

THE COORDINATION, DEVELOPMENT & IMPLEMENTATION OF NONFORMAL EDUCATION IN PAPUA NEW GUINEA

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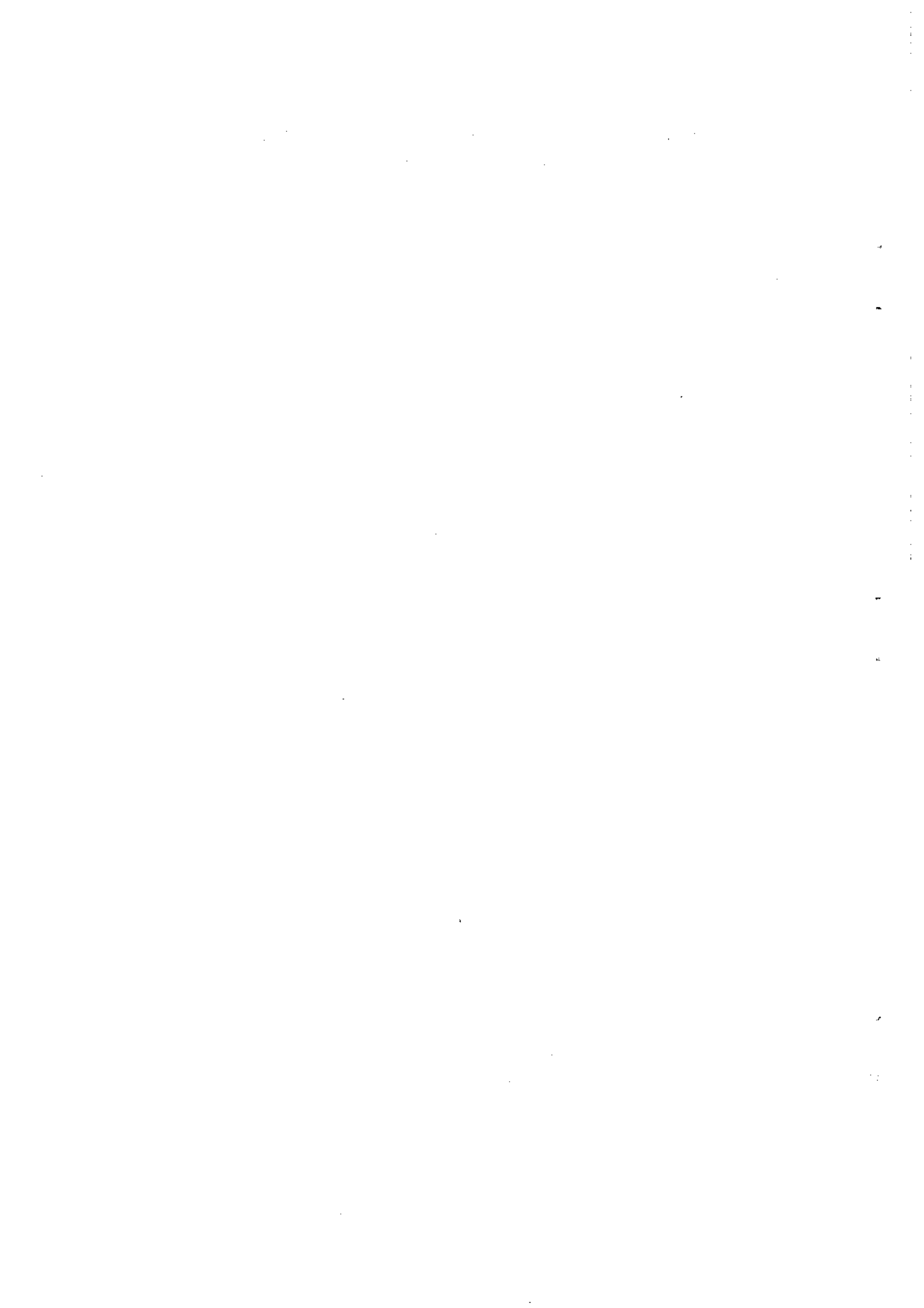
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EDUCATION III - NONFORMAL EDUCATION
MINISTRY OF EDUCATION
WAIGANI

COVER DESIGN BASED ON AN IDEA BY OWEN KAIRI



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*To all the villagers
whom we visited
whose hope
for new opportunity
was kindled
by our interviews*

| | | |
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1.0 SUMMARY

The current state of the art in nonformal education in Papua New Guinea is both exciting and problematic. It is exciting because of the specialised expertise that is emerging in small pockets here and there around the country. But it is problematic because there is still no mechanism for sharing ideas and resources or for spreading the word about the opportunities that have been developing so that disadvantaged groups without special links to the outside also have a chance to participate in learning and development (see 8.1).

The challenge here has been to propose a kind of development for nonformal education that promotes the needed coordination while gradually freeing up experienced and effective administrative power as financial resources expand.

Fortunately there has been input from a wide cross-section of people involved in nonformal education programmes around the country, but the ultimate effectiveness of what is eventually adopted will depend on the degree to which even more people can become involved in the planning process.

This document has been prepared so that it can be used in any of three different ways, either as:

- a. a brief statement of the general findings including a listing of the primary recommendations (through page 16), or...
- b. a fuller sketch of the overall proposal minus the supporting commentaries and appendices (through page 100), or

- c. the complete document including the summary, the overview, and all the supporting commentary and appendices (through page 323).

1.1 Kinds of Nonformal Education

The priority areas of concern within nonformal education can be divided into three major areas. First of all there are those areas of concern that centre around the coordination of existing programmes within a variety of NFE institutions around the country through conferences, workshops, exchanges, and the sharing of resources and personnel.

The second area has to do with what some have called basic education. Such basic education includes basic information about government and nongovernment programmes and services as well as information about the individual's role in gaining access to those programmes and services. Basic education also includes literacy and numeracy skills which are needed as tools in order to make use of the other agency programmes. Finally, basic education includes certain kinds of short term skill training aimed at the rural village population. This training needs to be responsive to new income generating opportunities that arise as rural areas develop (App. VI & X). It is expected that these training opportunities will come and go with changing circumstances, that most will be relatively short-term rather than involving long periods of centre-based residency, and that they will involve a combination of village-based and centre-based stages to the training.

A final area of nonformal education that needs special attention is that of vocational education. While the relevance of some vocational training has been questioned, some of these institutions have succeeded in providing a stepping stone for quite a number of school-leavers into wage employment, usually in some kind of a centre rather than in the village itself. In fact, some employers are now preferring to hire vocational school trainees with their basic technical skills and then build on that with their own more specialised training programmes. So if a particular vocational school can demonstrate the viability of its programmes in terms of a significant percentage of placements, such schools should have a continuing role in meeting the country's training needs. Where this is not true, particular institutions need to be provided with assistance in revising their training programmes to match the skill training needs of their particular areas.

The proposal discussed in 3.0 below outlines coordination and development for each of these areas and in the process suggests a schedule of implementation that eventually incorporates each of the primary recommendation that follow in 1.3.

