

Policy

Planning

Management

Evaluation

APPEAL Manual for Planning and Management of Literacy and Continuing Education (AMPM)

Volume I

**POLICY FRAMEWORK
FOR LITERACY
AND CONTINUING EDUCATION**



UNESCO PRINCIPAL REGIONAL OFFICE FOR ASIA AND THE PACIFIC, BANGKOK

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Manual for Planning
and Management of Literacy
and Continuing Education
(AMPM)

Volume I

POLICY FRAMEWORK
FOR LITERACY
AND CONTINUING EDUCATION



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PREFACE

The Asia and Pacific Region still have more than seventy-five per cent of the world's illiterate population. Even though high rates of illiteracy are a serious problem mainly in the South Asian countries, certain other countries such as China, Indonesia and Papua New Guinea continue to have a substantial number of illiterates in absolute terms. Furthermore, some countries which had earlier claimed to have achieved more than 80 per cent literacy rates have been, on re-examination, finding that many among these literate people are not yet functionally literate. Thus the provision of basic literacy skills through formal as well as non-formal means continues to be a major concern for several countries of the Region.

Moreover, many people in the developing countries of the Region do not acquire adequate levels of mastery in basic learning skills during their primary schooling and most of those who graduate from primary schools do not continue their education. These people need different types of learning opportunities in order that they retain and improve their basic learning skills, and can continue to acquire new sets of knowledge and skills on a life-long basis. Thus, organization of continuing education programmes of various types in a need-based fashion has become equally essential for the development of human resources in these countries.

Although the importance of literacy and continuing education has been well recognized in many countries in Asia and the Pacific, the implementation of programmes has been considerably hampered due to the absence of systematic arrangements of planning and management in these areas. It is often realized that planning and management of literacy and continuing education demands new perspectives in terms of knowledge and skills for systematizing the processes of planning and management of these sectors. However, professionals concerned

with educational planning and management have been mainly preoccupied with formal education systems only. It is with a view to bridging this gap and offering a set of resource material for planners and administrators of literacy and continuing education programmes that this manual has been prepared by UNESCO PROAP with the active participation of planners and managers of literacy and continuing education programmes in the Member States of UNESCO in the Region.

Firstly, UNESCO Principal Regional Office for Asia and the Pacific (PROAP) organized a Sub-Regional Workshop on Planning Strategies for Literacy and Non-formal Education, on 3-10 September 1990 in Quezon City, the Philippines, and developed the draft APPEAL Manual for Planning and Management of Literacy and Continuing Education (AMPM). The draft was then revised and improved by the Expert Meeting held in Thailand, on 15-19 April 1991. The manual has attempted to combine theory and practice of Planning and Management of Literacy and Continuing Education in the Asia and Pacific Region. Since this manual is the outcome of the concerted efforts of a large number of field functionaries as well as experts in literacy and continuing education in the Region, UNESCO would like to express its heartfelt thanks to all of them for their valuable contributions.

The manual consists of four volumes:

- Volume I : Policy Framework for Literacy and Continuing Education
- Volume II : Planning for Literacy and Continuing Education
- Volume III : Management of Literacy and Continuing Education
- Volume IV : Monitoring and Evaluation of Literacy and Continuing Education

Contents of each volume have been presented in the form of several Units dealing with the different dimensions involved. The main focus of all the Volumes is planning and management of literacy and continuing education at the National level. However, the contents of several Units are equally applicable and useful to those engaged in literacy and continuing education activities at sub-national and local levels as well. Nevertheless, it should be remembered that the contents of the Manual are somewhat broad and generic as the concern has been to make it generally relevant to all the countries of the region. It is expected that practitioners in different countries would adapt the manual with suitable modifications in order to make it more country-specific and locally relevant.

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Introduction

Literacy and continuing education have become an integral part of the educational endeavour in almost all the countries. Several programmes are getting launched towards provision of literacy and continuing education facilities to all people broadly under the banner of non-formal education programmes. Nevertheless these programmes in many countries remain on the fringe of the total system of education. The main reason for this phenomenon appears to be the fact that still in many countries the main focus of educational policy statements continue to be on the formal system of education with only oblique references being made to non-formal education activities. This has generally led the national planners and administrators to view literacy and continuing education programmes as ad hoc, temporary and unstable activities. However, it should be recognized that this view is contrary to the emerging scenario in literacy and continuing education aspects in many countries of the region emphasizing the need to place programmes in these sectors on a firmer footing at the national level. What is required is to perceive activities in literacy and continuing education in a long term perspective as part of the overall framework of “Education for All” and life-long education. This makes it imperative that a cogent policy framework is developed and adopted by each country of the region with respect to literacy and continuing education programmes. There are several questions that need to be answered in evolving such a perspective on policy for literacy and continuing education in any country. Some of these questions are :

- How are programmes of literacy and continuing education placed in the total context of education in general and in the context of education for all, in particular?
- What is the present status of literacy and continuing education situation in different countries of the region?
- What is the relationship of literacy and continuing education programmes with the overall development perspective?

- What are the basic considerations in drawing a policy perspective on literacy and continuing education?
- How should the goals and objectives of literacy and continuing education programmes be defined at national and subnational levels?

One can easily see that each country has to evolve its own perspective on the role and functions of literacy and continuing education activities in the country and accordingly evolve a policy perspective. The developmental contexts, socio-political considerations and the resource priorities characterising the country will have to guide the policy framer in the respective countries. What is said here in the Manual should only be taken as the broad indicators that should be borne in mind while carrying out the country specific exercise in delineating the framework of policy formulation in literacy and continuing education. It attempts to highlight some of the special features that should perhaps characterise any policy related to literacy and continuing education.

This Volume consists of five Units. Of these the first one is essentially carificatory in nature discussing the conceptual framework of “Education for All” and placing programmes of literacy and continuing education in this perspective. The second Unit gives an overview of the status of literacy and continuing education in Asia and the Pacific region. A question that is often raised by the policy makers is regarding the contribution of literacy and continuing education programmes to the overall development thrusts of the country. This is the main focus of the third Unit. The next two Units attempt to highlight the main features of the national policy statements on literacy and continuing education and the considerations that should guide the policy framers in this regard.

Unit I

CONCEPTUAL FRAMEWORK OF EDUCATION FOR ALL

1. Asia-Pacific Programme of Education for All
2. World Declaration on Education for All
3. Towards Education for All

1. Asia-Pacific Programme of Education for All

Asia-Pacific Programme of Education for All (APPEAL) was launched in 1987 in pursuance of the recommendations made by the Fifth Regional Conference of the Ministers of Education and Those Responsible for Economic Planning in Asia and the Pacific (MINEDAP V) held in Bangkok in March 1985 and as authorized by the Twenty-Third Session of the UNESCO General Conference held in Sofia in October 1985.

The aim of APPEAL is to facilitate through regional co-operation, the national efforts of the Member States in Asia and the Pacific with a view to:

- a) achieving universal primary education;
- b) eradicating illiteracy; and
- c) providing continuing education.

Thus, APPEAL has conceived the framework of Education for All as consisting of a triad in an interdependent perspective as indicated in Diagram 1.1.

