and administration of overall plan.
Training centers, radio schools, religious and cultural groups.	Motivation, concientizacion, and formation of local community organizations.
Interest groups (Union Nacional de Campesinos and Assoc. Nacional de Campesinos de Honduras	Political representation and defense of rights with a perspective of integral development.
B. Basic adult and cultural education	
Radio schools of ACPH	Literacy, primary school, and general cultural education with stress on peasant liberation.
Farm homemakers' clubs	Organization and integral education of women.
Youth groups	Education, inspiration, and recreation for farm youth.
C. Factors of agricultural production and marketing	
Interest groups and National Agrarian Institute	Recovery and distribution of land through agrarian reform.
FUNHDESA and FACACH	Credit
Regional cooperative	Distribution of consumer and agricultural supplies and marketing.

AGENCIES AND PROGRAMS	CONTRIBUTION TO PLAN
Agricultural education program (PPA)	Technical assistance to groups, supervision of credit, preparation of teaching materials, and training of personnel for supervision and extension.
VITA of Honduras	Volunteer specialists in agriculture, intermediary farm machinery project.
D. Higher technical consulting and planning	
Institute for Socio-Economic Research	Training of professional personnel, consulting, and overall planning.
DESAGRO (official agricultural extension service)	Assistance in direction of projects, training, and preparation of teaching materials.

These activities are coordinated at the national level by CONCORDE and at the regional level by the regional coordinating council. Although planning is generally initiated at the regional level, most of the financing is planned and obtained through the national offices of each agency; CONCORDE develops all financing plans and frequently, if projects are presented to international agencies, presents a package of projects. CONCORDE also coordinates activities with government agencies, with other private agencies such as the agricultural schools and development programs of the Protestant Churches and the Central American Bank for Economic Integration. The secretariat of CONCORDE handles publicity, receiving of visitors, etc., for all cooperating agencies.

VI FUTURE

The CONCORDE agencies now have parts of the Integral Rural Development Plan functioning in six regions and the full plan in two regions. The major goals for the coming two to five years (notwithstanding severe crop damage from Hurrican Fifi) are:

Develop the consumer and marketing supply cooperatives into a national federation with a central supply house;

Extend the agricultural credit and educational program to 30,000 small farmers by 1978-1980 (at present, there are about 3,000 to 4,000 participants);

Initiate a series of additional export crop production programs among small farmers: sesame seed, castor beans, sugar cane, etc.

Continue the development of the farm homemakers' clubs into a national federation of farm women extending the number of clubs from the present 1,000 to approximately 2,000.

Perfect the method of the primary school through the radio and extend it to the fourth level throughout the country.

Initiate, through FACACH in cooperation with other CONCORDE agencies, a major loan program for middle range farmers with technical assistance backup.

FUNCTIONAL EDUCATION FOR FAMILY LIFE PLANNING PROJECT

NUEVA ECIJA, PHILIPPINES

I. SETTING

The Republic of the Philippines is comprised of more than 7,100 islands. The Filipino people number over 40 million and are increasing at the rate of 3.5 per cent annually. Over 70 per cent are rural dwellers, speaking 87 dialects in different parts of the country although Filipino, much of which is Tagalog, is the nation's official language. English is used by a large number of people. However, the presence of many dialects impedes the attainment of national unity and poses an educational problem.

As in most developing countries, rapid population growth - coupled with illiteracy and other attendant problems such as poor health, lack of adequate sanitation, and malnutrition - poses serious consequences for the Philippines. The population is youthful: 43 per cent is under 15 years of age, and only 4 per cent is over 65 years old. The average family is large: husband, wife, plus seven children. As a result, the dependency burden is a heavy one upon those who are working. Jobs,however,are increasingly difficult to find. National resources are not fully developed, and capital is in short supply. In the rural areas, almost one million people are unemployed or underemployed. Despite massive family planning campaigns, the growth rate has not yet appeared to decrease.