1.2 Process vs Prescription

One of the chief concerns expressed by the existing nonformal education officers at the recent NFE conference in Goroka was that a whole new system would be handed down to them from Waigani that would upset all of their existing work and plans. This proposal, however, focuses on providing the kind of services that will help enable these officers and NFE workers generally to do an even better job with whatever plans they

have in place. In other words, it focuses on improving the process of doing nonformal education as we try to meet local learning needs.

Each province will continue with their current agenda and while they will have the opportunity to take advantage of new services as they become available to improve their effectiveness, their participation in taking advantage of those services will be completely up to them. This proposal is not suggesting a new set of directives that will come from the top that provinces are expected to fit into.

1.3 Primary Recommendations

That in addition to vocational education, nonformal education should gradually expand in two major areas:

- a. in coordinating the work of all existing NFE agencies in each of the provinces through conferences, exchanges and publicity
- b. in promoting Basic Education through training services related to information on agency programmes, basic literacy/numeracy training, and basic village skills training

That Basic Education services be introduced gradually province by province according to need, motivation, existing structure, and regional distribution.

That there be a National Officer whose sole responsibility is to service the needs of the provincial Nonformal Education

Officers in terms of organising in-service training, liaising with them on relevant departmental affairs, and providing them with full information on all agency programmes and services as they change and develop within the country and overseas.

That each province should be provided with assistance in collecting a data-base of all agencies involved in village learning programmes within that province.

That assistance be given to help establish the proposed Basic Education Association in order to:

- a. Provide a voice for NFE in creating direct representation in the decision-making process within the Department of Education.
- b. Provide an alternative channel for getting information to the provinces and the villages on current agency programmes and services, and funding possibilities world-wide.
- c. Provide training services for trainers in specialised areas not currently available within the Department of Education, viz.,
 - literacy/numeracy and basic skill material design
 - translation techniques
 - local materials production skills
 - village instructor training
 - survey and participant evaluation skills

- traditional learning styles

That Information Banks be developed gradually for each of the provinces where the information on agency programmes and services is easily accessible to representatives of village groups.

That Literacy Advisors be introduced gradually province by province where this is part of the provincial plan, where there is demand, and to the degree that support services are in place at the national level to coordinate training and supervision.

That transportation and communication allowances (for use on public transport and communication services only) be provided as part of any training associated with information services or basic skill training both for the trainee to get to the relevant training centre and for the trainer to visit trainees on site in the work situation.

That new positions developing in the areas described as 'Basic Education' not be incorporated into the teaching service but mark the emergence of a new career track with its own standards based on performance and successful skill transfer rather than formal credentials, the Basic Education Association becoming the vehicle for coordinating career related concerns (see Appendix XXX).

That PNG elect to participate in the ILO Curriculum Bank Scheme to strengthen curriculum development and staff training in vocational schools.

That training, planning, and evaluation follow the self-designed participative format outlined in this report, relying on the relevance of the skilled expertise that has been built up over the years within Papua New Guinea in favour of too much dependence on outside expertise.

1.4 General Findings

Each of the sub-topics under this heading are treated in more detail in Section 3.0 and 4.0. However, summary statements are offered here on several of the major concerns of this study.

1.4.1 Administrative Capacity

Administrative capacity is generally weak, particularly in the government centres and offices, the nongovernment agencies showing more of a mixed bag, strong in some places and weak in others.

However, a rapid buildup of administrative structure, particularly at the district level must be avoided. The most critical needs for getting basic education off the ground include:

- a. a provincial literacy advisor for those provinces whose plan calls for it and the position has not yet been filled

- b. a networking position at the national level whose job description includes networking special interest groups across existing agencies as well as advising the provincial NFE officers (see 9.2)

- c. a literacy advisor at the national level to network existing literacy projects around the country and assist provincial literacy advisors

- d. the separation of administrators, inspectors and curriculum advisors of the more formal vocational schools oriented to wage employment from those oriented toward self-employment in the village setting. The standards needed for these two types of schools are entirely different as are the approaches for reaching them. The former can be adjusted to the formal pattern, but the latter must be responsive to village needs, schedules, and candidate decisions (see, 9.3)

1.4.2 Training for NFE Staff

Training programmes for provincial nonformal education officers, centre-based extension officers, district officers (when and where they exist), and local community group leaders should not consist of formal course requirements, but self-designed training workshops, counterpart training, and in-country exchange experiences.

The basic training model at all levels would consist of:

- a. one month of centre-based training to introduce basic concepts and theory
- b. two to four months of counterpart training where the trainee is attached to an already successful worker as his or her aide
- c. six to eight months of field practicum where the trainee functions independently
- d. one month centre-based follow-up on the trainee's field experience and problem-solving (see 9.4)

1.4.3 Nonformal Education and Other National Departments

It is not realistic to expect all the government departments engaged in nonformal education to be able to jointly

administer NFE programmes because of independent lines of authority governing planning and budget allocations, although there have been repeated unsuccessful attempts to achieve this in the past (see 9.5).

In spite of their problems, the Department of Youth shows considerable promise because of dedication, vision, and flexibility of the kind that is needed for developing effective rural learning programmes. However, their interest is limited to a select group of the population, they are not prepared to deal with literacy/numeracy training, and any turnover of vocational schools faces the added challenge of gaining approval from each of the provinces (see 9.6).

1.4.4 The Delivery System

a. LACK OF INFORMATION

A major block in the system is a lack of information on the part of most communities about the possibilities in terms of agency programmes and services. A common feature of the successful programmes we visited was a special link to a resource person with a lot of contacts with outside agencies. This kind of a link should be generalized and made available to all existing community groups that are interested in any kind of learning programme. Any community group could then nominate their own representative who would then have access to the provincial Resource Bank of information about agency programmes and services along with related short courses and communication

links administered by the provincial nonformal education officer. (see 9.7)

b. TRANSPORTATION AND COMMUNICATION

Transportation and communication links between local trainees and their centre-based counterparts is also a major problem in many programmes. Any serious attempt to address rural learning needs must budget for regular movement back and forth of the coordinating officer and/or the centre-based extension worker. However, expense allowances for public transport and PTC radio/telephone links are recommended over managing NFE vehicles and radios.

c. TRANSFERS AND CAREER TRACKS

The transfer of personnel in and out of nonformal education in conjunction with the formal education career track greatly retards the effectiveness of nonformal education. However, the separation of services for rural training programmes from services for the more formal vocational programmes with the corresponding distinction in training and recruitment patterns should make separate career tracks a reality so that the people being shifted in and out of the rural training positions will all be personnel experienced in the methods unique to rural learning programmes.

However, particularly in rural centres, the transfer of teachers in order to get promotions seriously interferes with the centres' ability to

establish good community relationships with the villages in its surrounding area. Rural people need continuity of personal relationships in order to learn in an optimal fashion (see 9.8). Papua New Guinea's most successful centres, rural and urban, have found that constant transfers also interfere with the staff's ability to function as a team and with individual instructor's ability to develop his or her own course.

d. NEEDS RESEARCH AND EVALUATION PROCESS TO INSURE RELEVANCE TO TRAINING COURSES

The most effective centres (see 9.9), rural and urban, in Papua New Guinea are distinguished by the kinds of links they have with their environment 1) economically, 2) politically, and 3) socially, and their alumnae are employable or capable of self-employment and assume places in their communities upon graduation.