Diagram 1.1 The Triad of Education for All

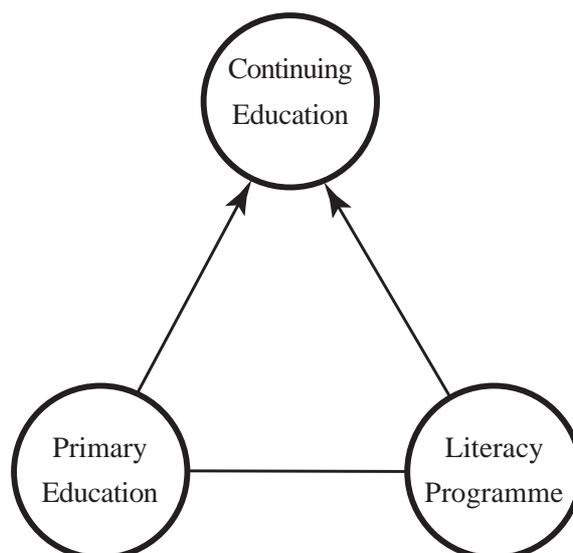
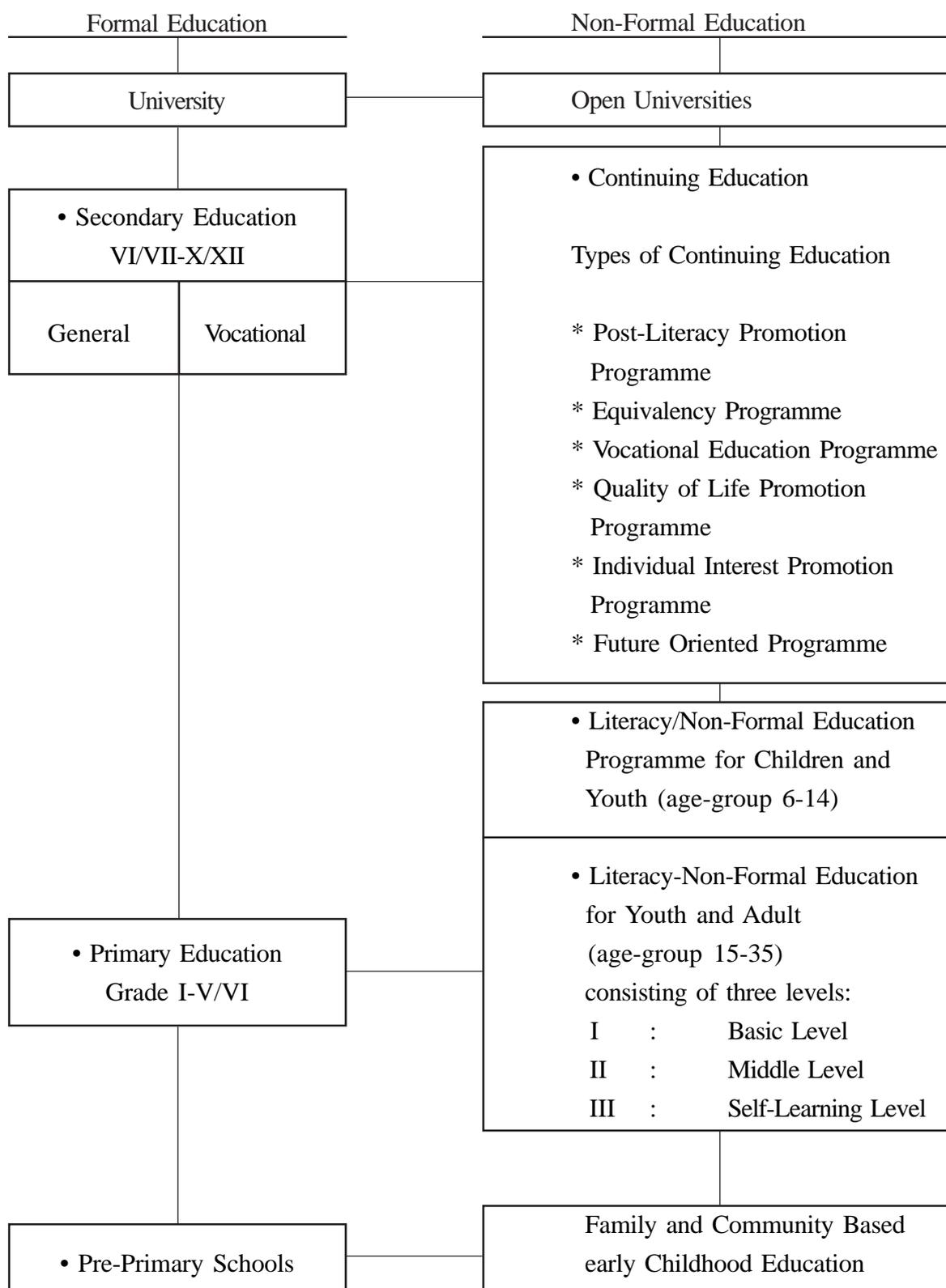


Diagram 1.2 Education System



In order to get a clear understanding of the place of these three components in the total system of education, the Education System can be, broadly, viewed as comprising two major sub-systems, namely, Formal Education and Non-Formal Education.

While it is well accepted by one and all that every citizen without any discrimination is entitled for educational facilities that can effectively meet his or her learning needs, there is no universally applicable definition of what constitutes 'basic education'. Each country should define the concept and scope of basic education and identify the place of literacy and continuing education programmes within that framework. As it is, in some countries primary education, literacy programme and part of continuing education are included within the framework of basic education whereas in others the compulsory schooling period of eight to nine years, different literacy programmes and various kinds of continuing education programmes are viewed as parts of basic education. Although continuing education is considered as part of the Non-formal Education subsystem one can enter continuing education programmes from formal as well as non-formal streams.

2. World Declaration on Education for All

The World Declaration on Education for All adopted by the World Conference on Education for All held in Jomtien in 1990 has proposed an "ex-panded vision of basic education." It states :

“The diversity, complexity, and changing nature of basic learning needs of children, youth and adults necessitates broadening and constantly redefining the scope of basic education to include the following components:

Learning begins at birth. This calls for early childhood care and initial education. These can be provided through arrangements involving families, communities, or institutional programmes, as appropriate.

The main delivery system for the basic education of children outside the family is primary schooling. Primary education must be universal, ensure that the basic learning needs of all

children are satisfied, and take into account the culture, needs, and opportunities of the community. Supplementary alternative programmes can help meet the basic learning needs of children with limited or no access to formal schooling, provided that they share the same standards of learning applied to schools, and are adequately supported.

The basic learning needs of youth and adults are diverse and should be met through a variety of delivery systems. Literacy programmes are indispensable because literacy is a necessary skill in itself and the foundation of other life skills. Literacy in the mother-tongue strengthens cultural identity and heritage. Other needs can be served by: skills training, apprenticeships, and formal and non-formal education programmes in health, nutrition, population, agricultural techniques, the environment, science, technology, family life, including fertility awareness, and other societal issues.

All available instruments and chances of information, communication, and social action could be used to help convey essential knowledge and inform and educate people on social issues. In addition to the traditional means, libraries, television, radio and other media can be mobilized to realize their potential towards meeting basic education needs of all.

These components should constitute an integrated system - complementary, mutually reinforcing, and of comparable standards, and they should contribute to creating and developing possibilities for lifelong learning.”

The World Declaration was based on the assumption that:

1. Literacy programme promotes human resources development of the countries at mass level.
2. Literacy contributes to increase in investment and in output per worker.
3. Literacy as well as nutrition and income was found to correlate with increased life expectancy.

4. Economic disparities are reinforced and reproduced overtime by unequal levels of literacy among the people.
5. Without the skills to participate in a literate, technological world and the knowledge to transform their environment, people will remain on the margin of society and the society itself will lose their vast potential contribution.
6. Literacy promotes participation of all individuals in their local communities and in the global society.
7. Marginalized population need literacy skills to prepare themselves for effective migration, social and occupational mobility, access to new information and adaptation to new environment.
8. Literacy helps to develop necessary awareness regarding the status of environmental degradation and the need to preserve.
9. Literacy, particularly of girls and women, contributes a great deal to control of rapid population growth by promoting collective health and well-being.

3. Towards Education for All

Since 1960s, UNESCO and its Member States in Asia and the Pacific have been attempting to provide basic education for all. Karachi Plan was launched in 1960 which stated that “every country of the region should provide a system of universal compulsory and free primary education of seven years or more within a period of not more than 20 years (1960-1980).” With the introduction of Karachi Plan and similar regional primary education plans in other parts of the world the planning and management methods and techniques of formal primary education system have been developed fairly well by UNESCO (IIEP) and the Member States. The assumption of Karachi Plan and other regional plans of Primary Education was that the expansion of primary education will ultimately eliminate illiteracy That is why very little attention was given to the development of planning and management methods and techniques of non-formal education by UNESCO and the Member States. But contrary to the earlier

assumption, the problem of illiteracy has been becoming more serious every year due to non-enrolment of children, especially girls, and other disadvantaged children and high rates of dropouts and pushouts from the primary schools. In some countries population growth rate has offset the growth of primary school enrolments.