In the cities schooling is viewed as a means to a better life and higher education is a sought-after commodity. The proportion of college graduates to the total population is high; yet, the vast majority of rural barrio (neighborhood) dwellers have had only a few years of schooling. A large number of school dropouts intensifies the situation. Recidivism to illiteracy is enhanced by a traditional belief that the typical barrio dweller can get through life, even though at a subsistence level, without needing to read or write. Even if reading and writing skills were generally desired, reading materials and other inducements fostering literacy are not readily available.

II. PROGRAM

The Phil'ppine Rural Reconstruction Movement (PRRM), a private, nonpolitical, and nonsectarian organization, was founded in 1952 to help barrio people achieve a fuller and more meaningful life and to assist in countering the wastage of human resources fostered by illiteracy, poverty, and other socio-political conditions.

The Movement sought to realize this goal through rural reconstruction—a basic rebuilding of people and their communities through the guided and productive use of available human and natural resources. A principle of "release, not relief" was adopted in the belief that "man is not helped by doling out charity to him but by releasing his native powers to help himself." PRPM viewed the rural person as one who constantly faces four interlocking problems—poverty, illiteracy, disease, and civic inertia. To aid in countering these problems, PRPM developed an integrated training and services program involving livelihood, health, education, and self-government—

Livelihood - designed to increase rural production and income through:
- scientific rice and secondary crop production techniques
- modern livestock and poultry practices
- cottage industries
- organization of economic institutions

Health - designed to bring health services at the barrio level through:
- immunization against preventable diseases
- increased sanitary toilet facilities
- safeguarding of drinking water
- training of auxiliary health workers
- establishment of health centers
- home beautification
- family planning

Education - designed to promote functional literacy and cultural development through:
- literacy teaching
- drama
- folk dances and songs
- sports activities

Self-Government - designed to mobilize various sectors of the barrio community through:
- establishment of men's, women's, and youth organizations
- leadership training
- strengthening of barrio councils

PRRM selected the Province of Nueva Ecija, site of PRRM's national headquarters, as the movement's "social laboratory"—a place for the conducting of experiments to test and perfect socio-economic development programs before applying them in other provinces. Nueva Ecija, PRRM's leaders concluded, would serve as such a laboratory because it is a rural-agricultural province, a system of tenant farming was prevalent, the province was considered a spawning ground for the Huks (the local communist movement), and the birth rate was high (3.42%). It was envisioned that PRRM could bring needed assistance closer to the people and the rural people closer to the agencies offering such services.

Prompted by several factors, including a heightened national and international interest in the eradication of illiteracy and in slowing the rapid population expansion, PRRM with World Education help established a project in July, 1970 to introduce population and family planning education concepts into its literacy program in order to broaden the scope of the ongoing functional literacy and family planning programs and to make them more applicable to the needs of the rural people.

III. ORGANIZATION AND ADMINISTRATION

Plans were formulated based upon the goals of PRRM and the objectives set for this four-year pilot demonstration project which encompassed attainment of self-sufficiency of the barrios and the adoption of the program by previously organized groups within the community.

The project expected to achieve specific results:

1. preparation and production of teaching materials that would increase the awareness among out-of-school youths and young adults of the role and importance of family planning in their personal lives and in the larger community;

2. preparation of literacy primers, guides, and manuals for teachers and the training of teachers to use these materials effectively in their classrooms;

3. systematically testing and assessing the impact of these materials, followed by revision and adoption for widespread use;

4. determination of changes in attitudes and behaviors of both students and teachers over a four-year period; and

5. expansion of the experimental program, and strengthening of other development programs to help the barrio people attain improved health, enriched livelihood, better education, and effective self-government.

Subsequent experience indicated a need to broaden the scope of the program both in content and target group from solely population/family planning themes for illiterates to family life

planning topics (including agriculture, home management, socio-political, and cultural concepts) for out-of-school but literate people—fathers, mothers, and youths. Thus, the basic objective of the project evolved to one of functional education for family life planning.

IV. EDUCATIONAL STRATEGY AND RATIONALE

The development of a "lead-sentence" approach in the curriculum, whereby a sentence becomes the focal point of a lesson, strengthened the literacy training aspect of the program. This approach allowed both easier mastery of words and the smoother introduction of technical, social, and mathematical concepts into such topics as economics, health, sanitation, and civic responsibility.