Centres must gear their training to the manpower needs of their catchment areas. In Papua New Guinea this means that most of the training should be in agriculture and closely related skills. Presently, this is not the case. Each centre should be able to specifically state what the centre offers as to courses and skill levels, what the centre expects of students and of their families, what graduates can expect to be able to do upon completion of training, and what follow-up support services and obligations graduates can expect.

1.4.5 Women's Learning Opportunities

Access to education for women and girls is affected by family attitudes which often see education for girls as a waste of time and money. Their access to education is also affected later by family responsibilities since in many areas, girls marry soon after puberty. Women are also largely responsible for the subsistence agriculture output of the nation and the wage economy would not be possible without this subsistence base. It is important then that basic education (literacy, numeracy, awareness of the basic rights and responsibilities of PNG citizens, and training in increased productivity) be made available to women nonformally through learning groups that match the expectations of their families and their role in agriculture production (see 9.10).

1.4.6 NFE Voice

- a. Handout funding has made NFE susceptible to political abuses in the past. However, this proposal which focuses on information flow creates a process whereby community groups themselves apply to appropriate agencies for project funding. There will then be no need for further administration of project funds through NFE.
- b. However, the greatest political block is the lack of any lobbying power in the political process for those who are served through nonformal education. It is their lack of any educational opportunity that prevents them from

understanding the political process well enough to participate in it. Nor is there any Ministry specifically designed to lobby for it.

Given this situation, the present trends in party politics, and the grim economic picture, nonformal education will need particularly effective lobbying if it, with its low status, is going to expand over a period when many other programmes with more political support are contracting.

With this political problem in mind, a nonprofit organisation has been proposed that would be guided by a core of people committed to village learning opportunities. It would function to fill the gaps in the government NFE system as it develops. Its functions would include:

- lobbying for village learning opportunities
- raising awareness about the importance of addressing rural learning needs
- providing technical services that individual provinces cannot afford to provide and that are outside the areas of service normally provided by the Department of Education and so would be difficult to deliver through the existing cumbersome system.

These would include:

- language planning

- translation techniques
- literacy materials design
- learning styles
- participative evaluation skills

Such a basic education organisation would then liaise with the Office of Nonformal Education at the national level while carrying out its services in the provinces.

- c. The lack of direct representation at the Secretarial Staff Meetings within the Department inevitably means a low profile for nonformal education since its approach, training methods, and standards are distinct from those in the formal system and require strong lobbying if they are to remain within the formal system which operates differently. It will be imperative, then, within the new restructuring of the department, that at least basic education be elevated to a position that merits direct representation at the Secretarial Staff Meetings and that its various functions (curriculum, staff training, etc.) not be handled together with that of the formal system. Another solution here would be to target for a separate First Secretary position by 1988 that would overlook all the functions related to basic education programmes. This may be the best answer to the dilemma. Ideally, this could then evolve into a Commission for Basic Education by 1990. The vocational schools that are to remain oriented to

wage-employment skills are more formal and could be treated more like the formal system in the restructuring.

1.4.7 Using Existing NFE Groups

Existing village and community groups along with the non-government organisations should be used in the following ways:

- a. Leaders or their representatives of all existing village and community groups should be offered access to information on all current agency programmes and services.
- b. Exchange programmes should be organised between newly organised programmes and those that are now well established to raise awareness about existing possibilities and hence improve motivation.
- c. Interagency seminars, workshops, conferences, and shows should be arranged at regular intervals for different interest groups within the limits of the slowly expanding administration proposed.
- d. NFE should offer to arrange assistance with the development of materials and appropriate learning styles for any interested agency involved in rural learning programmes, drawing on the expertise of roving specialists with the proposed Basic Education Association.
- e. Nongovernment agencies should be encouraged to use a significant percentage of their expert staff in counterpart training.

2.0 BACKGROUND

It was about this time 10 years ago that Papua New Guinea began realising the need for a more appropriate system of education, i.e. a more basic education that needed to be community oriented. Taking over from the Australian administration brought with it a fresh approach to education that was intended to make education more relevant to the needs of the community. However, the focus since then has necessarily been on the expansion of education to meet employment demands both in the public and private sectors. This was followed by a rapid growth in enrolments, the accelerated building of schools, and a massive buildup of teachers.

Community education is meant to focus primarily on the preparation of young people for their future lives in the rural areas and yet be suitable for both school leavers (grade six) and those continuing on to high school and tertiary education. The new philosophy assumes a community-based education that is appropriate to the local setting (see National Education Strategy, 1979).

Secondary education received very little attention until the early sixties. Papua New Guinea was no different from other developing nations in its need to create a reservoir of educated talent to quickly bring a localization programme into reality before and after independence. A rapid growth in enrolment was achieved from 6,913 to 33,277 between '65-'78, a growth of 481.37 percent over the 13 years (ibid:35). The primary aim of these provincial high schools was to prepare students for further education or employment in the modern sector. For some, this meant leaving at the end of grade 8

to gain skills in practical subjects (agriculture, woodwork, construction, boat-building, and business ventures). Such vocational training was aimed at building a positive attitude toward practical subjects and to life in the rural setting as a contribution to the overall effort in rural development.

The primary aim of the national high schools was to prepare students for third level studies at the universities, teachers colleges and other higher institutions of learning. The programme here focuses on the preparation of future degree-holders who would take top executive posts in the modern sector. However, the intake is low with only 4 such institutions in the country. Such rapid development inevitably means that the majority of the population does not have access to formal schooling. Statistics shows that only about 57 percent of the primary age group receive formal schooling and only 13 percent of the primary age group go to high school (See 8.1). So the majority of the school age population is still outside the formal education system. The challenge for nonformal education (NFE) is to reach this segment of the population so that school-leavers have an opportunity to contribute to the social and economic development of the country.

2.1 THE NFE NETWORK

2.1.1 Within the NFE Divisional Network

Up until now the nonformal education section within the national department has been primarily concerned with vocational centres, a largely formal operation in many ways (See NPEP Plan 1985-88, 1984:128). In comparison to other

educational activities, vocational training receives about 2 percent of the department's budget while other NFE receives only 0.2 percent. In principle, NFE in PNG has received considerable support. However, little direct financial support has been realised.

Current nonvocational funding goes to programmes aimed at the needs of both adults and school leavers. The basic skill training is encouraged through literacy programs for adults and pre-school children (Tok Ples Skuls), while the productive skill training is encouraged through relevant extension programs for both adults and school leavers. The focus has, indeed, shifted from centre-based activities meant only for school leavers to community based activities combined with short term centre-based programs which include adults. The present NFE objectives, according to the MTDS (1984:140) are:

- (i) to concentrate on the provision of productivity skills,
- (ii) to promote activities by community-based groups, and
- (iii) to gradually increase expenditure, especially through the NFE program.

These objectives indicate a new attitude toward NFE and increasing support for an expanded future role in overall national development.

