

4.0 MANAGEMENT AND TRAINING

Philosophy of TRAINING for Basic Education

Papua New Guinea is a society of multiple networks, a society where the most valued position is at the center of a web of relationships, which involve reciprocal obligations. Traditional political organization did not extend much beyond the village, and the predominant organizational mode was that based on the clan or haus lain. There was no overarching authority, no police, but a moral community, a social universe based on clan organizational assumptions and rules. Clan/corporate type social organizations are effective innovators when they have a well-defined task but are free to accomplish that task in their own way. The training we are proposing builds on this traditional clan structure, enhances the self-reliance of such clan-like units, improves task definition to the point that innovative energies are released, and provides a network (a social universe) in which these contemporary clan/corporate units can interact.

The kind of training we are advocating for education workers at all levels is essentially training in a participative planning process.

Participation in the process of policy making and planning is in itself important training in new sets of social and political skills (Bock and Papagiannis, 1983, 341).

Most often rural communities in the developing world have only experienced development as something initiated from "outside" or "up above." These externally initiated development efforts are rarely successful, because the implementors

of the program have not participated in the planning of the program. What enables people, but in particular villagers in developing countries, to truly participate in the planning of their own learning and development programs?

Such participation is encouraged if the planning & implementation process incorporates (Roger, Coletta and Mbindyo, 1980, 272 and 291; NFE Exchange, January, 1977).

- a. the peoples' basic wisdom
- b. respect for the cultural values of the people without assuming an unchanging cultural monolith (after all one can only preserve something that is dead - Meleisa, 1985) and this includes the
 - use of local social organization, including local leadership;
 - use of indigenous sociocultural forms, especially those that act as risk insurance (like the reciprocal obligations of the wantok system);
 - use of additive strategies (adding new behaviours is easier than changing behaviours);
 - adaptation of programs to fit local rhythms of work and recreation;
 - respect for the absorptive capacity of the people (Westphal, 1978, 42);
 - use of groups as well as individuals as points of intervention (e.g., haus lains);
- c. the recruitment and training of paraprofessionals from the local system;

own structure is not the same as having no structure at all.

- b. Participants will know how to create self-governing units which can responsibly administer and distribute funds and which can network with other units at all levels in order to promote community learning opportunities.

In each case and at all levels (national, provincial, centre, community) the format and basic task will be the same. The participants (national office staff, provincial officers, centre managers, centre staff, village group representatives, village leaders, village learning group leaders) will lock themselves in a room for a pre-determined time (a day, weekend, week) along with a facilitator (see Appendix XIX for a list of different categories of facilitators) and perform four tasks:

- a. an identification of needs,
- b. a plan for taking care of those needs,
- c. an implementation strategy,
- d. an evaluation process (see Appendix V).

The participants should then assign each other tasks so that their plan can be implemented and agree to meet again in an appropriate amount of time to see how their plan is proceeding.

This is more than a mere training exercise. Participation will enable every level of the basic education leadership network to answer the question, "What can we do now?" Maybe participants will be able to identify the process with old Melanesian coming-of-age initiations...only instead of killing an animal (or an enemy), one has to create a plan.

Or maybe competition between groups will turn out to be a motivator...(which village learning centre develops the most effective plan, which province has the best all around basic education program). And just maybe, as a result of all these leaders developing problem solving strategies, a truly Melanesian style of management leadership will emerge...and all through the implementation of common plans. (Instead of Japanese management, Melanesian management will be the fashion!).

Project funds will support any unit at any level who wants to go through such a training process. Each unit will have to have fulfilled the following criteria in order to participate and to have funds allocated to support their training program.

- a. Identify workshop leaders.
- b. Identify resource people needed (See Appendix XXIX for a preliminary list).
- c. Identify any materials needed (see Appendix V for a preliminary list).
- d. Identify basic issues to be dealt with.
- e. Give the date(s) of the training.
- f. Present a preliminary timetable for the training.
- g. Present a preliminary program of activities (e.g., are there any planned field trips, performances, guest speakers included as part of the training?).
- h. List the intended participants, where they are coming from, how they are coming, and how they will be accommodated.
- i. Note any fees being charged for this training

Each submission will be reviewed by national staff until there are provincial and centre staff who have been through the training process and are able to perform the review function nearer the proposed training site. Any subsequent request for support for training must be accompanied by the unit's evaluation of their previous implementation effort. Appendix VII gives a sample of issues that might be considered in workshops for different types of basic education leaders.

If a number of units request training around the same issues, a joint training might be conducted eventually around different areas. For instance, around learning centre management, a manual might be developed (see Appendix XII for initial exploration of this idea).