Five activities characterize the project's implementation: training, operation, production of materials, extension, and evaluation. Carrying out these activities is a staff consisting of four project staff members supported by two artist-illustrators, a statistical clerk, and a driver. Trainers from the PRRM Training Institute and from the International Institute of Rural Reconstruction (IIRR) assist the staff in the educational aspect of technical fields such as food and nutrition, health, maternal and child care, cooperatives, and agriculture (plants and animals). Governmental and nongovernmental specialists supplement the trainers in specific subject areas.

It has been demonstrated on numerous occasions that a program which has been developed, implemented, and supported solely by an agency with the community acting merely as a recipient of services rarely establishes continuity or permanence.

The project's guiding notion, however, was to have the community both support and assume the planning, administration, and implementation of education for its people. To accomplish this objective and to supplement the meager resources of the community, PRRM project staff attempted to establish a linkage of institutions and services by mobilizing, organizing, and training leaders on three levels: barrio , municipal, and provincal.

Leaders in each of the barrios, where classes were expected to begin, were organized into Population Education Boards (PEB's) which would plan, develop, implement, and supervise classes. The Boards were usually made up of barrio councilmen, the principal or head teachers of the barrio school, and leaders of local voluntary organizations. The PEB's usually do not possess the necessary resources to sustain their educational efforts. Therefore, a higher level linkage is necessary.

On the municipal level, Community Resource Development Committees (CORDCOM's) were initiated to provide support for the PEB's through program coordination, planning of advanced classes, and financial assistance. CORDCOM membership consists of political, civic, and religious leaders at the municipal level. Most financially prosperous and influential persons tend to reside and work in a municipality.

Finally, to promote and support the continuity and further link functional education programs throughout the province the Integrated Association of Nueva Ecija (IANE) was founded at the provincial level. IANE is made up of members of public and private community agencies and institutions, and is pledged to encourage and facilitate educational programs.

Although these groups are administratively independent, they depend upon each other for necessary physical, financial, and human resources.

The PEB's CORDCOM's and IANE are joined in a cooperative effort to plan and implement community involvement in adult education.

The Functional Education for Family Life Planning Project, consistent with the principles and philosophy of PRRM, has itself adopted a support, training, and research function in the overall educational scheme, assisting in the development of leaders, volunteers, trainers, and technicians. It also helps to develop text and supplementary materials and conducts studies of program results, expansion methodologies, and learners' needs.

The following diagram illustrates the extent of community and project involvement.

TYPE OF ACTIVITY	COMMUNITY SUPPORT	PROJECT STAFF SUPPORT
	BARRIO-MUNICIPAL-PROVINCIAL	
Functional Literacy (for illiterates)	Campaign for students Providing the material needs of the class (light, room, etc.) Allowance of the teacher (CORD) Selection and recommendation of teachers (CORD) Coordination with other agencies for technical support Administration and supervision	Training of Leaders Training of Teachers (CORD) Provide the literacy kit for the Teachers (CORD) Provide the Primer for the students Provide follow-up reading materials Supervision by the staff
Functional Education Class - 250 hours (for literate fathers, mothers and youths)	Mobilization and organization of students Providing the material needs of the class Coordination with agencies for technical support Raise funds for the program Administration and supervision	Training of Functional Education Volunteers Referrals to other agencies Supervision/follow up

V. ACTIVITIES

To support the educational program, the project developed a pattern of pilot demonstration barrios. In these pilot barrios learning materials, the lead-sentence approach, and curriculum revisions (emphasizing economic, social, political and family planning education) are tested and the program is observed by the rural people.

Selection of these barrios was based upon several factors: 1) location in the "laboratory" province of Nueva Ecija, 2) presence of civic groups eager to take the responsibility for promoting and supervising the project, 3) willingness of leaders to form a PEB, 4) acceptance of the project to local government officials, 5) a high percentage of illiteracy and/or a high birth rate and, 6) availability of persons willing to receive training in functional education for family life planning and in motivating, organizing, and teaching adult learners in their barrio.

The demonstration barrios, numbering eight in 1970-1971, were expanded to 50 during 1974.