2.1.2 Within Other National Government Departments

Various other national government departments and their provincial divisions are also actively involved in many kinds

of NFE programmes. The scope of these programmes is broad but detailed information is often limited due to poor coordination and publicity. Such programmes may include provision of field training, short courses, fellowships, project assistance, radio and print materials. Among the most committed of these departments are DPI, Health, Commerce, Youth and Women, Sport and Recreation (in Home Affairs). One example, is the involvement of DPI in many community small-scale agriculture projects (poultry, piggery and nutritional gardening), often considered NFE projects. Another familiar example is the Clinical Campaign by the Health extension officers in Southern Highlands which was also part of NFE and the ESSU (Extension Services Support Unit) network. Various attempts have been made in other parts of the country to integrate different extension programmes with those of NFE, for example, the small-holder scheme in Malalaua (Gulf) involving DPI and NFE (Malalaua Vocational Centre) or the East Sepik Agriculture and Nutrition project involving DPI, Health and Education (both formal and nonformal).

2.1.3 Within Non-government Organizations (NGOs)

The NGO's have played a major role in contributing to national development through their NFE programmes either as sponsors or through direct involvement in the implementation process. Many of these NGOs are church-related groups who operate NFE programs involving literacy and occupational skills, often oriented towards youth and associated with social, sporting, and religious activities. Many of these efforts existed long before those attempted within the NFE division and/or other national government departments and have

been very successful (See 8.2).

2.1.4 Within Externally Funded Rural Projects

The nonformal education section within the department has been responsible for the management of various externally funded rural development projects. These projects were either undertaken as rural pilot projects in specific areas to meet specific rural needs or undertaken as components of large-scale provincial rural development projects. Their success has been marginal, however, raising questions about externally funded programmes that do not depend on local participation in both planning and implementation.

The Village Development Centres (VDC) were established out of five vocational centres as pilot projects. They were sponsored by the World Bank over a period of 5 years beginning in 1976 and were known as the Village Development Centre Pilot Project (VDCPP). The training in the VDCPP was expected to shift from centre-based training involving male and female school leavers to village-based training of youth and adults. People were also expected to be involved in community development projects in their villages and to learn new skills through their participation in these programmes. It was originally designed to be a joint project of a number of divisions of government (Health, Agriculture (DPI), Business Development, Information, Welfare, Provincial Affairs and Education). Although the original design was a sound one, the project has been more of a failure than a success. Some of its major problems according to Sheldon Weeks (1980) and Apelis (1981) were related to the organization and administra-

tion of the project and involved a lack of proper consultation, poor coordination, and transport difficulties.

Other examples are the joint Bernard Van Leer Foundation (BVLF) and UNICEF funded project in the Kaipi Area, the Community Education Pilot Project (KACCEP) in Malalaua District (Gulf), and the Comprehensive Education of Disadvantaged Children Pilot Project (CEDCPP) in the Lumi District of the West Sepik Province. Both the KACCEP and the CEDCPP were established response to malnutrition problems in the Malalaua and Lumi districts. These areas were selected as pilot areas from an earlier feasibility study of six districts in selected provinces (see Proposal for Pilot Project in Comprehensive Education of Disadvantaged Children, 1981). Like the VDCPP, these projects were also faced with problems of consultation and coordination between government divisions and concerned non-government agencies. Again, other problems were related to transportation difficulties and general attitudes about keeping to traditional lines of authority by different extension offices.

Further examples arise out of NFE programmes that have been part of large provincial rural development projects, such as the Extension Service Support Unit (ESSU) in Southern Highlands and the Agriculture and Nutrition Education (Ag. Nat) in the East Sepik. ESSU was a component of the education sub-project of the South Highlands Rural Development Project (SHRDP), a World Bank sponsored project. The Ag. Nat program was the educational component of the East Sepik Rural Development Project (ESRDP) sponsored by the Asian Development Bank. Both projects have now come to an end although similar

projects are being established in Enga and West Sepik, and possibly in Milne Bay and Manus. Like the VDCPP, KACCEP and CEDCPP, the educational components of the SHRDP and ESRDP were originally planned to be integrated into provincial projects. However, the management and administrative problems served to block any successful implementation of these extension related NFE programmes. Some of these problems will be presented later but a recent study on ESSU in Southern Highlands shows many NFE programmes failed to achieve their intended goals because (see Dodds and Apelis, 1983) a large part of the project money was used to set up the huge organizational structure with the creation of new positions at both provincial and district levels, with very little being used on the promotion of actual community integrated programmes (see Dodds and Apelis, 1983). Extension officers from related divisions could not work together, because they were still accountable to their separate lines of authority and were ultimately committed only to their own extension programmes. The failure in ESSU, as in many other similar rural development efforts, stems back to planning in isolation with respect to local needs. This is not to say that attempts have not been made in the past to involve Papua New Guineans. But the planning of these programmes has not depended on the opinions of the local population. Projects should not be forced upon people simply because funds are available.

2.2 NFE - A PROVINCIAL FUNCTION

NFE is clearly a 'provincial function'. Where it is currently planned and administered, it is in line with the overall government policy on decentralization. The provincial

level is the most appropriate place for it because of the lack of uniformity in NFE programmes. Provincial Education Plans reveal that provincial governments vary considerably in their NFE programmes. This is so because of differing needs and differing circumstances. Some provinces have been very active (for example Southern Highlands, Western Highlands, North Solomons, Oro and East New Britain). Others (like New Ireland, Manus, West New Britain and Milne Bay) still have a long way to go, some yet without Education or NFE Plans.

The NFE Plans (for those who have them) fall into several categories:

- (i) those where NFE is part of a Divisional Plan - normally as a section of a Provincial Education Plan (eg. Southern Highlands, Western Highlands, Gulf);
- (ii) those where NFE is part of an overall Provincial Plan - normally as a sub-section of the education section plan (eg. Enga, West Sepik, East Sepik, Simbu); and
- (iii) those where NFE is a section, having plans which would normally be incorporated into the divisional plans but produced separately (eg. East New Britain).

Plans vary partly because of different community needs and the problems involved. But another important factor contributing to the different stages of NFE in the provinces is the level of motivation among politicians and administrators. It seems clear that the future of NFE as a provincial

function depends very much on 'political will', with a Provincial Education Minister fully supporting the NFE programmes and regarding them as equally important along with formal education. An example of what is emerging along this line is the case in Western Highlands, where the Provincial Education Minister and his Assistant Secretary (Educ.) are both supportive of developing NFE in the province. This has resulted in the quick production of an Education Plan with NFE being given priority over the other sections of the divisions in relation to future government fundings. It is ideal to have politicians and administrators working together being appreciative and supportive of the needs and problems of local communities.

3.0 OVERVIEW OF PROPOSED ALTERNATIVES

The introduction outlines three major areas of focus for this stage in the development of nonformal education in Papua New Guinea. First of all, all the coordination functions associated with networking existing agencies and programmes around the country need to take top priority. Then there is a second area called 'basic education' that includes basic information, basic literacy/numeracy training, and basic village skill training which needs to be slowly developed. Finally, there is the special area of vocational education which has had the major role in terms of government supported nonformal education projects up until now.