Training ideas, plans and evaluations could also be submitted to the national NFE Newsletter so the whole basic education network could be kept abreast of what different units in the network were doing (see Appendix IX for ideas on an expanded national NFE Newsletter and how that might be accomplished). This effort might eventually evolve into a Basic Education Training Manual (see also Croft, 1985).

The critical factor in this whole training process is what French rural animation workers call the phase d'auto-analyse (Belloncle, 1983), or the self-analysis phase, wherein people analyze their own reality, analyze why something is or is not working and make a mutual decision concerning it. Alice Wedega (1981), a senior women's leader, in reflecting on the learning atmosphere at Kwato Mission in the first decades of this century described this self-analysis as the core of her experience there. The learning was wholistic, relational,

by example and demonstration, emphasizing mastery and craftsmanship, with the same rules for everyone. One engaged in such learning when one perceived that one needed it! Kwato Mission was run by the London Missionary Society, and Sir John Guise (1985) also refers to the educational model there (including a division of time between school and garden) as an appropriate one for education in contemporary Papua New Guinea.

4.1 Training for Community Group/Haus Lain Leaders

Selection

Existing community leadership representing all groups, clans, women, youth, churches, etc.

Most will probably be mature and have the kind of influence measured in terms of such concepts as "social involvement", "lineage strength" (Dalton, 1984, 45) and "social currency" (Wasilewski, 1980).

ROLE DESCRIPTION/TASKS

- talk about alternative futures for the village
- do the needs analysis for locally organized & controlled learning groups
- choose their representative for the information workshop/training
- eventually approach agencies to negotiate programmes
- participate in programme design and evaluation
- organise preparation of submissions and reports

TRAINING OPPORTUNITIES

- inter-group exchange visits to other projects
- follow-up visits from Provincial NFE Officer(s)
- local workshops modeled on Vanuatu's Village Training Seminars (Hosie, 1982) and/or AIO's Community Governance and Resource Management Seminars (Gover, no date, and AIO's Ford Foundation proposal), (See Appendix VII for Community Group/Haus Lain workshop topics,)

TRAINER

- Provincial (or District) NFE Officer
- Community Group Representative

Rewards

Community decides how resources (e.g., a travel allowance) is distributed

Possibly recognition as leader

Chance to travel to workshops, to participate in training, and to network

4.2 Community Group Representative

Selection

- selected by village group, customary or modern, to represent that group at the information training workshop

- committed to village life

ROLE DESCRIPTION/TASKS

- in good standing with local leadership
- school leaver so comfortable in provincial centre
- literate in Hiri Motu, Tok Pisin and/or English
- willing to speak up and make problems visible, yet avoid being forceful or demanding with either his analysis or suggestions (Olsson, 1985b)
- non-threatening to traditional leaders (Abrams, 1978)
- shares knowledge/skills with others, Serem Save rather than Pulumapim Save (Croft, personal communication; McLachlan et. al., 1981)
- attends information workshops
- liaises with provincial NFEO on new options through radio and visits
- periodically accesses Information Bank according to community group interests and needs
- facilitates clan/village leadership's identification of local learning needs
- identifies resources available to respond to those learning needs
- facilitates the design and organization of learning

group projects

TRAINING OPPORTUNITIES

- Provincial Information Workshops [See Appendix VII for possible topics]

TRAINERS

- Provincial (or District) NFE Officer

Rewards

- part time
- volunteer
- allowance for travel, a small amount of money to use flexibly
- extra training
- opportunity to network
- any other compensation up to the community (as is done with the Village Health Aides in Finschhafen, see Kaiser, 1984, 1985)

4.3 Community Group Programme Coordinators

Selection

- a need for this kind of position will only arise in those provinces where there is no viable form of local government has yet started to develop. In such places, when several programmes get going simultaneously the need for some kind of coordinator often arises. But in places

like New Ireland where Village Development Committees are being formed or places like the North Solomons where Community Governments are in place, a coordinating decision-making body is in place and there is no need for this role.

- when there is such a need, however, the leadership of all the groups involved should have a say in the selection of this person.

ROLE DESCRIPTION

- primarily administration of established set of programme
- front man in terms of PR for that community group
- coordinates planning and budget preparation
- organises internal meetings
- coordinates staff development for his group
- coordinates interaction with other related agencies
- regularly coordinates/monitors/evaluates projects he/she is responsible for through a simple method of formative evaluation which enables one 'to build on what has been tried and is working a little bit' (Hubbard, 1985).
- provides feedback to district/provincial/national basic education units (perhaps on the lines of the Penelik postcard system used in Indonesia's

Penmas programme, see Coletta, Jones, et. al., 1983).