Another of the project's major functions is training. In the earlier stages of the project a large percentage of the pilot classes failed to achieve expected results. Only five out of eight classes were completed. Careful evaluation revealed that the failures were caused in large part by the lack of preparedness, confidence, and knowledge of their functions on the part of the teachers and leaders.

PRRM staff, therefore, gave increased attention to the planning and implementation of training programs for leaders, teachers (Community Resource Developers or CORD's) and volunteers.

The training consists of two approaches. Initially, the project invited the head of the local government (the barrio captain) and a civic leader of his choice, to participate in inter-barrio leadership training. In this three-to-five day session participants discuss principles of administration and supervision, fund raising, motivation of learner interest, literacy and family life planning, and the history and purposes of the project. In addition, the leaders are introduced to the various community action agencies which can support local programs.

After the training the two participants are expected to return to their barrios to inform and organize community leaders, both public and private, to support functional education programs in their barrios. Classes are not set up until the total group of local leaders agree to plan, organize, and implement programs.

This local group of leaders usually evolves into a PEB, the local community group responsible for determining the educational needs as well as the organization of programs to meet such needs.

The project has 50 PEB's covering the pilot barrios, and over 250 members have been trained. Subsequent training is offered to PEB members from time to time.

Secondly, PRRM trains teachers or CORD's to conduct the literacy classes in the barrios. The PEB's select local persons, usually youths acceptable to the barrio people, to receive

a 15-day training session. Subjects include the need for planned functional education and family life programs, adult learning techniques, basic teaching procedures, preparation and use of instructional materials, practice teaching, and other topics relevant to their role as community resource developers.

The PEB usually selects potential teacher trainees according to the following criteria: residence in the barrio, age over 21, willingness and ability to accept training and pass an initial screening, and literacy (preferably with a college or high school degree).

In-service training sessions are held at various intervals to help sharpen the CORD's skills, review problems, and discuss new techniques, ideas, or experiences.

As the project progressed, it was reaffirmed that local persons interested in the educational development of their fellow barrio citizens were the more successful teachers.

Those accepted for training were receptive to new approaches to learning such as discussion and group interaction and unencumbered by preconceived notions or previous indoctrination. They served as local examples for the students, and their employment as teachers gave them personal inspiration, self-confidence, and an opportunity to earn a small but important remuneration. By the current year 61 CORD's have been trained for the demonstration barrios. The CORD's are supported by funds solicited by the barrio-level PEB's.

Since the training of the PEB's and the CORD's was instituted, the dropout rate in the functional literacy classes has been reduced dramatically.

The project staff also trains Functional Education Volunteers (FEV's), knowledgeable farmers, mothers and out-of-school youths who recruit and organize, and specialized teachers for functional education classes in vocational subjects such agriculture, home management, and agro-industrial education. The topics of training are similar to that of the CORD's except that literacy is not included since the participants are expected to know how to read and write. Seventy-six FEV's have received training.

The project offers specialized training to groups—educational, governmental, and civic—at their request. Many agencies and institutions have become interested in adult learning and wish to integrate functional education, family life planning, and community concepts into their programs necessitating training of their staffs. An example is the Department of Education and Culture's district supervisors and adult and community educators (ACE) in Nueva Ecija who were given training in the concepts and methodologies of functional education for family life planning.

A recent project, initiated by the Integrated Association of Nueva Ecija (IANE), is the "barefoot techinician" program. This program attempts to make available in the barrio a group of people with technical knowledge in such specific areas as agriculture, veterinary medicine home management, functional home nursing, and mushroom production. These technicians will be selected from the barrio community to learn and share basic principles and practical knowledge with the barrio people through demonstrations and classes. They will also be expected to train other interested persons to carry on their work at a future time.

It is not suggested that the "barefoot technicians" replace the already existing cadre of governmental and nongovernmental specialists. Their function is to offer immediate, but limited assistance to the barrio and to call upon specialists for more detailed information.

IANE has invited the Functional Eudcation for Family Life Planning Project staff and PRRM's technical personnel along with specialists from governmental and nongovernmental agencies to provide the initial training of these "barefoot technicians."