3.1 COORDINATION

3.1.1 Collecting The Data Base

One of the chief frustrations expressed by many of the nonformal education officers was that they had no way of knowing what was going on within their particular province in the way of nonformal education. Most realise that a great deal of training is taking place in the rural areas under the direction of various nongovernment agencies but as the system stands at present, the nonformal education officers have no part in planning or coordinating their activities. Before coordination can become a reality, the NFE officers need resources to conduct a survey of all the nonformal activities in the area from both government and nongovernment agencies. While each province will need to plan its own survey in keeping with local conditions, the recent language survey in the Oro Province could be used as a possible reference for such

planning. There, students from the Department of Language (UPNG) worked together with the provincial office for nonformal education, local community school teachers, and key school leavers to collect the needed information. It is suggested that such provincial surveys aim at accomplishing a number of tasks simultaneously. These should include the gathering of information on nonformal education activities and patterns of language use as well as being the point of passing on information about new developments and opportunities in the area of nonformal education generally. We will refer to such a survey again below in our discussion of information services (See also Appendix XXI: Building an NFE Data-base).

3.1.2 Networking Events

As mentioned above, one of the most striking findings of the sampling of NFE projects currently functioning around the country was the number of innovative programmes that are quite effective, but are being developed in isolation so that other areas of the country that are trying to do something similar are not able to benefit from the experience of these already successful programmes. That being the case, one of the important functions of nonformal education should be to try and improve the networking between agencies involved in similar kinds of efforts. This could take place on a number of levels. The recent national conference on nonformal education at Goroka proved the value of conferences on the national scale. However, provincial or regional conferences would have tremendous value as well and would probably be able to gather a greater number of practitioners working in specific programmes, people who need the strength and encouragement that comes from

being able to compare notes with people working under similarly difficult circumstances on related concerns. The sharing of ideas and resources under such circumstances is probably the greatest single service that the government's nonformal education programme can offer to strengthen rural learning opportunities at this point in its development.

One of the important bi-products of such conferences is the greater degree of cooperation that results between both government and nongovernment agencies simply as a result of their becoming aware of what each other's agencies are doing. Natural lines of cooperation result from just meeting people and being informed about what they are trying to do.

Smaller conferences between specific interest groups such as literacy, productive skill training, nutrition, preschools etc. should also be encouraged since the larger gatherings result in only limited attention to some of these more specific areas of need that often require the attention of specialists within the given field. For example, provincial nonformal education officers at the recent national conference expressed interest in organising some kind of planning workshop amongst themselves to crossfertilise their ideas on directions for future planning within their respective provinces.

3.1.3 Exchanges

Several of the effective programmes visited by the consultancy had already engaged in some kind of exchange programmes within their own specific networks where the effectiveness of their ideas were passed on to other areas

through exchange visits.

The Barai Nonformal Education Association in the Oro Province has hosted a pair of observers for periods of two weeks or so from similarly rural areas of the Morobe and Madang Provinces as well as similar groups of village leaders from other parts of the Oro Province. The Hauna Village Learning Centre, in turn, has hosted a delegation from the Barai Association who profited from seeing how they were managing their time schedules and financial arrangements. Other groups have visited the Hauna programme. And the East Sepik recently sent a team to VIRTU in the North Solomons to learn their technique in preparing water tanks for highly saline environments. In the same vein, the North Solomons Viles Tok Ples Skuls, where supplementary classroom materials are currently a problem, could profit from a visit to the Barai Tok Ples Preschools where a series of seventy inexpensive learning games that can be prepared in the village have been developed.

Similarly, the East Sepik Women's Network spread from 7 to 86 groups in six years using this strategy. ATDI nurtured a fried banana chip project in one women's group, and another women's group upon hearing of the first group's success asked to visit the first group's project so they could learn from them. The learning visit was a great success (Cox, May, 1985). In addition, the Eastern Highlands Provincial Rehabilitation Committee is developing a probation system which has created a great deal of interest in the country. Several other provinces have visited the effort to see how they can adapt the scheme to their own environment. It is hoped that

eventually this serial adaptation will result in a probation system that is appropriate for Papua New Guinea.

If nonformal education is to focus on learning by doing, the first step in that exercise is to see something of what the alternative can look like and such exchanges as this provide just that kind of opportunity. Where some areas of the country are already effective with a particular learning activity, others are just starting so that exchanges such as this can prevent the needless effort of 'recreating the wheel' in different regions of the country.

3.2 SUPPORT SERVICES FOR BASIC EDUCATION

In view of the large number of citizens living in rural villages without income generating skills, without the basic literacy and numeracy skills needed to learn income generating skills, and even without the necessary information to know how to find out about getting those skills, such basic education needs to be developed as the major contribution to nonformal education. It is needed to further enhance the village as an attractive place for the young to build their future lives. Basic education, then, which aims at creating the kind of rural training opportunities that will attract young people to plan their futures in the village setting, will need to improve learning opportunities in each of these areas:

- A. Information about the current programmes and services of all government and nongovernment agencies willing to help with the rural development.

B. Basic literacy and numeracy training for those communities who now see these basic tools as important for meeting other learning needs.

C. Village skill training, whether community-based or centre-based (or both) that provides village people with skills appropriate for their particular situation through practical demonstrations, the necessary support skills in management and bookkeeping, and appropriate follow-up that continues through a successful economic cycle of independent operation.

(See Appendix XXVIII: Criteria for Supporting Projects).

3.2.1 Information Services

A common feature of many of the more effective rural training programmes visited in the sample was some contact person who had the means and the skills necessary to move between rural and urban centres and to take advantage of programmes and services that were being offered by various service agencies. Sometimes these were government agencies, sometimes they were mission connections, and sometimes they were connections through other nongovernment agencies like IHAB, CUSO, VSO and others. But the important thing here is that there was someone...perhaps a committed politician, perhaps a return student, perhaps a missionary... someone with longterm commitment to the community who was able to find out about what the opportunities for that village community were, enabling the community to take advantage of at least some of those opportunities.

Building on the effectiveness of this existing pattern, then, it is recommended that one of the functions of the office for nonformal education should be to help coordinate the dissemination of such information. The difficulty of course has been in creating an effective vehicle for bridging the gap between the provincial centre and the rural villages. Too often, it is those outside the community that control such information which, if it reaches the village, arrives in the form that the community must accept or reject without any part in the planning or decision-making process, a fact that almost guarantees its ineffectiveness from the start. If, on the other hand, the community (See 10.1) can pick and choose from among current alternatives and, particularly if they are then able to negotiate with that agency in planning a programme particularly suited to their situation, the chances of success for that programme are considerably improved. The importance of this factor is well-established in nonformal education programmes around the world (See Appendix II: Other Country Projects).

In order to keep this important function in the hands of the community, particular community groups will be able to send their established leaders (See 10.2) to take advantage of an information seminar offered by the NFE officer on current programmes and services available as part of provincial, national and/or international development programs. Returning to their groups with that information, where the group regulates which opportunity to undertake, in which sequencing, and under what circumstances, enables village groups to increase their control over their own future and insures a greater level of motivation and enthusiasm from the participants.