TRAINING OPPORTUNITIES

- management/bookkeeping workshops (Commerce, World Vision, etc.)
- self-designed training workshops (NFE sponsored)
- submission preparation and report workshops (NFE sponsored)

TRAINERS

- sponsoring agency (Commerce, World Vision, etc.)
- provincial (or district) NFE officers

Rewards

- to be worked out through corporate budget of groups according to group resources
- transport and communication allowances
- training opportunities
- visibility of public role

4.4 Community Group Literacy Instructors/Supervisors

Selection

- by recommendation of particular community group sponsoring the literacy/publication project

ROLE DESCRIPTION

- the teaching of literacy/numeracy skills (& civics

TRAINING OPPORTUNITIES

- regional/provincial literacy courses
- regional self-designed training workshops

TRAINERS

- Basic Education Association literacy consultant
(initially with volunteer counterpart)
- course coordination through the Provincial Literacy
Advisor

Rewards

- any token salary, allowance, or goods the group is able to arrange through self-help projects or by directly applying to outside agencies interested in funding literacy salaries. Information on such sources will be an important section of the Information Bank to which this community group will have access through their group representative
- satisfaction of helping community in an important role

4.5 Community Group Translators/Interpreters

Selection

- by recommendation of particular community group sponsoring the literacy/publication project

ROLE DESCRIPTION

- write translations of critical documents, news, or points of community interests as group demands
- orally interpret and put on tape into more appropriately circulated by cassette

TRAINING OPPORTUNITIES

- regional/provincial courses on translation techniques
- regional self-designed training workshops

TRAINERS

- Basic Education Association translation consultant (initially with volunteer counterpart)
- course coordination through Provincial Literacy Advisor

Rewards

- any token salary, allowance, or goods the group is able to arrange through self-help projects or by directly applying to outside agencies interested in funding literacy salaries. Information on such sources will be an important section of the Information Bank to which this community group will have access through their group representative
- satisfaction of helping community in an important role

4.6 Community Group Materials Producers

Selection

- by recommendation of particular community group sponsoring the literacy/publication project

ROLE DESCRIPTION

- produce and disseminate material for all learning groups
- produce and disseminate material related to community interests and needs

TRAINING OPPORTUNITIES

- regional/provincial material production workshops
- regional/provincial writers workshops
- regional/provincial newsheet workshops
- regional/provincial photography workshops
- regional self-designed training workshops
- training centre extension course in duplicator/typewriter maintainance(?)

TRAINERS

- Basic Education Association material production consultant (initially with volunteer counterpart)
- course coordination through Provincial Literacy Advisor

Rewards

- any token salary, allowance, or goods the group is able to arrange through self-help projects or by directly applying to outside agencies interested in funding literacy salaries. Information on such sources will be an important section of the Information Bank to which this community group will have access through their group representative
- satisfaction of helping community in an important role

4.7 Centre-Based Extension Officers

Selection

- top former centre participant who loves rural life
- interest in and good rapport with people

ROLE DESCRIPTION

- dialogic training both centre-based and village-based with regular follow-up in particular village skills
- expects to spend 75% of his/her time "on patrol"
- communicates well with multiple constituences, urban as well as rural
- approved by surrounding communities
- establishes a participatory atmosphere and process that is non-threatening to traditional leaders
- offers techniques of problem analysis and problem

solving

- create a self-image of the community as having the right and the ability to seek government resources
- emphasizes persistence and planning for setbacks in the development process
- provides information on where resources may be available
- decentralizes and distributes project tasks
- recognize and reward individual and group efforts (Abrams et. al., 1978, 103, in Evans, 1983, 281-282)
- instructor, coordinator, guide, management attendant (Flikkema, 1983)

TRAINING OPPORTUNITIES

- centre staff development training in participative management (See Appendix VII)
- self-designed training workshops
- ILO materials development workshops, if relevant
- Yangpela Didiman, SAIP Wau Ecology Institute, anticipated Popondetta Model Village, ATDI, VIRTU, Gavien, etc.

TRAINERS

- centre manager
- other experienced centre-based extension officers

within PNG

- ILO curriculum team
- Yangpela Didiman, SAIP, Wau Ecology Institute, Popondetta Model Village, Gavien, ATDI, VIRTU, etc.
- other developing country specialists (arranged through ADAB)

Rewards

- basic education funds
- other Public Service if transferred to Youth
- provincial budget

4.8 Provincial NonFormal Education Officers

Selection

- current officers with new training opportunities
- in the future top centre managers, literacy workers, district officers or program coordinators should also be eligible

ROLE DESCRIPTION

- coordinate exchanges, seminars, and conferences with NFE interest groups in other provinces
- coordinates the building of the Information Bank within his province for access by community group representatives

- public spokesman and PR representative on NFE concerns; organizes learning campaigns
- coordinator of Provincial NFE Committee affairs
- organizes multi-media campaigns on basic education
- coordinates the preparation of provincial budgets and plans related to NFE
- runs agency information workshops for community group reps
- runs submission preparation and report workshops for programme coordinators
- makes regular visits to community group reps and their leaders, programme coordinators, and/or district officers
- coordinates provincial basic education surveys