During its first year, the Functional Education for Family Life Planning Project offered free training and a stipend to the CORD's. However, after the second year local financial allowances from the CORD's community were adopted. The project and the community share costs for leadership training, transportation costs, food (usually in the form of rice), and bedding. Training costs are absorbed by the project. The costs for specialized training are met by the various agencies whose personnel receive the training.

It has been demonstrated that once people have accepted adult education programs as their own, they will provide the necessary resources, including financial, to sustain them.

The project has also had a qualitative effect both on the participants and others in the barrios, municipalities, and the province of Nueva Ecija. Rural people who once were complacent, unwilling to become more involved with others, and suspicious of organizations have learned more than literacy and vocational skills. They have learned to think critically and to interact with their fellow citizens at various levels to achieve some community goal or objective. Agencies and officials have become more responsive to the needs of the people and are beginning to support their community action projects. Adult and Community Educators (ACE), supervisors, and coordinators are fostering the establishment of barrio level Population Education Boards. Cooperation instead of competition among people and agencies has been demonstrated to be more successful in achieving positive results.

VI. FUTURE

The Functional Education for Family Life Planning demonstration project will end on June 30, 1974. During its four-year operation a number of things were accomplished. Among the more significant are:

- development of educationally oriented groups in barrio, municipal, and provincial levels designed to plan, develop, and promote functional education programs;
- development of training programs for leaders and functional literacy/education teachers and promoters;
- testing and revision of functional literacy/education strategies in demonstration barrios;

- development of situation-specific learning materials for the educational programs.

Project planners expect to continue their efforts to increase the capabilities of the rural people of Nueva Ecija by aiding in the further development of educationally oriented groups organized and managed by the people. Such a strategy, they believe, will help to develop permanency, continuity, and the expansion of functional education for out-of-school adults.

To further implement the concept of institution building, the project staff will assist the various educational groups to create learning centers in barrios, municipalities, and in the province. Learning centers are expected to become points of confluence for adult education where programs, courses, and other forms of training will be organized, coordinated, and implemented. Learning center personnel will also develop methods, materials, and curricula relevant to the specific needs and desires of the people they will serve.

It is expected that the development and implementation of learning centers will be a natural extension of the philosophy of community involvement in the educational process.

VILLAGE POLYTECHNICS—KENYA

I. SETTING

Like most of the other nations of sub-saharan Africa, Kenya is a predominantly rural country with nearly 90 per cent of its 12 million people deriving their income from the land. The average per capita income of approximately $120 per year reflects a small minority of wealthy persons and the vast majority of the rural population who earn less than $100 per year. The gap between the urban, industrial sector and the rural, so-called "traditional," sector, and its effects on youth are of great concern in many developing countries, but Kenya has made notable strides in dealing with the problem.

II. PROGRAM

A pioneering report of the National Christian Council of Kenya (NCCK) in 1965 entitled "After School What?" focused attention on the hundreds of thousands of primary school graduates who had little hope of finding wage employment or further education, yet who were unprepared—in knowledge, skills or expectations—for the rural environment into which they were left. The NCCK report coined the term "Village Polytechnic" (VP) to describe the kind of post-primary training institution needed to prepare rural youth for self-employment. In September 1966 the Kericho Conference on Education, Employment and Rural Development focused more national and international attention on the problem and again recommended the establishment of Village Polytechnics.

During the next several years the Kenya Government undertook an experimental research program of integrated rural development. The 1970-74 Development Plan referred to Village Polytechnics as part of a broad policy of youth training and rural development. When the program got underway officially in 1971 with financial support for 40 VP's it built upon the previous efforts of the NCCK, other voluntary agencies, and government-assisted youth centers. By 1974, there were 75 Village Polytechnics with some 4,000 trainees located in 40 of Kenya's 43 districts.

III. ORGANIZATION AND ADMINISTRATION

As described by the handbook produced by the Youth Development Division of the Ministry of Cooperatives and Social Services, the purpose of the Village Polytechnic is to be "a low cost training center in a rural area. It aims at giving primary school leavers [graduates] from that area skills, understanding, and values which will make them able to look for money-making opportunities where they live and to contribute to rural development by building up the economic strength of their own community." These dual objectives of developing individuals and their communities are interdependent.