It is the group, then, that approaches the particular agency concerned whether it is the extension arm of one of the government departments or a programme sponsored by one of the nongovernment agencies (see 10.3 below).

It will be important then that the NFE officers themselves be fully informed on the various agencies, their current programmes and services, through periodic in-service workshops, and that they be regularly in touch with the national officers servicing their needs. A national officer whose sole function is to service these provincial NFE officers is a serious need that must be rectified. The national NFE Management Steering Committee and provincial NFE Steering Committees will be one important channel for gathering information about other agency programmes and services, but past experience with such committees has shown that these too are not the most effective means of spreading such information. Because of this, a national association for basic education should be used to complement the work of the Education Department in the gathering and dissemination of this information to the provinces (see 10.4 also).

Further, it is suggested that interested provinces organise this information into an information bank that should become part of the services provided by whichever of their training institutions operates as the best resource centre for that province. This will certainly vary from province to province, but VDCs, University centres, and even public libraries (see 10.5 below) have been suggested as possible homes for such information banks. The important thing will be that this information is as accessible as possible to the

representatives of the village learning groups and that these people be given oral briefings regarding these services as well as access to the stored information.

3.2.2 Literacy/Numeracy Training

While very little careful research has been undertaken, there is widespread consensus among literacy workers in the country that the majority of new literates that arise through nonformal literacy classes soon fall back into illiteracy. This often locks the potential readers into permanent illiteracy since a second serious attempt at such classes after an initial failure is uncommon. One of the important problems here is that most of these programmes fail to take the student from the basic reading and writing skills to a point where he is applying those skills to areas of vital concern in his everyday life (see 10.6 below).

Seldom does the proposed course take the trainee to the point where he is applying his new skill in areas that are likely to change his economic situation, for example. What is needed then are programmes that lead to some place other than simply acquiring basic skills in reading, writing and the handling of numbers.

Compounding the problem in many cases has been ready money for literacy workers' salaries which tends to encourage the inflation of class numbers with passive participants who are willing to help the teacher maintain his or her salary.

To counteract this tendency, NFE could offer any community group the training services needed to establish their literacy programme without sponsoring the literacy programme itself

through the payment of salaries. It would then be only those groups that had organised for some other long-term objective that would be applying for assistance with literacy training and materials design. For example, the development of the Barai Okari Estates among a group of 17 villages in the Oro Province creates a good context for orienting literacy materials around the dissemination of information related to the project, including how to develop it, how to organise it so that the benefits are equitable, getting and processing information from interested agencies, etc.

It would then be the responsibility of that particular group to work out the question of salaries or allowances for their particular programme and this could be expected to vary considerably in different parts of the country. They would have access to the Information Bank, of course, and so be able to find out what agencies are interested in helping with the funding of particular kinds of village literacy projects and the conditions that apply but it would be up to them to work out amongst themselves their solution to the problem.

This kind of local responsibility for funding along with the full provision of training opportunities should prevent unhealthy passive participation in literacy of the kind that has developed here before.

It then becomes the responsibility of the provincial literacy advisors to assess the training needs of the people in his province involved in teaching, materials development, translation, or evaluation, as they relate to literacy and to organising courses related to particular training needs. Depending on his particular background and skills, he may run

some of these courses himself or may choose to call on one of a small core of national consultants to help run the course. Training for these vital staff is discussed under 'Management and Training' below.

Transportation and communication allowances are critical however and should be provided for literacy workers and related staff to use public transport and communication links to get to and from their training sites as well as to get their immediate trainers out to their village locations for on-the-spot supervision at regular intervals.

The relevance of literacy materials being produced in the local setting is crucial to the effective teaching of literacy skills to adults (Freire, 1981) and is best produced within the community itself. The Information Banks will carry samples of materials from other areas in the country and elsewhere as well as skeletons of recommended booklets (as per the PENMAS scheme), but each area should adapt and develop materials specifically suited to their concerns and interests (See 10.7 below).

However, while vernacular languages are critical for acquiring initial literacy skills, they are used along with the three most common languages in PNG in acquiring information (See 10.8). So while literacy needs to begin in a well understood language it is important that the new literate soon bridge from Tok-Ples into one of the more common languages in order to access a wider range of development information. For this reason, it is recommended that the long range goals include the development of common standardised materials in Tok Pisin, Hiri Motu, and Basic English.

At the same time, local translation/production units are to be encouraged because of the importance of the role vernacular languages are assuming in PNG today (Kamene, et. al.). The North Solomons Province, with its relatively advanced pace of development, has taken the greatest initiatives (Delpit and Kemelfield, 1985) in terms of developing vernacular languages for educational use. This is largely due to the fact that parents in regions like this that have been affected by rapid development see their mother tongue language as the major factor in keeping rural community life in tact. It has become the glue that is holding the village communities together through all the adjustments into modern life-especially in terms of bridging the gap between the young and the old. A popular response to questions about the value of the Viles Tok Ples Skuls there was that... 'now the young people are listening to the advise of their parents once again' (Margie Griffin, personal communication and see 10.9 below). This could be an important ingredient for restoring the vitality of village life in other parts of the country... one that will be necessary if old and young are going to cooperate together in establishing rural economic activity.

So vernacular languages are seen to play a small but crucial role in terms of the amount of material that will be produced in each of the various languages. Much more information will be made available through Tok Pisin and Hiri Motu and far more again will be available in English. But the key to accessing all of this information will be literacy skills in the vernacular where the skill is best acquired.

The extent to which the local translation/production units

expands will depend on the role of the vernacular language in that particular area. In areas where the common language is particularly strong, there may be only limited demand for material production in the vernacular. In some of the more remote areas, however, where the common languages have only recently been introduced or in places where the local community has decided to strengthen the role of the vernacular as a tool in community development, the local translation/production unit can be expected to assume a much more important role.

The information gathered by the provincial NFE survey teams will provide the provincial literacy advisor with the background he will need to assist the groups coming to him in planning appropriate translation/production units for the scale of their project.

Table I entitled "Identifying Administrative Needs in the Delivery of Basic Education Services" shows how the key administrative roles fit into the configuration of all key people involved. Four key administrative roles for which the Department of Education would have responsibility are critical to the design of the proposal. They are:

- a. The existing Provincial Nonformal Education Officer
- b. A Provincial Literacy Advisor
- c. A National Advisor for Nonformal Education Officers
- d. A National Literacy Advisor

Of these, the latter three are still to be introduced (as indicated by the solid boxes in the diagram) although a few provinces already have or are about to get a Provincial Literacy Advisor.

Those people within the circles are people who are part of established community groups who are not expected to come under Nonformal Education except in terms of certain kinds of training opportunities. They will continue to be administered by their respective groups and many of the group representatives will receive their skill-training through other agencies as well. What Nonformal provides is the opportunity to find out which agencies are providing which kind of training.

Then, the boxes with the broken lines indicate related supportive roles being filled by what is initially expected

to be an association independent of but related to the Department of Education that may become a Commission for Basic Education at a later date once the needed personnel are trained and free to serve in national administrative roles. While some government assistance will be required to get the association established, it is expected that it will seek external funding for its support during the development period.