TRAINING OPPORTUNITIES

- self-designed training workshops with other Provincial NFE Officers (see Appendix VII)
- counterpart training with internal consultants who have experience in effective rural training programmes or with regional counterpart trainers from other developing countries arranged through ADAB, but must not be through outsiders inexperienced in rural training programmes in heavily multi-lingual, newly developing countries
- appropriately designed Lahara courses like

Department of Youth's Certificate program for
Youth Leaders

TRAINERS

- national staff
- the most effective current PNFEO's
- experienced developers of rural training programmes within PNG
- regional counterpart trainers if as above

Rewards

- provincial budget

4.9 Provincial Literacy Advisors

Selection

- those with UPNG Language & Education courses with practical fieldwork and counterpart training

ROLE DESCRIPTION

- participates in or coordinates the training of community group literacy instructors/supervisors, translator/interpreters, and material production workers
- builds up the provincial Information Bank in areas related to literacy, translation, and material production
- liaises with survey teams on matters related to

literacy, translation, and materials development

- liaises with the appropriate consultants with the Basic Education Association on their participation in training programmes
- coordinates provincial participation in exchanges, workshops, and seminars
- solicits and coordinates research in these areas for the province

TRAINING OPPORTUNITIES

- new UPNG courses in these areas of applied linguistics with associated practicums in specific effective programmes
- additional year in practical training:
 - orientation with a provincial advisor (short)
 - extended period with village trainers
 - additional independent period in programme satellite area
 - follow-up period with a provincial advisor
- self-designed workshops with other provincial literacy advisors
- two years in-service training with experienced volunteer counterpart

TRAINERS

- national literacy advisor
- experienced provincial literacy advisor

- experienced volunteer counterpart

Rewards

- new project funds for salary
- significant contribution to rural learning needs

4.10 Centre Managers

Selection

Former Centre Extension Agent and/or Skill Trainer

ROLE DESCRIPTION/TASKS

- first task is to revise/create his/her duty statement
- analyze and develop the centre's economic, political and social links with its environment
- conduct staff development workshops in participative management (see Appendix VII Centre Staff Training for Participative Management)
- do manpower analysis of centre's catchment area
- host the Information Workshops for Community Group Representatives (key centres only).
- participate in the inventory of all basic education going on in the country

TRAINING OPPORTUNITIES

- self-planned training workshops with effective centre managers (see Appendix VII)

- possible other effective Third World centre managers for short-term counterpart training through ADAB

TRAINERS

- other particularly effective centre managers in the country
- occasionally a centre manager or consultant from abroad sharing the expertise of a particularly successful approach in another country

Rewards

- presently through Teaching Service and budgeted monies
- in the future there may be two career tracks, the formal vocational teaching service track and the basic education track, or depending on how the NEC decision on NFE and the Department of Youth is implemented, remuneration may come through another public service category

4.11 Centre Resident Skill Instructor

Selection

- future recruits from top former centre students who love the work
- interest in and good rapport with people

ROLE DESCRIPTION

- acts as a lifestyle as well as a skill model for

centre participants

- is a master of his or her skill(s)
- develops his or her own course as part of own professional development
- becomes part of a real centre skills team

TRAINING OPPORTUNITIES

- centre staff development training in participative management
- volunteer counterpart training (counterpart must not be given a separate work assignment and treated as extra manpower but seriously used as a trainer)
- ILO training with ILO curriculum development
- other skill training, perhaps with instructors from other centres or at ATDI, VIRTU etc.

TRAINERS

- centre manager
- ILO curriculum team
- other skill instructors

Rewards

- Teaching Service and budgeted monies
- other Public Service if transferred to Youth

4.12 Developing National Support Services

In the absence of any central support service for the kind of basic education outlined above, it will be crucial to give priority in the initial stages to developing such services. They must be developed carefully however with a balance between creating the support necessary for networking and strengthening.

There is also the problem that, for the most part, only experienced people can be effective in providing the support services that are needed. However, these people are currently occupying important roles within given agencies where the training of their replacements may be in progress, but cannot easily or quickly be effected because the programmes they are administering are themselves evolving at a rapid rate. What this means is that securing the release of such people for national roles must be worked out over time periods that will vary with each position. Along with this is the financial constraint of a slow build up of funding for nonformal or basic education. These two constraints, along with the level of energy of the people involved and the inevitable links in establishing new structure, will necessarily govern the rate of growth over the next few years.

The starting point here is the National Literacy Advisor because a lot of effort has already gone into establishing this position over the last two years. The National Advisor for Basic Education is given second priority because of his crucial role in providing guidance and assistance to the Provincial NFE Officers in carrying out their roles, a critical weakness in the system at present.