In particular, the number of illiterates in Asia and the Pacific has been increasing so rapidly that it had risen to about 628 million in 1990. With this, there has been a greater recognition, the world over, for the need to make non-formal education programmes better planned and more effectively managed.

Both APPEAL and the World Declaration on Education for All have recognized that in order to provide education for all both formal and non-formal education have to be planned and managed as supplementary and complementary components of basic education programme. The APPEAL Manual for Planning and Management of Literacy and Continuing Education is aimed at developing planning and management method and techniques of non-formal education, so that it could play its supplementary and complementary role with formal education to attain the goal of Education for All.

Unit II

ASIA AND PACIFIC REGIONAL PERSPECTIVE OF EDUCATION FOR ALL

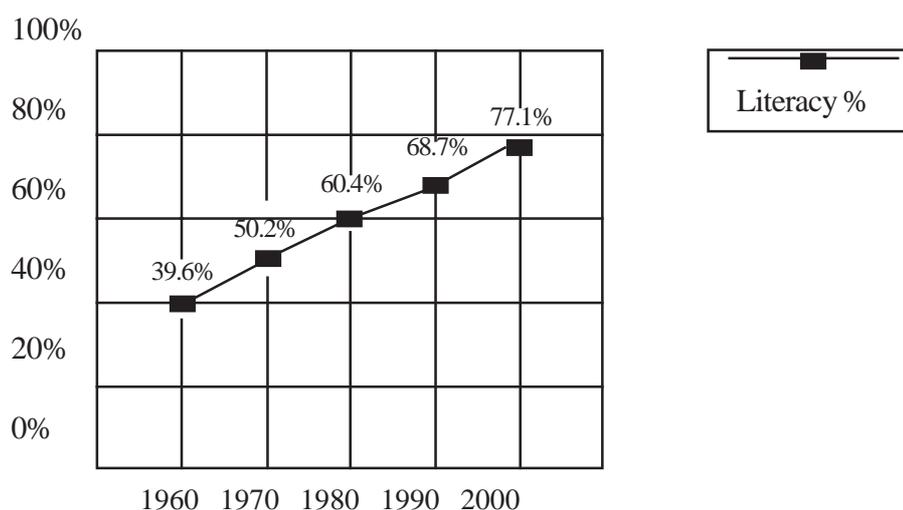
1. Literacy Situation in Asia and the Pacific
2. Progress in Literacy Programmes
3. Primary Education Situation in Asia and the Pacific
4. Dropout in Primary Schools
5. Improvement of Quality of Primary Education
6. Continuing Education Situation

APPEAL and the World Declaration on Education for All have stressed that formal primary education and non-formal education consisting of literacy and continuing education have to be planned and managed in a co-ordinated manner. In order to achieve this objective, it is necessary to collect and analyze relevant data and information related to primary schools as well as literacy and continuing education programmes. At the regional level UNESCO has commissioned National Studies of APPEAL from the Member States. Based on the national studies and other statistics available at UNESCO a broad set of information about literacy, primary education and continuing education in the Region has been presented in this Module. The data presented depict the situation as it prevailed around 1989-90 and the prospects for the forthcoming decade.

1. Literacy Situation in Asia and the Pacific

A recent UNESCO assessment of the status of adult literacy in the Region reveals that considerable progress has been made during the last few decades and this trend is likely to continue in the future. As shown in Figure 2.1, the literacy rate for the region as a whole grew from 39.6 per cent in

Figure 2.1 Literacy Rates, Estimates and Projections - Asia and the Pacific



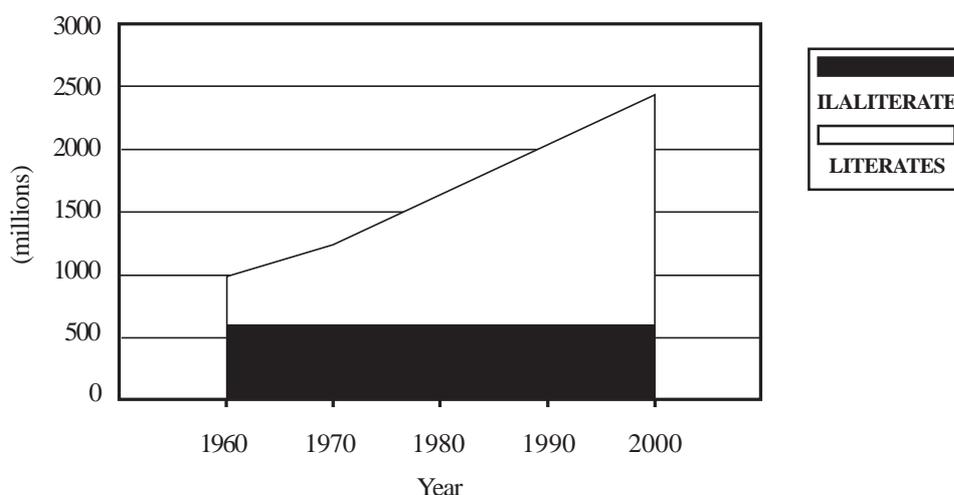
Source: UNESCO PROAP estimations and projections as assessed in October 1989.

1960 to 68.7 per cent in 1990. If current trends in the level of literacy activities continue, the overall literacy rate should reach 77.1 per cent by the end of the century.

In absolute terms, as shown in Figure 2.2, the total number of adult literates in the region grew from an estimated 393 million in 1960 to 953 million in 1980; it is estimated that the number would have reached 1,377 million by 1990 and will further expand in the following decade to 1,888 million - nearly double the 1980 level. This provides positive evidence of the tremendous achievement of past and current literacy efforts, as well as of the potential future effect if such efforts continue.

A look at the estimated number of adult illiterates presents a different story. Despite the very positive increase in the absolute number of adult literates, the total size of the adult illiterate population in the region has continued to grow - as is shown in the bottom portion of Figure 2.2 and in Table 2.1 -- from an estimated 600 million in 1960 to 628 million in 1980. The projection for the future as illustrated in Figure 2.2 is cause for major concern, as it reveals that, even if past trends in literacy efforts continue, the overall adult illiterate population would still have remained as high as about 628 million in 1990, and is likely to drop only slightly to about 562 million by the year 2000.