Almost all VP's offer training in carpentry and masonry for boys and in dressmaking and domestic science (usually including cooking, handicrafts, and childcare) for girls. Other courses include: commerce (including bookkeeping, accounting, and typing), taxidermy, leatherwork (including tanning and shoe-making), metal work/tinsmithing, welding and fitting, motor mechanics, plumbing, baking, tailoring, agriculture (including animal husbandry, horticulture, and beekeeping), painting, signwriting, and technical drawing.

In addition to these courses which are offered at several Village Polytechnics, one also offers training in electrical work and another in tractor driving.

Most of the courses are two years but baking is usually six months, and there is an effort to make the time period more flexible in order to allow for differences in trainees' ability and in the nature of the job market.

Most of the trainees specialize in one skill area, but there is a tendency to require some bookkeeping and accounting for all trainees on the assumption that these skills are vital for any self-employment.

All Village Polytechnics are run by management committees made up of local persons with a particular interest in the program.

As of June, 1974, there were 375 instructors in the 75 government assisted VP's (including managers who also serve as instructors). The most dramatic recent development was the increase in professional staff posts in the Youth Development Division of the Ministry of Cooperatives and Social Services from 9 in mid-1973 to 22 in 1974, prompting some observers to remark that the employment-generating potential of the VP's began locally.

Under the Principal Youth Officer there are now three Senior Youth Officers (for administration, training, and research), Provincial Youth Officers, and (eventually) District Youth Officers. In addition to these officers there will be staff in the Research and Training Center to take over from the expatriate advisors in occupational surveys, agricultural education, village technology, curriculum development, community education, women's training, and instructor training. As might be expected, the rapid increase in administrative staff had the short-term effect of slowing things down as decisions and requests had to pass through more layers in the structure. In the longer run, however, the advantages of greater communication and coordination, and the ability of the central staff (including the Research and Training Center) to assess local needs and maintain an innovative momentum in the program should compensate for the additional red tape. Thus far, the central staff has shown considerable creativity in exploring new crops for agricultural courses and new technologies for technical courses such as simple charcoal stoves and ox carts.

One of the basic factors behind the Village Polytechnic movement has been the desire to keep costs sufficiently low so as to: a) enable VP's to be replicated throughout the country, and b) enable trainees to learn under realistic conditions. In 1973-74, the Kenya Government spent just over $600,000 on the Youth Development Division (including both Village Polytechnics and the lower-level Youth Centers), and another $440,000 was provided from overseas. In 1973, the NCCK gave some $35,000 in grants to Village Polytechnics in addition to its staff and other expenses.

According to the evaluation of the Village Polytechnic Program recently completed by a team from the Norwegian Agency for International Development and the Kenya Government (usually referred to as the Norad report), recurrent costs per trainee run from $75-100 per year. Since equipment and tools have come from Unicef and many other sources, it is difficult to estimate overall costs, but the Norad report assumes that it is close to $250 per trainee per year.

Interesting patterns are emerging with regard to the funds generated from the sale of goods and services produced by the trainees. Usually, the proceeds are accounted for by course so that a manager can keep track of the expenses and income of each skill program. Although patterns differ, a number of VP's set up funds for the graduates from the proceeds or buy tools and equipment to plow back into the VP. Frequently, a proportion of the proceeds goes straight to the trainees in the form of pocket money, which can be a powerful incentive in training.

A particularly promising development initiated by NCCK is the establishment of a revolving loan fund of which VP graduates could purchase tools and equipment. This and similar schemes have recognized the difficulty of a person—regardless of his technical skills—getting started in self-employment. Tools, capital, land. or other basic inputs are needed, as well as the know-how.

IV. EDUCATIONAL STRATEGY AND RATIONALE

A fundamental premise underlying all Village Polytechnics is that training should conform as closely as possible to the realities the trainees will face when they leave. This has affected:

(a) the courses-which are supposed to be developed in response to identified needs in the local area;

(b) the technology—considerable attention is being given to the identification and development of appropriate technology which should be low cost, relatively labor-intensive, easy to make and repair; and

(c) the training—whenever possible the trainees sell what they produce on the local market or they work on a contract basis in such fields as masonry or motor mechanics. This not only generates badly needed revenue but also helps ensure that the training is relevant to local needs.