The other positions can then fall out from that as per the suggested time line outlined below. What this will mean, however, is that the initial officers will be assuming quite a variety of roles that will then be distributed as the new positions emerge (see Appendix XXXI: National Literacy Advisor). The people for the first positions, then, both in terms of the officers themselves and of their counterpart trainers as well, will need to be people who have a good grasp of all the areas of basic education that will emerge under them as they will be the facilitators of that emerging process.

- introduce National Literacy Advisor ('86)
- introduce National Basic Education Advisor ('87)
- introduce Learning Styles Advisor ('87)*
- introduce Information Bank Developer ('88)
- introduce Literacy Materials Advisor ('88)*
- introduce Literacy Teacher-Training Advisor ('88)*
- introduce Translation Techniques Advisor ('89)*
- introduce Village Skills Training Inspector ('89)
- introduce Participant Evaluation Research Officer ('90)
- introduce Commissioner for Basic Education ('90)

These service offices can be divided between those that are basically concerned with coordination and administration and those that are concerned with technical or specialised training. There are two alternatives in developing this latter group (*).

The first is to include them, during the period before the creation of the proposed Commission for Basic Education, along with the administrative positions within the Department of Education, perhaps under the guidance of the Deputy

Secretary as has been suggested above.

The alternative is to develop these specialised positions within the Basic Education Association, relying on guidance from the University of Papua New Guinea, the Summer Institute of Linguistics, and other international bodies (such as the U.S. AID group that has sponsored and guided the development of Lesotho's Distance Training Centre) where there is experienced expertise of the kind needed for their development.

This second alternative is recommended provided that some initial funding is made available to get the association off the ground. This is because it may be asking too much of the Department of Education to assist in developing such technical roles in areas where they have had no past experience.

Such a division would lead to parallel developments within the two entities:

DEPARTMENT OF EDUCATION

BASIC EDUCATION ASSOCIATION

National Literacy Advisor	'86	Office Manager (& Assoc. Officers)
Basic Education Advisor	'87	Director Learning Styles Advisor
Information Bank Advisor	'88	Literacy Teacher-Training Advisor Literacy Materials Advisor
Village Skills Training Advisor	'89	Translation Techniques Advisor

1990

Commissioner for Basic Education

Participant Evaluation Advisor

The administrative/coordination functions would then merge with the creation of the Commission for Basic Education which would embrace all basic education efforts around the country through a membership of all interested practitioners and a council representing all the relevant bodies.

In most cases a period of counterpart training averaging two years is anticipated, depending, of course, on the particular position and the background of the intending officer. While advanced degree programmes in some of the more technical programmes would seem a good idea, study programmes in these areas can be disappointing due to the lack of familiarity of the supervisory staff in many Western universities with the particular difficulties facing very multilingual developing countries such as Papua New Guinea. However, should training programmes emerge that focus on the learning needs of such multilingual developing countries, it may prove valuable to extend such training opportunities to the emerging technical advisors which would then necessitate a rotation of officers under a given counterpart until one of the officers is fully trained and established in his advisory position.

This study is leaving behind files of information and material both from within the country and from overseas that could be developed into the kind of Information Bank services that have been suggested above. Students in the Department of Language at UPNG will be encouraged to help organise, expand,

and update these materials as part of their coursework until someone in the Department is able to take on that responsibility. The following files are currently being developed:

- a. Agency File: local, national, and international agencies involved 'basic' education activities
- b. Training File: materials to assist with training instructors in methods appropriate to village learning situations
- c. Materials File: sample materials for models of appropriate material design for various kinds of village learning programmes
- d. Personnel Identification: an attempt to identify people within PNG and elsewhere who have the needed background and skills to assist with developing basic education in PNG at each level (see Appendix XXIX)
- e. Programme Strategy File: critical discussion papers on various approaches and strategies for building basic education programmes
- f. Research and Evaluation File: a collection of pertinent research and evaluation efforts particularly those focusing on programmes within PNG
- g. Provincial Files: a collection of plans and programme descriptions organised province by province. The data-base coming out of the

Goroka conference and the work of Elizabeth Cox will be incorporated into this file.

5.0 IMPLEMENTATION

Perhaps the single most important constraint on the development of nonformal education as we have defined it here, even more critical than the slow buildup of funding, will be the slow pace of gaining the release of critical NFE trainers from their current positions for service in national advisory roles. These people are in vital positions at the moment and face the typical difficulties involved in training suitable followup administrators. Such followup people find it hard to walk in the footsteps of the trailblazers who have gone before them as they have frequently been people with high energy levels who have had fierce devotion to their work. Followup leaders are not usually trailblazers, however, and while they may be hard workers and committed to their jobs, the same output will not be possible, something their departing bosses may find hard to understand. All of this means that the job of replacing the kind of people that will be needed in the top national advisory positions is a difficult process, often with false starts that cannot always be hurried along. There are several very capable people, however, from which to select both the first advisors and their counterpart trainers. It is the timing of their release that will have to be negotiated, but the sooner this is begun the better. It is imperative that this process be initiated as soon as possible as delays here will delay much of the other development.