Figure 2.2 Adult Literacy 1960-2000



Source: UNESCO PROAP estimations and projections as assessed in October 1989

Table 2.1 Adult Illiterates and Illiteracy Rate, 1960-2000

Country	Trend projections and variations					(in, 000)	
	1960	1970	1980	1990	2000	Changes 1960-1980	Projected changes 1980-2000
Afghanistan	5,570 89.8%	6,815 87.7%	7,391 80.7%	8,458 73.4%	10,081 66.0%	1,821 -9.1%	2,690 -14.7%
Australia	130 1.8%	124 1.4%	111 1.0%	97 0.8%	73 0.5%	(19) -0.8%	(38) -0.5%
Bangladesh	21,750 71.3%	24,452 67.2%	32,153 67.7%	38,215 58.9%	43,432 50.0%	10,403 -3.6%	11,279 -17.7%
Bhutan	285 54.8%	459 73.6%	603 78.9%	665 69.5%	715 60.0%	318 24.1%	112 -18.9%
China	283,237 70.5%	236,983 52.7%	236,983 36.8%	208,054 25.9%	143,358 15.0%	(46,971) -33.7%	(92,908) -21.8%
Fiji	90 43.9%	77 26.2%	70 17.8%	68 13.9%	58 10.0%	(20) -26.1%	(12) -7.8%
Hong Kong	600 33.0%	571 23.0%	549 14.6%	523 11.3%	427 8.0%	(51) -18.4%	(122) -6.6%
India	177,895 66.8%	206,563 62.5%	235,231 55.6%	257,059 47.3%	262,590 39.0%	57,336 -11.2%	27,359 -16.6%
Indonesia	28,575 49.7%	28,803 41.5%	28,325 31.8%	23,773 20.4%	13,110 9.0%	(250) -17.9%	(15,215) -22.8%
Iran, Islamic Rep.	10,139 94.3%	11,023 72.2%	11,906 55.1%	11,783 39.0%	9,367 23.0%	1,767 -39.2%	(2,539) -32.1%
Japan	900 1.4%	840 1.1%	690 0.8%	488 0.5%	218 0.2%	(210) -0.6%	(472) -0.6%
Republic of Korea	3,919 27.0%	2,778 15.0%	2,101 8.3%	1,758 5.7%	1,118 3.0%	1,818 -18.7%	(983) -5.3%
Lao PDR	220 15.9%	199 11.4%	181 8.6%	178 6.6%	160 4.5%	(39) -7.3%	(21) -4.1%
Malaysia	2,341 51.8%	2,701 45.3%	2,400 28.7%	2,034 18.4%	1,140 8.0%	59 -23.1%	(1,260) -20.7%
Mongolia	136 25.0%	137 19.5%	100 10.6%	88 6.8%	52 3.0%	(36) -14.4%	(48) -7.6%
Myanmar	4,377 34.2%	4,673 29.3%	4,969 24.3%	5,294 20.2%	5,253 16.0%	592 -9.9%	284 -8.3%
Nepal	5,012 86.5%	5,921 87.8%	6,900 83.2%	8,015 74.1%	9,049 65.0%	1,888 -3.3%	2,149 -18.2%
New Zealand	30 1.9%	27 1.4%	24 1.0%	20 0.8%	15 0.5%	(6) -0.9%	(9) -0.5%
Pakistan	24,500 86.9%	28,014 79.4%	33,999 70.9%	39,113 60.5%	42,853 50.0%	9,499 -16.0%	8,854 -20.9%
Papua New Guinea	977 85.5%	1,034 73.6%	1,107 62.9%	1,113 47.7%	998 32.5%	130 -22.6%	(109) -30.4%
Philippines	4,140 28.0%	3,646 17.8%	4,627 16.5%	4,042 10.8%	2,444 5.0%	487 -11.5%	(2,183) -11.5%
Singapore	461 49.7%	394 31.0%	301 17.1%	212 10.3%	81 3.5%	(160) -32.6%	(220) -13.6%
Sri Lanka	2,246 39.2%	1,782 24.5%	1,318 13.7%	1,085 9.9%	851 6.0%	(928) -25.5%	(467) -7.7%
Thailand	4,825 33.0%	4,039 20.2%	3,297 11.8%	2,958 8.0%	1,945 4.2%	(1,528) -21.2%	(1,352) -7.6%
Turkey	11,000 68.0%	10,101 48.6%	9,384 34.4%	8,697 26.2%	8,010 18.0%	(1,616) -33.6%	(1,374) -16.4%
Viet Nam	6,125 28.8%	5,009 20.9%	4,621 14.8%	4,441 11.4%	4,262 8.0%	(1,504) -14.0%	(359) -6.8%
TOTAL	599,480	614,165	628,624	628,231	561,660	29,144	(66,964)

Source: UNESCO PROAP estimates and projections as assessed in November 1989.

Figures 2.1 and 2.2 clearly point out that past and current efforts to eradicate illiteracy, although positive, have been inadequate. If adult illiteracy is to be completely eradicated by the end of the century, a much greater effort is required -- bearing in mind the wide diversity of causes and conditions for continuing illiteracy, which is mainly the result of demographic pressure, socio-economic and cultural norms and attitudes, lack of resources, inadequate planning and administrative structure and support, and operational difficulties.

There exists considerable disparity in the literacy situation prevalent among different countries in Asia and the Pacific. Preliminary estimates compiled by UNESCO PROAP indicate that with the possible exception of Afghanistan, Bangladesh, Bhutan, India, the Islamic Republic of Iran, Nepal, Pakistan and Papua New Guinea, all countries in the region would have crossed the 70 per cent literacy level by the year 1990. Evidence also shows that beyond this level literacy efforts tend to be self-sustaining and that full literacy is within reach.

However, it warrants serious mention that in such developed countries of the region as Australia, Japan and New Zealand, formerly regarded as having attained full literacy, recent evidence has revealed the problems of school drop-outs, low-learning achievement at schools, and relapse into illiteracy.

The ASEAN and Indochina countries, together with Fiji, the Republic of Korea, and Sri Lanka, are among the nations which would have achieved 80 per cent or higher levels of literacy by 1990. For many of the countries which have actually attained literacy levels exceeding 90 per cent -- the goal of full literacy is certainly attainable, as the relatively small illiterate population and the predominantly literate environment make it much easier to plan and implement effective literacy actions for the remaining illiterates.

One of the major regional concerns involves Papua New Guinea and countries of South and West Asia. By 1990, literacy levels in some of these countries would not have reached the 50 per cent level. India and Papua

New Guinea are likely to have just passed 50 per cent (Recent census in 1991 has shown that the literacy rate for India stands around 52 per cent), and the Islamic Republic of Iran is likely to have passed the 60 per cent mark. Literacy levels in Bangladesh and Pakistan have been projected to reach around 40 per cent; Bhutan, Nepal and Afghanistan are expected to have registered adult literacy rates of 30 per cent or less.

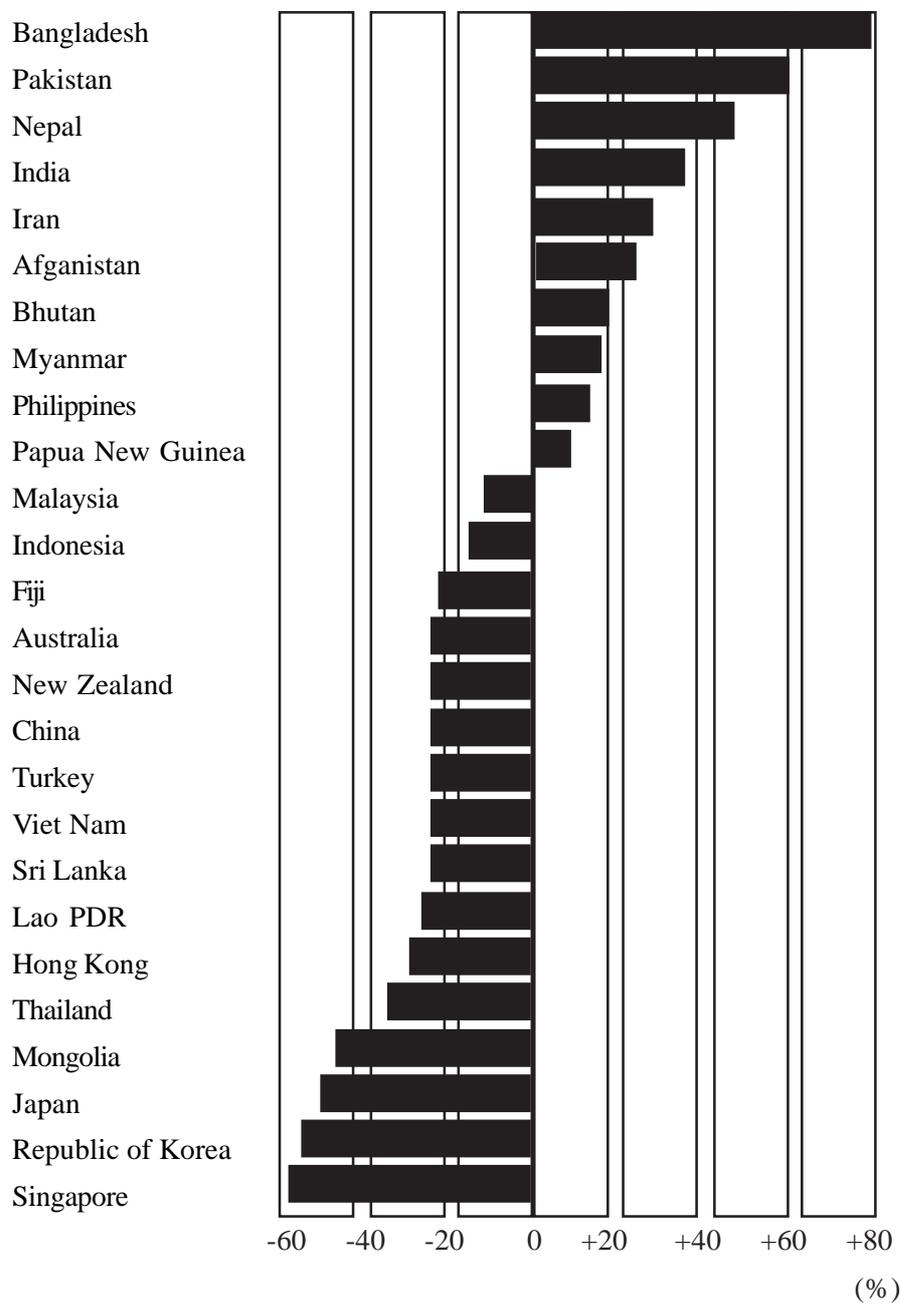
The sheer size of the number of illiterates in the region is a matter of serious concern for planning effective strategies to provide education for all in the shortest possible time and mobilising necessary resources. In fact, the size of the illiterate population has constantly been increasing during the past decades and are projected to increase further in the years ahead unless determined and concerted efforts are taken to reverse the trend. Table 2.1 shows that the total number of adult illiterates grew by about 29 million between 1960 and 1980 in the region as a whole. It also shows that the increase in South and West Asian countries, when taken together, has been much greater -- 1.8 million in Afghanistan, Nepal and Islamic Republic of Iran. about 9.5 million in Pakistan, over 10 million in Bangladesh, and more than 57 million in India -- a total of 82 million more adult illiterates.