3.2.3 Village Skill Training

One thing that was immediately clear both during the sampling of NFE projects around the country and during discussions among the various NFE practitioners at the Goroka conference was that there is a major difference between two streams of activity within what is currently referred to as nonformal education. One kind of activity requires long term residency at or near a training centre, has a fairly standardised curriculum that is repeated from year to year, accepts students on the basis of their past record in formal schooling, and is unofficially oriented toward training that results in wage employment at some kind of centre, perhaps a mission centre of some kind if not directly attached to the urban environment.

This is to be contrasted with the kinds of activities that are oriented more to village life, that are flexible and adjust to the changing economic opportunities that rise and fall with the various stages of economic development in various parts of the country, that involve watching someone perform the activity in the village setting, that are not concerned with formal school certificates, and that adjust the curriculum to the local circumstances each time it is taught. The problem is that

any attempt to try one of the approaches in the circumstances of the other meets with incredible difficulty.

The two different types of learning needs require two different approaches to curriculum development, two different kinds of staff development, and two different approaches to learning styles. So the support services needed for the one kind of training will be very different from the support services needed for the other kind of training. The plight of the vocational schools, then, is that they are now trying to run both kinds of training programmes simultaneously with only very limited services related to either. What is needed here is the gradual separation of the support services for vocational schools so that eventually there are adequate support services for both kinds of training.

With that in mind, we have separated our discussion of the more traditional vocational education from what we are here calling village skill training.

Village skill training is characterized by brief classroom-type discussions, lengthy periods of practical demonstrations where the syllabus is adapted to that particular setting, and followup visits over a long period following the completion of the course itself.

There are a number of good examples of such training going on in the country at the moment (see 10.10 below), but in order to encourage this important effort within the government system, there are several important issues that must first be faced:

- a. the need to reorient skill-training to areas

that are viable in terms of productivity within the target community

- b. the need for better continuity of staff and, along with that, the need for staff with a longterm commitment to extension work
- c. the need for training opportunities for such extension workers oriented toward extension techniques as well as improving technical skills (see 4.5 below).
- d. the need to provide some means for the trainee to obtain financing, equipment, and ongoing supervision until his self-employment effort is firmly established
- e. the need to develop this kind of skill training for adults as a complement to the skill training opportunities being developed by the National Youth Programme.

Consider first of all the importance of the relationship between the skills being taught and the economically viable self-employment opportunities in the region being served by the relevant training institution. Not only must the skill be viable in productive terms, but interest in such training must be demonstrated by the communities involved if the programme is going to have any chance of success. Identifying the skills that are viable in terms of productivity at the village level will need to take place at a number of levels. As mentioned earlier, each training institution will need to launch a study of its own surrounding area, but along with that, the

Information Banks will need to keep current information on possibilities in terms of successful efforts (see Appendices II, III, X and XXII). In addition to this, the provincial surveys as well as the information workshops for group representatives provide opportunities for informing communities about these possibilities. Communities need information before they make a move toward a particular option. Then the training that eventuates builds on local motivation rather than being imposed.

Regarding continuity of committed staff, it is only too apparent that there is a problem in current vocational schools that are attempting some kind of skill training for village communities. Because of their career track within the Teaching Service, the staff in these positions expect to move to other roles in the formal system and so, do not treat the village learning programmes seriously enough and, indeed, cannot be expected to (see 10.11). Regular and sometimes lengthy visits to remote areas require a different kind of life-style and needs to be fundamental to career expectations if it is going to be undertaken seriously. Short overnites in keeping with the rhythm of town life and modern careers does not match with the irregular training schedules required of village training schemes that must adapt to the seasonal and event oriented rhythm of village community life (see 10.12 below).

It is imperative, then, that a separate career track be established for village skill training officers. When changes of staff do occur, they will then be between people with commitment and experience related to extension work and there will not be the constant tension about whether future expectations are to centre around village life or town life.

The current movement toward establishing a Basic Education Association (see below) along with the proposal for an eventual Commission for Basic Education, could well provide the needed structure for such a career track (See Appendix XXX: Proposed Basic Education Career Track).

The need for the trainee to have some means of obtaining financing, equipment and management support services in order to establish the use of his skill in the village community is one that Basic Education should seek to address. It is here that seed money from a revolving fund may be the best solution (see Appendices III, X, XVII, and XXII and 10.1 below).

In the meantime, up until such funds have been made available, the Information Bank will carry information about any other agency support that is currently available for such trainees to establish the use of their newly acquired skill.

Follow-up and supervision (see 10.14) will be stressed in the training workshops for these officers using those who have done this most effectively (e.g., VIRTU in the North Solomons, the ATDI/SPATF/FSP network, St. Josephs, etc.). But it will be important for each training centre to monitor carefully the number of trainees they take on so as to be able to give them adequate supervision until their project is well established. (see 10.15 below).

And finally village skill training need only be developed to the degree that there is a need not being met by other agencies. Each training centre will be able to determine what is appropriate for that particular area. Nongovernment agencies are doing a lot in this area at the moment, and it is an area

that is currently targeted by the National Youth Programme. At the same time, various government vocational schools are turning their attention more and more toward such village skill training (see 10.16 below). If the vocational schools do wind up being transferred to the Department of Youth, it will be important to continually assess to what degree the needs of adults in the area of productive skill training are being met by the NGOs and the extension training of other government agencies or whether the Department of Education will need to institute new programmes for this population group.

3.3 THE BASIC EDUCATION ASSOCIATION (see 10.17)

The formation of some kind of basic education association is recommended to establish a voice for all the practitioners of nonformal education from the village level to the national level who are involved in learning programmes related to:

- multilingual literacy
- numeracy
- village productivity training
- basic citizenship and leadership training (information flow)

Such a Basic Education Association could well develop into a Commission for Basic Education as was proposed at the Extraordinary Meeting of the Faculty of Education in Goroka (September 1985) once the necessary staff are available and could be modeled after similar institutions such as the Distance Training Centre (Lesotho), the National Komuniti Development Trust (Vanuatu), The Americans for Indian Opportunity (U.S.A.), and ATDI/SPATF/FSP and VIRTU here in Papua New Guinea.

The association would support village initiated, organised and controlled learning opportunities by:

- a. ...conducting a national awareness campaign on village learning and basic education

- b. ...helping to insure that critical documents related to government and other agency programmes and services are channeled to the Information Banks in the various provinces
- c. ...liaising with the appropriate officer in the Department of Education at the national level as well as with the provincial nonformal education officers
- d. ...eliciting the support of a core of national leaders committed to developing village learning opportunities
- e. ...supporting the formation of a Commission for Basic Education
- f. ...providing information to provincial and national decision-makers when issues critical to village learning opportunities are being considered
- g. ...initially providing the technical services for basic education that individual provinces cannot provide for themselves in the areas of:
 - language planning
 - literacy/preschool materials design
 - training styles

- translation techniques
- participative evaluation skills

h. ...and eventually administering a trust as per the PENMAS project and the National Education Strategy (Skeldon, 1979) that would fund:

- nongovernment projects
- projects tied to vocational or village development centre training
- travel for interproject exchanges, study tours, & study abroad

The concept of an entity that is related to a government department and yet somewhat independent of that department has been effective in the past in the case of SPATF and VIRTU when innovation has been needed outside the normal domain of the Department of Education. So an association of this kind could well be an important vehicle in insuring the effective delivery of basic education services to the villages.