However, the proposed top level training programme at

UPNG for those who will be the trainers for basic literacy and numeracy skills can be instituted immediately and should be in order for the first trainees to complete their courses and gain some practical field experience before assuming national and provincial positions under counterpart trainers. Because of the time involved here, the sooner these courses begin the better. Since they are coming at a time when tertiary education is being cut in Papua New Guinea they will need outside funding. And since funds coming out of this proposal will not be available for a year or more, a submission is being sent to U.S.AID (see Appendix XXXII: U.S.AID) along with details of this report in line with a joint proposal worked out between the University of Papua New Guinea, the Summer Institute of Linguistics, and this Department of Education as per the request of the then Minister for Education, Sir Barry Holloway.

Associated with the University courses will be field practicums where the trainees will gain hands on experience in the context of developments in a particular province. The suggestion here is that the Oro Education Research Project be adapted to accommodate this field training in conjunction with the Barai Nonformal Education Association in a remote area of that province as the field bases for the needed practical training. Initial contacts have been made with the relevant authorities in both instances and all parties are interested in the proposed training scheme at this point. It has the advantage of being relatively close in terms of travel time and expense to Port Moresby as well as having a relatively large core of trained staff who can take on trainees on the scale that will be required.

Coordination is an area where new activities can begin immediately as well. Exchanges should begin on a limited scale as soon as possible in line with the level of administrative capacity that has been introduced. This means they should be limited to instances where the applicants have been properly screened and appropriate arrangements are made so that their visit is in fact a profitable one. Conferences can also be arranged as long as organising committees are committed to getting them off the ground. This also requires time of the relevant administrator, even if a committee is carrying the bulk of the load, so this will depend somewhat on the Literacy Advisors' work load in the first instance at least and subsequently on his load as well as that of the Basic Education Advisor. It is also hoped that one of the first Self-designed Training Workshops will be one for the Provincial Nonformal Education Officers, although this too will depend on administrative capacity.

Provincial surveys of the kind described above can begin with limited leadership in place at the top as long as the particular province or the staff at UPNG have personnel to supervise the survey team. The Oro survey required the help of a staff member from the University as well as a survey specialist from the Summer Institute of Linguistics and the help and support of the Division of Education in the Oro Province. Each province can develop their own team with their particular resources, but no more than one team at a time can be expected from the University which may mean that one major survey per year is advisable.

Since the survey is an important step in the process of

insuring community control of planning and decision-making for the kinds of learning programmes they choose to get involved in, the information workshops and all that result from them can only begin after such a survey is complete. This will mean that transportation/communication subsidies for the community group representatives and all of the literacy related workers that may follow on behind them will be introduced one province at a time after the appropriate survey work and planning workshops have been completed within the particular province concerned.

Presumably every province will be interested in building up its data-base of NFE programmes currently underway in their area and this will continue whether or not information/literacy training has begun in that province. The same could apply in terms of the development of provincial Information Banks related to providing community group representatives with information on the agency programmes and services available to their various groups. However, the suggestion here is that the provincial Information Banks be funded one at a time in conjunction with the provincial surveys so that they are ready by the time the first Information Workshops are scheduled to get underway in that province. There is not the administrative capacity in the early stages to effectively organise Information Banks in every province simultaneously.

Then, as mentioned earlier, literacy training opportunities should not be instituted until after the initial Information Workshops have taken place. This is to try and encourage literacy where it is related to motivation to achieve in other areas such as productive skills rather than

encouraging literacy in isolation from such broader goals.

During the process of localisation within literacy, it is expected that there will be a gradual shift from the SIL sponsored courses now run at the Ukarumpa Training Centre to SIL assistance with regional government sponsored literacy courses, and then finally to regional courses run by the provincial literacy advisors along with the help of their specialised national advisors.

At a later stage when there is the necessary administrative capacity, village skill training can be encouraged by spotting successful entrepreneurs and offering them positions as extension officers of training centres in their own areas. Seed money could then be offered to their trainees for them to use in establishing their skills (see Appendix XVII). In some cases such training will arise within the range of skills of the existing staff, but the encouragement and supervision of such innovations may need to await the introduction of the position of Village Skill Advisor here projected for 1989 following the establishment of literacy training.

Finally, it is suggested that project funding through the Sectoral Fund be gradually reduced and dissolved rather than cut out altogether immediately.