According to the Statistical Indicators 1990 published by UNESCO/PROAP, Bangladesh, Pakistan, Nepal, India, Iran, Afghanistan, Bhutan, Myanmar, Philippines and Papua New Guinea have been adding to the number of their illiterates between 1970 to 1990 whereas other countries in the Region have been able to reduce the number of illiterates during the same period (see Figure 2.3).

2. Progress in Literacy Programmes

In 1988, the UNESCO-PROAP commissioned **National Studies of APPEAL** in twelve Member States. Analysis of these National Studies have revealed that there is no one formula for success. Some countries have achieved success through mass literacy campaigns whereas some others have been able to achieve higher literacy levels through functional literacy programmes. By their very nature, literacy strategies have to be diverse and

Figure 2.3 Adult Illiterates - Percentage Changes 1970 - 1990



properly adapted to the changing socio-economic and cultural contexts of the societies. Further, there is no evidence to show that either literacy programme or primary schooling could single handedly solve the problem of illiteracy. The effective strategies have always combined both primary education and literacy programme together. In fact, the integrated planning approach of combining Primary Education, Literacy Programme and Continuing Education has encouraged policy makers in the Member States to appreciate the interlinkages among these programmes and plan accordingly for achieving the objective of Education for All.

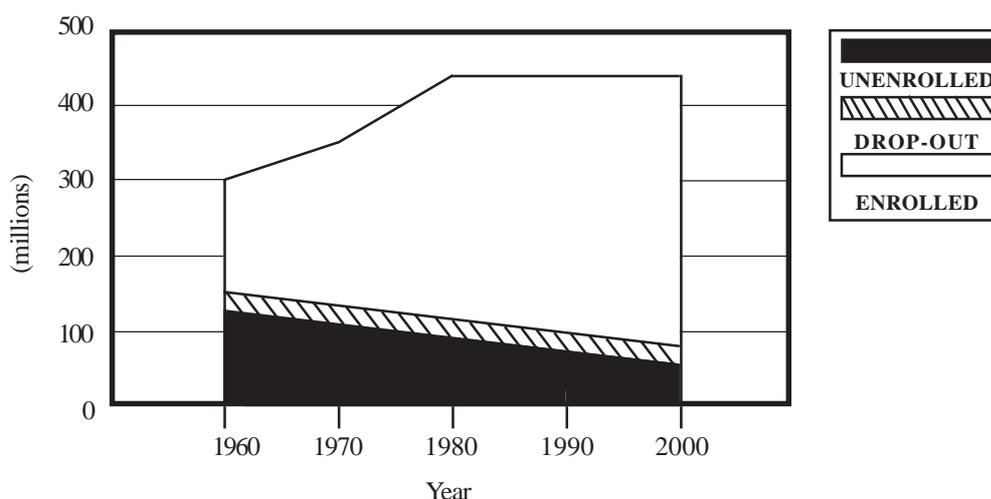
Provision of good quality learning experiences is essential for making literacy programmes truly meaningful and relevant to the learners. Kejar Packet A of Indonesia, functional literacy curriculum and problem oriented teaching method known as “Khit Pen” of Thailand are illustrative of the effective teaching-learning packages developed in the Region. Many other countries have also developed their own indigenous teaching-learning packages. **APPEAL Training Materials for Literacy Personnel (ATLP)** attempted to systemmetize and institutionalize appropriate teaching-learning methods and materials for literacy which have now been adapted in a number of countries such as Bangladesh, China, Indonesia, Laos, Malaysia, Nepal, Pakistan, Philippines, Thailand and Viet Nam. Also, the Joint Production Programme of UNESCO-PROAP and Asian Cultural Centre for UNESCO (ACCU) have been able to produce more than 40 types of high quality literacy materials (including booklets, posters, games and electronic media) which have been adapted in the local languages in more than twelve Member States.

One of the most important factors found to be contributing to the success of literacy programmes is the availability of administrative, consultative and technical infrastructure from national level to the field level. Some countries such as Philippines and Thailand which have established and strengthened the necessary infrastructure for non-formal education have achieved marked success in their literacy and non-formal education programmes. In some countries the non-governmental organizations have played a major role in the promotion of literacy activities.

3. Primary Education Situation in Asia and the Pacific

Primary Education plays a crucial role in increasing the literacy rate in any country. Therefore, the provision of literacy programmes and of primary education have to be studied together to understand the real situation.

Figure 2.4 Primary Education 1960-2000:Enrolment and Dropouts



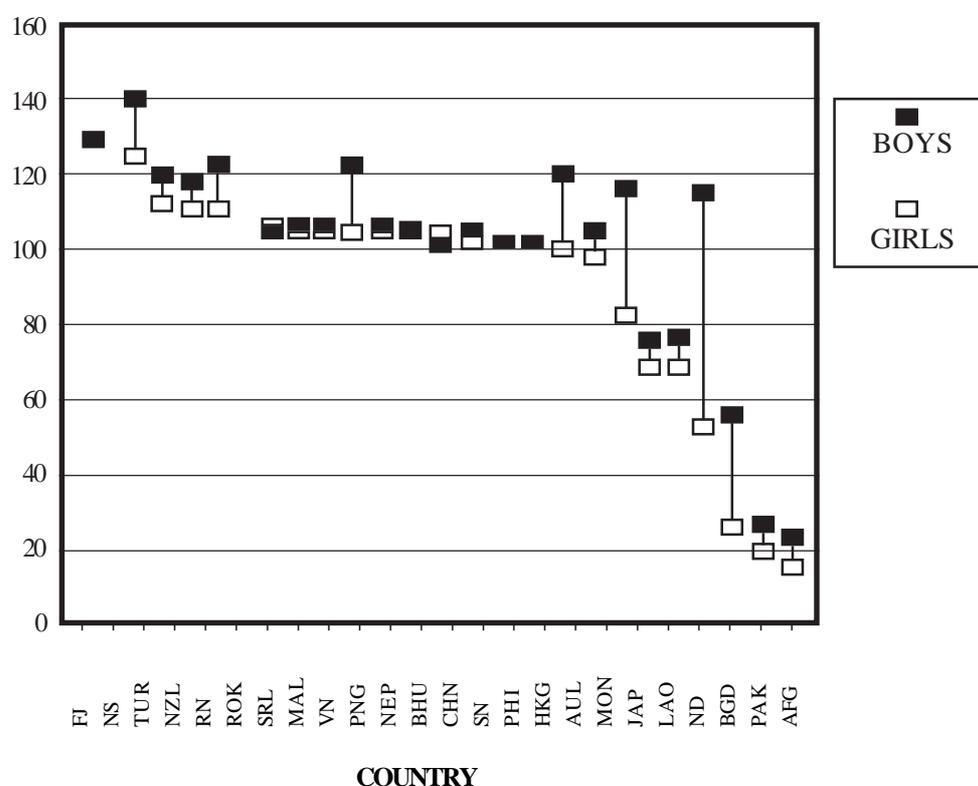
Source: UNESCO PROAP estimations and projections as assessed in October 1989

In 1990, the size of the unenrolled primary school-age population stood at around 54 million for the whole region -- which is a large number, equivalent to the entire population of a medium-size country, such as Thailand. Furthermore, if the trend were to continue, it is projected that this unenrolled population would drop to only about 26 million by the end of the century.