Some Village Polytechnics are autonomous, some fall under various church voluntary agencies' auspices, and some consider themselves as belonging to the government. A typical pattern is for a management committee to seek help from NCCK (which in turn raises funds from overseas to support the Village Polytechnics), and perhaps later to get support from the Youth Development Division of the Ministry of Cooperatives and Social Services. Although one frequently hears a VP refer to its being "taken over" by NCCK or the government, this is a misunderstanding of the grant-in-aid system by which NCCK or government subsidize the projects.

One can get a better understanding of the apparent confusion over the role of outside support by examining Kenya's unique Harambee, or self-help, tradition in education. Studies of the privately financed secondary schools, which grew from only a handful at independence in 1963 to far more than the government supported schools by 1969, and of the more recent "Colleges of Technology" at the post-secondary level indicate that while parents were willing to take matters into their own hands to provide additional educational opportunities in the short term, their long-run objective was for the government to take over the self-help institutions.

Although both institutions offer a second chance for primary school graduates, it is important to distinguish between Harambee schools and Village Polytechnics. Harambee schools offer: (a) high-cost (usually over $100 or double the regular secondary school fees); (b) poor quality (as judged by examination results); and (c) academic education in an effort to get children back into the formal school system. Village Polytechnics on the other hand offer: (a) low cost (usually $15-20 per year); and (b) vocational training leading to local self-employment. Because of the enormous social and economic differences between urban wage employment and rural self-employment, people in rural areas have frequently viewed any type of education or training (agricultural, vocational, commercial) as an alternate route back into the academic stream that seems to lead to urban wealth, despite the overwhelming odds against their achieving the prize at the end. Harambee schools are a costly gamble for rural people hoping that their child will be one of the fortunate few to make it into a government supported school. Village Polytechnics represent a more realistic possibility and may prove to be an inexpensive way of assisting partially educated young people to lead productive lives in their communities.

The fact remains, however, that the impressive level of community support in the early stages of establishing a Village Polytechnic may weaken after outside support is forthcoming. Both the NCCK and the Youth Development Division of the Ministry of Cooperatives and Social Services are sensitive to this problem and, despite the inevitable effects of bureaucratic procedures and regulations concerning staffing and financial matters, they are determined to preserve the prerogatives of the management committees in shaping the programs of Village Polytechnics.

V. ACTIVITIES

The Youth Development Director is encouraging the formation of "work groups" of VP graduates (intentionally choosing a broader term than cooperatives) and they have published a well-illustrated, simple pamphlet entitled How to Start A Work Group At Your Village Polytechnic which explains in straightforward style how to set up a group and what advantages can result from collective activity.

A key question, yet to be resolved, is the extent to which VP graduates will put existing craftsmen out of work or create new opportunities in the rural areas. A large sign in the office of the advisor to the Youth Development Division reads "Training Alone Does Not Create Jobs," yet the Village Polytechnic Program is based on the assumption that the proper kind of training generates further opportunities for self-employment in rural areas.

In an effort to clarify this issue, the Youth Development Division published another report entitled What Happens to Money in Rural Communities. The booklet is in the form of a self-instructional exercise called the "Interdependent Community Game" in which participants at a workshop would learn what happens to money in rural areas by assuming the roles of various local persons. By seeing the flow of money through the hands of farmers, teachers, tailors, truck drivers, shopkeepers, etc., the management committees, instructors, and trainees in Village Polytechnics can come to understand the effects of increased skills in stimulating other sectors of the local economy.

The challenges of rural development cannot be solved by good intentions, however, and the ultimate test of the Village Polytechnics will be what happens to the youth after they complete the training courses. Although no detailed research has been done, preliminary sampling of VP graduates indicates that most of them are either self-employed or have found wage employment. The Norad report uses the figures 50 per cent–75 per cent and a researcher in 1974 concluded that at least 90 per cent of the boys trained in a VP in Western Kenya found productive employment, but the figure for girls was extremely low. This raises the problem of defining realistic goals for the training of girls since their entrepreneurial opportunities are subject to stricter cultural sanctions in rural areas than is the case for boys. As opposed to West Africa, rural women in Kenya cannot easily sustain themselves in respectable self-employment. However, most observers feel that VP graduates, whether male or female, are significantly better off than their colleagues who never received such training. Even if few girls in an area get established in full-time self-employment, their training cannot be considered a waste if they have healthier, smaller families, can prepare more nutritious meals, and can make and repair simple clothing and household items.