This is because programme leaders have been given the impression that this is government funding that is to be provided on an ongoing basis and some are developing programmes that depend on it as a result. A moratorium should be placed on funding new projects and a phase out schedule publicised to those programmes that are currently being funded.

The following is a partial listing of what this kind of implementation schedule could look like:

1986

- Appoint National Literacy Advisor under Deputy Secretary
- Set up office of Basic Education Association
- Sponsor 2 interest group mini-conferences
- Sponsor 10 inter-project exchanges
- Sponsor Prov. NFE Officer visits to 6 projects
- Sponsor 9 x 3 representatives visits to centres
- Sponsor 23 x 3 Basic Education trainee visits to trainers
- Sponsor Prov. Literacy Advisor on 6 project visits
- Sponsor 2 full provincial surveys

1987

- Appoint Basic Education Superintendent under Deputy Secretary
- Appoint Director of Basic Education Association (B.E.A.)
- [B.E.A. to find own Learning Styles Advisor] outside funding
- Sponsor 4 regional NFE conferences
- Sponsor 20 inter-project exchanges
- Sponsor Prov. NFE Officers visits to 6 projects

- Sponsor 27 x 3 representatives visits to centres
- Sponsor 81 x 3 Basic Education Trainee visits to trainers
- Sponsor 2 Literacy Advisors on 6 project visits
- Sponsor 2 full provincial surveys

1988

- Appoint Information Bank Development Officer
- [B.E.A. finds own Literacy Teacher Training Advisor] outside funding
- [B.E.A. finds own Literacy Materials Advisor] outside funding
- Sponsor a national NFE conference
- Sponsor 30 inter project exchanges
- Sponsor Prov. NFE Officers on 6 project visits
- Sponsor 1 Ass. Prov. NFE Officer on 6 project visits
- Sponsor 54 x 3 representatives visits to centres
- Sponsor 162 x 3 Basic Education Trainee visits to trainers
- Sponsor 3 Prov. Literacy Advisor visits to 6 projects
- Sponsor 2 full provincial surveys and 2 update surveys

1989

- Appoint Village Skills Training Advisor
- [B.E.A. finds own Translation Techniques Advisor] outside funding
- Sponsor 4 interest group mini-conferences
- Sponsor 30 inter-project exchanges
- Sponsor Prov. NFE Officers on 6 project visits
- Sponsor 3 Ass. Prov. NFE Officers on 6 project visits
- Sponsor 90 x 3 representatives visits to centres
- Sponsor 270 x 3 Basic Education trainee visits to trainers
- Sponsor 4 Prov. Literacy Advisor visits to 6 projects
- Sponsor 3 full provincial surveys and 2 update surveys

1990

- Transfer Basic Education Superintendent to Commissioner for Basic Education
- Appoint Participant Evaluation Advisor
- Sponsor 4 regional NFE conferences
- Sponsor 30 inter-project exchanges
- Sponsor Prov. NFE Officers on 6 project visits
- Sponsor 6 Ass. Prov. NFE Officers on 6 project

visits

- Sponsor 135 x 3 representatives visits to centres
- Sponsor 405 x 3 Basic Education trainee visits to trainers
- Sponsor 5 Prov. Literacy Advisor visits to 6 projects
- Sponsor 3 full provincial surveys and 3 update surveys

6.0 SETTING PRIORITIES AMONG THE PROVINCES

It is recommended that the funds that are to be allocated to the provinces, that is, funds other than those for the coordination function and national support services, be allocated on a schedule that introduces funding for Basic Education one province at a time, expanding the number of provinces served as the funding and the administrative capacity of the support services increases.

The criteria for determining the order in which provinces should begin receiving funding should include the following:

- (1) the degree of concern within the province at the community level regarding some kind of basic education
- (2) where there is a residue of experience and expertise in place because of previous nonformal education projects
- (3) geographical distribution by region creating pivot points for the spread of Basic Education to other provinces

- (4) where there is some level of community leadership emerging to control local planning and decision-making
- (5) where transportation and communication difficulties are more severe (as indicators of less development opportunities to date)

According to these criteria, the following provinces rank high as possible initial choices:

- (1) East Sepik (Momase Region) building on the East Sepik Women's Network
- (2) Oro Province (Papua Region) building on the Village Development Centre and the Barai Nonformal Education Association
- (3) New Ireland (Islands Region) building on the Primary Health Care project with its Village Development Committees
- (4) Western Highlands (Highlands Region) building on a variety of established programmes and good central planning

7.0 COSTING

Table III includes a rough approximation of cost flow for the implementation of the coordination and basic education functions of NFE in line with NPO's projected budgeting. Tables IV, V, and VI are taken from the November 1984 draft of the Mid-Term Development Strategy.

The outline of projected costs given in Table III below is an approximation given to demonstrate that the recommendations of this proposal are consistent with the capacity of the Government to finance. In fact, manpower for administration and training is a greater constraint than finance through the early stages.