Most of the millions of unenrolled primary school-age children are girls or children of disadvantaged groups -- people living in remote and isolated areas, ethnic and religious minorities, nomadic tribes, low-income groups, and slum dwellers. Figure 2.5 shows that, in a number of countries, considerable disparity exists between primary enrolment of boys and primary enrolment of girls; the countries with the widest gap in gross enrolment

rations by sex are also the ones with low overall enrolment. It can be seen from Table 2.2 that phenomenal expansions in primary enrolment may sometimes mask increases in the unenrolled population. For example, in Afghanistan the more than four-fold growth in primary enrolment between 1960 and 1980 was accompanied by an increase in the number of unenrolled children, from an estimated 1.6 million to 2.7 million. Similarly in Bangladesh, Bhutan, Nepal Pakistan and Papua New Guinea there has been an increase in the unenrolled primary school-age populations.

Figure 2.5 Primary Education Gross Enrolment Ratio by Sex-1988



Source: UNESCO Statistical Yearbook 1989.

Estimates by UNESCO/PROAP indicate that reversal of this undesirable trend would require a 90 per cent gross primary enrolment by the year 2000. This is a target which could be achieved as the current enrolment levels are between 70 per cent and 90 per cent in Bangladesh, India, the Islamic Republic of Iran, Lao PDR and Nepal. However, in such

countries as Afghanistan, Bhutan, Pakistan and Papua New Guinea, which have enrolment ratios below 70 per cent, an even greater effect will be required.

In the absence of additional large-scale efforts to universalize basic education, prospects for the year 2000 appear rather bleak in some countries. Countries such as Afghanistan, Bangladesh, Nepal and Pakistan will have to considerably step up their efforts to universalize primary education if they are to effectively reduce the large numbers of unenrolled school-age children by the end of the century, which according to the projections in Table 2.2, will be as high as four million in Afghanistan, 6.6 million in Bangladesh and 8.4 million in Pakistan. The projected primary enrolment levels for each country shown in Table 2.2 indicate that most countries -- China, Fiji, Japan, New Zealand, Singapore and Turkey being the most likely exceptions -- will have to further expand their facilities for primary education to allow for sufficient places for the projected increase in future enrollments. This indicates the addition, before the year 2000, of at least 25 million places in India, 3.7 million in Bangladesh, and 3.2 million in Pakistan.

4. Dropout in Primary Schools

Children who drop out of school and do not complete their studies constitute another major segment of the out-of-school population. It is commonly believed that, if a child drops out of school before reaching grade 5 of primary education, there is a strong likelihood that he or she will grow up as an illiterate. Table 2.3 provides information on the estimated number of primary school children who drop out of school each year. Estimates for 1960, 1970, 1980, 1990, and 2000 show that, while the total primary enrolment in the region increased between 1960 and 1980, the total number of primary school pupils who dropped out each year also increased -- from just under 19 million in 1960 to more than 25 million in 1980. It is projected that by 1990 the total would have been reduced slightly to less than 24 million; in the absence of some major additional effort to further reduce the number of drop outs, the total will only slightly decline, and will still be about 18.7 million at the end of the century. Table 2.3 shows that, if no determined effort is made to reverse the trend, Afghanistan, Bangladesh, Bhutan, Nepal,

Table 2.2 Primary Education: Enrolled and Non-enrolled

		Trend projections					(in, 000)	
Country		1960	1970	1980	1990	2000	1960-1980	1980-2000
Afghanistan	E	237	541	1,116	807	2,008	879	892
	N	1,609	1,867	2,722	3,761	4,023	1,113	1,301
Australia	E	1,564	1,812	1,718	1,540	1,604	154	(114)
	N	145	72	30	31	4	(115)	26
Bangladesh	E	3,291	5,970	8,240	11,977	15,715	4,949	7,475
	N	4,249	5,095	6,688	6,846	6,599	2,439	(89)
Bhutan	E	2	8	30	78	126	28	96
	N	136	159	179	180	174	43	(5)
China	E	67,293	95,627	146,270	127,641	117,660	78,977	(28,610)
	N	47,715	29,043	14,138	8,147	2,401	(33,577)	(11,737)
Fiji	E	76	121	116	114	111	40	(5)
	N	13	9	1	4	9	(12)	8
Hong Kong	E	450	740	540	573	606	90	66
	N	104	62	40	44	44	(64)	4
India	E	34,994	57,045	73,873	98,482	123,090	38,879	49,217
	N	41,922	29,683	30,372	17,076	1,646	(11,550)	(28,726)
Indonesia	E	8,995	14,870	25,537	29,719	33,982	16,542	8,445
	N	8,090	8,373	4,744	2,593	153	(3,346)	(4,591)
Iran, Islamic Rep.	E	1,436	3,416	4,799	7,653	10,507	3,363	5,708
	N	2,624	1,677	1,899	1,166	16	(725)	(1,883)
Japan	E	12,754	9,558	11,827	9,782	9,793	(927)	(2,034)
	N	569	201	55	39	22	(514)	(33)
Republic of Korea	E	3,621	5,749	5,658	5,413	5,479	2,037	(179)
	N	350	107	21	17	12	(329)	(9)
Lao PDR	E	91	245	479	645	811	388	332
	N	297	283	208	195	174	(89)	(34)
Malaysia	E	1,272	1,688	2,009	2,380	2,751	737	742
	N	346	463	389	255	87	43	(302)
Mongolia	E	72	146	145	191	237	73	92
	N	39	17	16	14	11	(23)	5
Myanmar	E	1,601	3,178	4,148	4,946	5,744	2,547	1,596
	N	1,517	900	767	509	183	(750)	(584)
Nepal	E	125	390	1,068	1,903	2,738	943	1,670
	N	1,083	1,242	1,227	1,065	775	144	(452)
New Zealand	E	426	400	381	336	323	(45)	(58)
	N	6	3	1	1	1	(5)	0
Pakistan	E	2,793	3,993	5,474	8,723	11,972	2,681	6,498
	N	4,927	6,747	8,109	8,466	8,429	3,182	320
Papua New Guinea	E	64	191	300	448	597	236	297
	N	254	246	279	272	251	25	(28)
Philippines	E	4,001	6,414	8,300	10,344	12,389	4,299	4,089
	N	2,029	1,762	1,613	1,139	489	(416)	(1,124)
Singapore	E	285	363	292	286	280	7	(12)
	N	31	4	5	5	5	(26)	0
Sri Lanka	E	2,009	1,671	2,081	2,443	2,804	72	723
	N	627	430	455	242	13	(172)	(442)
Thailand	E	3,936	5,635	7,392	7,254	7,599	3,456	207
	N	2,540	3,083	1,587	973	263	(953)	(1,324)
Turkey	E	2,867	5,012	5,656	6,616	7,576	2,789	1,920
	N	1,219	436	740	554	302	(479)	(438)
Viet Nam	E	3,174	7,092	7,887	8,864	9,841	4,713	1,954
	N	1,630	28	728	512	235	(902)	(493)
TOTAL	E	157,429	213,875	325,336	349,158	386,343	167,907	61,007
	N	124,071	91,992	77,013	54,106	26,321	(47,058)	(50,692)

E:Enrolled N:Non-enrolled

Source: UNESCO PROAP estimates and projections as assessed in November 1989.

Pakistan and Papua New Guinea may continue to register an ever increasing number of primary school drop-outs annually. Even countries with decreasing numbers of annual drop-outs have before them an enormous task if the drop-out problem is to be effectively resolved.