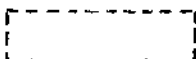
Combs (1985:31) suggests something similar to build a strong, creative, and versatile technical assistance staff whose thinking is free from the conventional forms and ways of doing things within formal education...in an independent institution located on neutral bureaucratic ground. As it gathered strength and demonstrated its competence to assist both governmental and nongovernmental organisations desiring help, it could also become a valuable information centre, a research centre and a common meeting ground for all those engaged in basic education... including, of course, the ministry of education.

TABLE I
 IDENTIFYING
 ADMINISTRATIVE NEEDS
 FOR THE DELIVERY
 OF
 BASIC EDUCATION SERVICES

| LEVEL | Principal Authority | Information Flow | Basic Skills |
|------------|---|---|---|
| COMMUNITY | LEADERSHIP OF EXISTING COMMUNITY GROUPS | COMMUNITY GROUP REPRESENTATIVES | COMMUNITY LITERACY INSTRUCTORS/SUPERVISORS COMMUNITY TRANSLATOR/INTERPRETERS COMMUNITY MATERIAL PRODUCERS |
| PROVINCIAL | LATER DISTRICT NFE/LIT OFFICERS | | |
| | EXISTING PROVINCIAL NFE STEERING COMMITTEE | EXISTING PROVINCIAL NFE OFFICER (counterpart if required) | LITERACY ADVISOR & COUNTERPART |
| NATIONAL | EXISTING NATIONAL NFE MANAGEMENT STEERING COMMITTEE | NATIONAL PNCEO ADVISOR & COUNTERPART | NATIONAL LITERACY ADVISOR & COUNTERPART |
| | BOARD OF NATIONAL LEADERS | BASIC EDUCATION ASSOCIATION DIRECTOR & COUNTERPART | BASIC EDUCATION ASSOCIATION ROVING CONSULTANTS & COUNTERPARTS |



new government positions



new nongovernment positions



existing community positions

3.4 VOCATIONAL EDUCATION

While this consultancy has recommended that the important differences between basic education and vocational education be formalised into a difference in career tracks and different kinds of support services, we are not suggesting any formal change of status for any individual vocational institution. Individual provinces and particular institutions must decide upon the kinds of needs they will focus on, what percentage of their programmes will go into the more traditional vocational training and what percentage will go into village skill training. Some of the training workshops described below will focus on enabling centres to make the decisions and to formulate the plans for their future after careful consideration of the possibilities and constraints of each centre's circumstances. Beyond that, it remains up to the particular staff member himself to decide whether or not he wants to make a career choice in favour of extension oriented village training programmes (or basic education) rather than that of the teaching service (or vocational education). Particular training institutions will have people of both types who will get training and support from different sources from time to time although they will continue to work closely together. Over time, however, it is likely that particular institutions will gradually shift in one direction or the other in their planning of future training.

It is important to reaffirm here that vocational schools, in spite of their problems, are an important part of Papua New Guinea society today, are an important part of the education system, and are meeting a demand in terms of placing their

trainees in wage-employment positions around or near various centres in the country. While specific studies on the placement of young people coming through vocational education need to be undertaken to determine the degree to which this is true, there are indications that employers are preferring to take vocational trainees over against trainees from the technical institutions, sometimes because they will work for a lower wage and sometimes just because they are more flexible with their general skill background and so fit better into the specialised training programmes of the employer's institution (NPO, personal communication). So, for whatever reasons and depending on the particular part of the country, there is a continuing demand for a certain amount of the more formalised skill training of the kind that has traditionally been the forte of vocational schools in PNG.

There are still a number of major concerns facing vocational education at the moment however, viz:

- a. entrance and exit ages of trainees
- b. assessment of viable skills for particular centres
- c. improvement of syllabus and associated training
- d. centre management training

There seems to be a concensus that students who complete Standard Six are not mature enough to be handling skill equipment and do not yet have a strong enough motivation for vocational training. Various people (J. Vilivili and those in 10.18 below) have suggested that, in response to this, the CSE curriculum should be revised and that either:

- a. students do one or two years of CSE between community school and vocational school at a centre

where CSE is being taught, or...

- b. that an extra year be added to the vocational school curriculum with the first year focusing on CSE material, the second year balancing CSE and skill training, and the third year focusing on skill training (J. Vilivili, personal communication & 10.19 below).

Skills taught in the resident courses oriented toward wage-employment also need to be adjusted periodically in order to maximise the relevance of these courses to wage opportunities in their respective catchment areas. While it is true that some employers are looking for a general technical background that they can build on, there are other areas of the country where likely employment opportunities are very limited and the vocational training needs to be related to the current economic conditions of that particular area if the vocational training is going to benefit the trainees at all. Each centre then should periodically launch a survey of skill needs in that area, involving potential employers in their area, provincial planners, the local Information Bank once again, and possibly economics students at the University as a practical part of their training programme (see 10.20 below).

Training for vocational school staff will be enhanced by Papua New Guinea's participation in the ILO curriculum bank project. A condition of participation is the development of appropriate curriculum units to contribute to the bank for other developing countries to use. In PNG's case, this will likely include units on cane furniture making, the construction of ferrocement water tanks, subsistence agriculture, and

technology appropriate to South Pacific environments. By so doing, however, PNG will benefit from gaining standardised, but easily adapted, materials for many of their other standard courses. The project will enable practical training institutions for the first time to have standard high quality curriculum materials and skill tests. PNG will then become the ILO centre in the South Pacific.

Counterpart training will be included for the entire curriculum design process. Thus, the present nonformal education officers whose professional backgrounds are in vocational training would form the core of a curriculum design team for specialised skill curriculum modules appropriate for the South Pacific region. At the end of the project, such a team would both be able to produce appropriate curriculum for as yet unthought of specialised skill areas as well as revise existing curriculum.

This project will enable the Department of Education to fulfill its leader/advisor role as regards curriculum development in practical skills. While this is officially a provincial function, no province (with the exception of Morobe) has yet been able to develop their own curriculum for the teaching of practical skills, and they depend on the national level to provide some kind of a model. ILO materials are easily adapted so that they can be used with different languages and different skill levels and while they will be designed for use in the more formal vocational schools, they will be of use at certain points in the rural training centres as well.

Training assistance for centre management, particularly with the tight budgets with which the vocational schools

operate here in PNG, means that the most meaningful training would come from those who have already managed to find a way to deal with the problems and constraints of this system. For this reason, self-designed training workshops of the kind described under training below are suggested as the most appropriate training option. In this way, the more successful centres can cross-fertilise with the weaker ones for the improvement of centre management. Funds must be made available, however, in order to get these people in one place at the same time to conduct their training workshop. And there will need to be some provision for the chief trainers who leave their programmes to come and assist with the training workshops.

Follow-up and staff transfers are still problems within this more formal side of vocational education although the implications here are not as serious as they are with village skill training so they are not assigned the same level of priority for the purposes of this report.