It is generally agreed that the demand for skilled artisans in rural areas is limited by the level of development of the areas concerned. One can foresee the time that unemployed VP graduates might flood the local markets in carpentry or masonry, but the Village Polytechnic movement is extremely sensitive to this danger and both NCCK and government staff continually urge management committees to broaden and diversify their offerings.

It is also important to keep the scale of the program in perspective. In 1974, only 0.5 per cent of the 16-19 age group were enrolled in Village Polytechnics, or about 2 per cent

of all primary school leavers. Even if the present plans for expansion discussed below are achieved, it is hard to imagine that the demand for rural artisans will be saturated. The problems of supply and demand of intermediate level manpower are more qualitative than quantitative however. An incompetent carpenter may have difficulty getting work in any village yet the clever, flexible, innovative entrepreneur can usually find opportunities in situations which are supposedly saturated with trained people.

The staff responsible for developing the Village Polytechnic Program in the Government and the NCCK is aware that the less tangible qualities of learning to identify and exploit changing opportunities may be more important than the acquisition of technical skills, but such intangibles are also much harder to teach. Despite the theoretical advantages in terms of flexibility and relevance to local needs that so called "nonformal" training programs can have over rigid, academic formal school systems, the fact remains that whatever is taught must be done by relatively untrained instructors with inadequate equipment to train those whose motivation is mixed.

VI. FUTURE

Although the Village Polytechnic Program is just over three years old, it has attracted considerable outside attention and the Kenya Government has committed itself to the rapid expansion of VP's from the present 75 to 250 government supported projects by 1977-78, with paralled expansion of supporting staff and budget. As a result of the very favorable Norad evaluation report, the Norwegian Agency for International Development has agreed to share in the costs of the expanded program and UNICEF and other donor agencies have supported parts of the VP Program.

In addition to the numerical expansion of the Village Polytechnics, the Norad report made 10 recommendations concerning qualitative improvements which are needed:

(1) diversification of the training program;

(2) broader-based training for girls;

(3) more emphasis on agricultural training;

(4) greater innovation in training methods;

(5) increased community involvement;

(6) greater involvement of instructors and trainees in program management;

(7) resistance of the tendency towards reliance on formal qualifications for staff hiring and compensation;

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(8) more attention to staff needs when starting a Village Polytechnic;

(9) greater integration with other programs for rural development and out-of-school education; and

(10) establishment of future evaluation criteria.

The government and the NCCK are in general agreement with these recommendations and are moving toward the achievement of many of them, in particular the development of support services which include an excellent newsletter containing practical suggestions for program and staff development of materials by the Research and Training Center, and improved staff and instructor training programs.

The success or failure of the Village Polytechnics will ultimately depend more on factors outside of their control than on the supporting services (regardless of their high quality) which they develop. Many programs of rural development have been frustrated by the difficulties of integrating the overlapping, and often conflicting, jurisdictions of many government departments and private agencies. For example, the adult education and community development programs in the same Ministry of Cooperatives and Social Services have not been fully integrated with the Village Polytechnic Program, and it is even more difficult to coordinate services with rural training programs run by other Ministries.

A more fundamental tension exists between the needs to relate the VP's to the local needs and the tendency towards greater central control due to government support. Paradoxically, it appears that centralized initiatives are constantly urging greater local diversification of courses and technology, yet the reliance on formal qualifcations and regulations for staffing may conflict with local felt needs. Centralized guidance in the establishment of work groups and revolving loan schemes for VP graduates is clearly necessary, but the ultimate success of these efforts will depend largely on the ability of the local institutions and trainees.

In its first years of existence, the Village Polytechnic Program has shown an imaginative and pragmatic approach to the problem of providing low cost training for rural youth.