Table 2.3. Annual Number of Drop-outs from Primary Education

Country	Trend projections					(in, 000)	
	1960	1970	1980	1990	2000	Changes 1960-1980	Project changes 1980-2000
Afghanistan	9	42	76	79	101	67	25
Australia	32	23	14	10	7	(18)	(7)
Bangladesh	749	1,537	2,325	2,836	2,917	1,576	592
Bhutan	1	2	7	17	26	6	19
China	4,130	4,140	4,150	3,701	2,418	20	(1,732)
Fiji	3	3	2	2	1	(1)	(1)
Hong Kong	27	20	13	6	5	(14)	(8)
India	9,032	11,068	13,104	11,473	8,510	4,072	(4,594)
Indonesia	965	1,222	1,480	1,475	1,027	515	(453)
Iran, Islamic Rep.	140	196	252	273	230	112	(22)
Japan	111	74	36	33	21	(75)	(15)
Republic of Korea	192	160	128	67	44	64	(84)
Lao PDR	2	56	110	142	131	108	21
Malaysia	17	14	12	9	6	(5)	(6)
Mongolia	8	7	7	5	4	(1)	(3)
Myanmar	202	277	351	344	272	149	(79)
Nepal	51	93	226	349	357	175	131
New Zealand	9	6	3	2	1	(6)	(2)
Pakistan	530	671	813	1,031	1,262	283	449
Papua New Guinea	7	15	24	32	39	17	15
Philippines	522	599	676	654	566	154	(110)
Singapore	14	9	5	2	1	(9)	(4)
Sri Lanka	162	98	35	14	13	(127)	(22)
Thailand	656	718	790	620	297	144	(493)
Turkey	562	466	370	234	192	(192)	(178)
Viet Nam	560	587	614	378	303	54	(311)
TOTAL	18,683	22,103	25,623	23,788	18,751	6,940	(6,872)

Source: UNESCO PROAP estimates and projections as assessed in November 1989.

The large number of drop-outs represents massive wastage in education and should be a source of major concern, as regards the internal efficiency of education systems in Asia and the Pacific. Preliminary results from the ongoing Regional Study of Wastage in Education show that the large amount of resource input that went into education during the past years

has failed to produce the desired outcome. Countries increasingly need to take into account the huge cost shouldered both by the society and the individual due to non-enrollment, absenteeism, repetition, and under-utilization of resources and facilities as well as due to the failure to ensure a minimum level of learning by all children.

5. Improvement of Quality of Primary Education

Countries in the region have realized that making primary education available to all is not in itself sufficient. Ensuring attainment of expected levels of achievement by all children is even more important. Analyses of achievement levels of primary school children carried out in recent years by several countries in the region indicate that the situation is not quite satisfactory. Many countries of the region, therefore, are now engaged in introducing major programme reforms to increase attainment levels of the primary school children.

Cognizant of the problems associated with learning and achievement of children in primary education, UNESCO, in collaboration with Member States, organized a wide range of national and regional programmes and projects during the 1980s which focused on certain critically important dimensions of this aspect. These various innovative national and regional programmes further led to the launching of a Joint Innovation Project on Raising Achievement Level of Children in Primary Education in 1985. Nine countries in the region (China, India, Indonesia, Malaysia, Nepal, Philippines, Republic of Korea, Sri Lanka and Thailand) worked together on this activity. Follow up work on various aspects of this subject are now being taken up in the countries with UNESCO PROAP support. The overall thrust of the project is to improve learning achievement of children through promotion of appropriate innovations and research in such crucial areas as early preparation of children, instructional strategies and methods, teacher competency, parental and community involvement, and administrative and supervisory support mechanisms.

Specially, the critical areas considered are:

- a) the effective preparation of young children for primary schooling;

- b) the implementation of more effective strategies and methods of instruction to enable all children to attain a satisfactory level of competence in the basic skills of numeracy, literacy and communication, as well as in the life skills - co-operating with others, diligent and systematic work habits, etc. - and in one or more manual skills;
- c) the provision of teachers with competencies, attitudes and perceptions necessary to enhance pupil achievement and with the skills required to enlist out-of-school resources;
- d) the effective involvement of parents and the community in the education of their children; and
- e) ensuring that educational administration and supervision are conducive to the enhancement of achievement in primary level children.

The work undertaken in these countries demonstrates that innovative efforts focusing on the factors described above have significantly contributed to improving learning achievement of children in primary schools.

6. Continuing Education Situation

A wide range of continuing education programmes are functioning throughout Asia and the Pacific. These programmes enable people to participate in the social, political and cultural life of their societies through the development of skills and the dissemination of knowledge.

It is generally agreed that the main goals of Continuing Education are to provide opportunities for:

- a) **Personal development** through the enhancement of intellectual, social and physical well-being, leading to a better quality of life.
- b) **Equity** by providing access to education for all adults even if they do not have access to formal study.
- c) **Economic Development** through the acquisition of new skills and upgrading skills and knowledge required in the workplace.

Continuing Education takes a wide range of forms. For self directed learning they include the provision of libraries, museums and village reading centres. Structured learning programmes include locally presented short courses, as well as correspondence, radio and TV courses. The topics dealt with in Continuing Education are also quite wide. However, in all countries, including the developing ones, they include courses related to health, family planning, hygiene, cultural activities, home-making, work and other economically important skills. Particularly in the industrialized countries there has also been a long tradition of organizing courses in liberal studies and recreational interests.

A common feature of the provision of continuing education is that both government and non-government agencies are involved in this endeavour. Continuing Education is invariably a part of the charter of government agencies responsible for health, agriculture and other aspects of development. On the other hand many non-government agencies also provide short courses or self-directed learning opportunities. In some cases private profit making organizations are involved in organizing continuing education programmes. It is also a common practice, in many countries, for schools, universities and other institutions concerned primarily with formal education to organize short continuing education courses. Continuing education is provided by many employers for their workers. It is apparent, however, that governments through agencies responsible for organizing non-formal education, have a crucial role to play in the provision of continuing education.

It is almost impossible to measure the actual extent of participation in continuing education programmes. Some countries do produce statistics of enrolments in structured short courses, but these cannot possibly include the numbers participating in less structured programmes or self-directed learning through libraries and reading centres. However, there is clear evidence that the provision of and participation in continuing education programmes in many countries in the region is increasing. Records in the industrialized countries show that continuing education enrolments in community based adult education centres have substantially increased in recent years. Newly industrialized countries like the Republic of Korea and Singapore, together

with those countries that have been industrialized for longer periods, have increased the training provided to employees, particularly to equip them for new technologies. In the less developed countries there have been serious efforts to provide communities with information about health, hygiene, agriculture and ways of increasing the income generating capacity of villages and communities.

While it is known that the provision of continuing education throughout the countries of the region is increasing, it is also clear that there are still unmet learning needs of individuals and communities in all the countries.

To assist in identifying continuing education needs and programmes, the following types of programmes have been delineated under APPEAL.

Type 1. **Post-Literacy Programmes (PLPs).** These aim to maintain and enhance basic literacy, numeracy and problem solving skills, giving individuals sufficient general basic work skills enabling them to function effectively in their societies.

Type 2. **Equivalency Programmes (EPs).** These are designed as alternative education programmes equivalent to existing formal general or vocational education.

Type 3. **Income Generating Programmes (IGPs).** These help participants acquire or upgrade vocational skills and enable them to conduct income-generating activities. IGPs are those vocational continuing education programmes delivered in a variety of contexts and which are directed in particular towards those people who are currently not self-sufficient in a modern world, that is those persons at or below the poverty line.

Type 4. **Quality of Life Improvement Programmes (QLIPs).** These aim to equip learners and the community with that essential knowledge, attitudes, values and skills to enable them to improve quality of life as members of the community.

Type 5. **Individual Interest Promotion Programmes (IIPs).** These provide opportunity for individuals to participate in and learn about their chosen social, cultural, spiritual, health, physical and artistic interests.

Type 6. **Future Oriented (FOs) Programmes.** These give workers, professionals, regional and national community leaders, villagers, businessmen and planners new skills, knowledge and techniques to adapt themselves and their organizations to growing social and technological changes.

Unit III

LITERACY AND DEVELOPMENT

1. Basic Education and Human Development
2. Continuing Education and Development

1. Basic Education and Human Development

The background Document of the World Conference on Education for All held in Jomtien (March 1990) has emphatically stated that basic education of all types endeavour to develop political, social and economic life of individuals, communities and nations. Human development, at the level of individuals involves a process of learning and of applying what is learned to better the quality of life. With more learning, both individuals and groups are better able to derive sustenance from their environment, to participate effectively in society, to meet challenges, to create new solutions, and to transform the world in a positive way. Learning is considered as a catalyst for all development processes, and lack of learning opportunities constrains the individual and societal ability to produce, or to benefit from, development.