It is for this reason, then, that it is really very critical that the initial administrators and the UPNG training programme be implemented immediately. The initial administrators can then begin the long process of soliciting other key administrators and trainers from current field positions and the UPNG programme can begin the long process of building up the needed core of technical advisors. It is for this reason then that spending cannot accelerate until around 1990.

TABLE II: CAPACITY TO FINANCE

	Community Leaders Exchanges	Interest Group Conferences	Self-designed Training Workshops	Planning Surveys	Community Group Representative Expense Allowance	Literacy Worker Trainee Expense Allowance	Phasing Out Sectoral Fund Programmes
1986	8000	8000	4000	2550	1500	2200	258000
1987	12000	12000	8000	3600	3000	4400	200000
1988	15000	30000	16000	7000	6000	9000	140000
1989	24000	45000	48000	15000	10000	21000	95000
1990	48000	60000	132000	21000	22000	48000	38000
1991	64000	72000	260000	30000	48000	82000	—
1992	72000	85000	310000	36000	82000	130000	—
1993	80000	105000	380000	42000	120000	210000	—

TABLE II. (Con't)

	Information Bank Development	Prov. Literacy Advisor + Housing	Prov. Literacy Counterpart + Housing	Prov. Literacy Advisor Transportation + Communication	Prov. NFE Officer Transportation & Communication	Advisor Village-based Training Fees	Assistant (District) Provincial NFE Officer + Housing
1986	5000	5200 5000	11000 7500	2700	15000	630	—
1987	7500	5200 5000	11000 7500	5200	21000	1260	—
1988	16000	10400 10000	22000 15000	10400	28500	2400	5200 5000
1989	32000	15600 15000	22000 15000	12800	37000	4800	15600 15000
1990	48000	20800 20000	33000 22500	15500	43500	6000	41600 40000
1991	64000	26000 25000	33000 22500	20000	52500	7200	88400 85000
1992	86000	31200 30000	44000 30000	26000	65000	8400	145600 140000
1993	104000	36400 35000	44000 30000	32000	81000	9500	364000 350000

TABLE II (Con't)

	BASIC EDUCATION STAFF OFFICE	PUBLIC AWARENESS CAMPAIGN	NATIONAL ADMINISTRATION SALARIES	NATIONAL COUNTERPART SALARIES	NATIONAL HOUSING (ADMIN & CURRENT)	NATIONAL ADVISORY TRANSPORTATION & COMMUNICATION	TOTALS
1986	14000	8000	17000	30000	22500	1500	429280
1987	25000	16000	25000	30000	30000	3000	435660
1988	25000	23000	33000	30000	37500	4000	500400
1989	25000	27000	41000	60000	60000	5200	661,000
1990	Commission FOR BASIC EDUCATION						
	25000	31000	54000	60000	67500	7500	901,900
1991	25000	34000	66000	60,000	75000	8400	1,248,000
1992	30000	37000	75000	60,000	82500	9700	1,615,400
1993	30000	37000	83,000	60,000	90,000	10800	2,333,700

Table v Education Sector Expenditure Estimates, 1985-1990,
at 1.5% p.a. Increase in Budget, 1986-1990(a)

SUB-SECTOR		(1983) - 1985	1986	1987	1988	1989	1990
School							
PRIMARY	Km.	49.682	52.791	54.353	55.874	57.356	60.217
	%	40.0	42.3	42.9	43.5	43.9	44.8
Community		49.682					
International(b)		-	-	-	-	-	-
SECONDARY	Km.	22.493	23.834	24.237	24.648	25.166	26.511
	%	18.1	19.1	19.1	19.2	19.3	19.7
Provincial		14.872	16.130	16.195	16.262	16.431	17.062
National		3.228					
International(b)		-	-	-	-	-	-
Vocational		3.971					
COES		.422					
NFE(c)	Km.	.490	.895	1.395	1.895	2.395	3.395
	%	0.4	0.7	1.1	1.5	1.8	2.5
HIGH EDUC.	Km.	51.691	47.294	46.701	46.169	45.598	44.377
	%	41.6	37.9	36.9	35.9	34.9	33.0
Technical		8.453					
CommTeachColl		2.652					
Other		40.586					
TOTAL	Km.	124.356	124.814	126.686	128.586	130.515	132.473
	%	100.0	100.0	100.0	100.0	100.0	100.0

- Notes:
- a Calculated at 1983 costs varied by estimated real changes in the education budget of -1.6% in 1984, 2.0% in 1985 and 0.5%, 1.0% and 1.5% p.a. respectively from 1986-1990.
 - b All costs exclude international schools which are not recommended for continuing direct subsidy.
 - c NFE costs for 1984-1990 include K405,000 for the NFE Programme begun in 1984.