With successes and failures of different strategies for economic development, it has become abundantly clear that economic, socio-cultural, and environmental processes are closely linked; development or decay along one dimension profoundly affects the others. Each new development effort, whatever its focus, must recognize the complex interactions among all facets of life on this globe. This interactive nature of change requires a multi-sectoral, long-term, and international view of development in the design of programmes and policies. The pivotal determinant of the success of these programmes and policies will be whether a country's population possesses the appropriate basic skills and knowledge.

At the macro-economic level, an analysis of a sample of developing countries indicated that increases in literacy contribute to increases in investment and in output per worker. Literacy, as well as nutrition and income, was also found to correlate with increased life expectancy and reduced infant and maternal mortality. Overall differences in patterns of educational investment, especially at the basic levels, are significant in explaining differences in national rates of economic growth and in other development indicators as illustrated by the figures given in Table 3.1.

Table 3.1 Comparison of Countries with High and Low Literacy Rates

	Countries with high literacy rate (66%)	Countries with low literacy rate (34%)	Advantage of literate over illiterate
Average age at death			
Female	68.3	46.5	22 years longer
Male	62.2	44.1	18 years longer
Level of education (% enrolment)			
Primary	97.7	.513	Almost double
Secondary	53.2	11.2	Almost five times
Higher	13.8	1.5	More than nine times
Nutrition status			
No. of calories consumed per capita per day	2,718	2,086	One-third higher
No. of grammes of protein consumed per capita per day	73.5	55.2	One-third higher
No. of inhabitants per physician	2,898	26,284	Nearly 10 times greater
Gross domestic produce (US\$)	2,590	622	More than four times

Since the majority of workers in developing countries are engaged in subsistence agriculture, the effect of basic education on agricultural productivity has been an important policy issue and the subject of much research. One review by the World Bank - based on eighteen studies carried out in thirteen developing countries -- concluded that a minimum of four years of primary education increased farmer productivity by an average of 8.7 per cent for all countries and 10 per cent for those undergoing modernization and growth. The greater the demands on farmers to adapt to changing technologies, credit, and marketing systems, the higher will be the benefits to those possessing basic skills.

The effect of primary schooling on wage workers and entrepreneurs is indicated by the higher productivity of primary school graduates, as measured by adjusted earnings differentials. Both private and social rates of returns to primary schooling have been shown to be highly relative to other

forms of schooling; in one multinational comparison social rates averaged 27 per cent for primary and 15-17 per cent for secondary education, while private rates averaged 49 and 26 per cent respectively. They are also highly relative to the common return to capital investments which is about 10 per cent. Basic education is critical for promoting the productivity of small entrepreneurs because they face additional decision-making demands and retain a larger share of the benefits of their own productivity. As in the case of agriculture, basic education increases the productivity of both wage earners and entrepreneurs even more in situations of rapid change and development.

Economic disparities are reinforced and reproduced over time by unequal access to basic education and unequal achievement in learning. More equitable access to effective basic learning opportunities will immediately begin to reduce the gap between the least educated and the most educated within a society. Equity in basic learning will also make access to further learning more equitable by assuring that individuals can be selected for these opportunities on the basis of actual achievement, rather than family or community wealth.

The reduction of learning disparities has both immediate and long-term effects. Some of these effects are linked to the importance of education for technological advancement, which has the capacity to affect profoundly the life circumstances of every person today. All countries need citizens capable of working with and through technology. Increasingly, the possession of knowledge and reasoning ability defines individual and national efficacy. In a very real sense, to be deprived of basic education is to be deprived of the essential tools for modern living. Without the skills to participate in a literate, technological world and the knowledge to transform their environment, people will remain on the margins of society, and society itself will lose their vast potential contributions.

Meeting the basic learning needs of all has become of greater importance than ever, not only because of technological and other rapid changes in most societies, but also because of the increased global interdependency of nations on their cultural and economic activities. As a prerequisite for social, cultural, and economic development, education

contributes to reducing disparities and building common understanding among people of different countries, socio-economic origins, and cultural identities. Effective education is a unique means to promote participation of all individuals in their local communities and in this global society.

Marginalized populations depend on their knowledge and problem-solving skills to deal with various kinds of hardships they face. Basic education is one means of attacking the root causes of these conditions (by promoting equitable development) and, at the same time, of providing immediate knowledge and skills for dealing with their effects. Increasing the level of basic learning helps alleviate conditions of disadvantage and thus contributes to reduction of social disparity.

Marginalized populations need basic education to prepare them for effective migration, social and occupational mobility, access to new information and markets, and adaptation to new environments. Meeting the basic learning needs of these groups may not be the total solution, nevertheless it is an important part. In particular, non-conventional forms of basic education are needed for those whose lives have been disrupted by forces beyond their control. These problems effect all countries: the growing levels of functional illiteracy in the industrialized economies show that they too are not immune to such problems.

To combat environmental degradation, people must not only understand the effect of their actions on the environment but also accept responsibility for them. They must not shift the costs of their actions to people in other geographical areas or to future generations. Increased basic knowledge helps to inform individuals of the real costs of environmental damage and to promote social acceptance of regulations to restrict environmentally damaging acts and measures to promote ecologically sound development.

The replenishment of ecologically imperiled lands can be set in motion by tapping the traditional environmental knowledge of the land's inhabitants. People with local knowledge of food production under harsh conditions, medicinal practices, literacy and artistic forms, and local institutions and community processes, are a rich cultural resource. To bring

this precious knowledge to bear on contemporary problems of the environment, the people who possess it must be equipped with basic knowledge and skills that will enable them to function effectively in their societies.

Education, particularly of girls and women, does a great deal to control rapid population growth by promoting collective health and well-being. Educated women and men can make informed choices about when to have children and are better able to maintain their own and their children's health. This benefits the society by curbing excessive population growth and improving the overall health of the population. Research has demonstrated that women's educational attainment is strongly related to reduced rates of maternal and infant mortality, and to improved nutrition in the family.

The process by which basic learning affects population growth is complex and varies among countries. Normally it involves several interrelated factors, such as better understanding of family planning options, increased resources, changes in attitudes, and reduced infant mortality. Where population growth remains a serious barrier to real economic growth, education will offer a significant means of dealing with the problem because of its effects on fertility.

2. Continuing Education and Development

Continuing Education is seen as an essential extension of literacy and primary education to promote human resource development. Because of the vast number of variables involved and because of the complexity of their interactions it is not possible to prove that increased education causes increased socio-economic development. Logically, however, it is reasonable to infer that increases in knowledge and skill are needed for the introduction and expansion of modern technology and that education must grow and change if a technology based socio-economic system is to grow and change. Education seen in this way is an enabling agent for development.

Socio-economic growth is of course the main thrust of most development plans in the Third World and most policies are directed at strengthening formal education to ensure that there is adequate knowledge

and skill to enable development to occur. Unfortunately, however, this policy has largely failed and social and economic inequalities, low productivity and high levels of illiteracy and semi-literacy remain. Many graduates from formal schooling are unemployed and unemployable and because the formal educational system is largely urban in its orientation there has been a massive population shift from rural areas to cities. Schooling in some countries has in fact so alienated some people from the mainstream of society that social systems have tended to break down and conflict and aggression have become commonplace.

This crisis in education in the Third World has come about largely because the formal system caters only for a handful of successful students and the rest become alienated and unproductive. Continuing education, that is the opportunity to engage in lifelong learning, therefore, emerges as a way of compensating for the inadequacies of the formal system by giving people a second chance, and also of ensuring a continual growth and upgrading of human resources throughout the lives of all citizens.

Seen from this angle, Human Resource Development (HRD) becomes the focus of attention. Appropriately educated people develop positive attitudes and skills, can improve the quality of their work and can increase their incomes. People can save and invest and a general upgrading of the socio-economic structure of society occurs based on the emergence of secure, happy and prosperous individuals and families. With such improved human resources and in particular because of both a stronger domestic economy and an improved quality of the human mind, the third world would be better able to manage its scarce national resources and so ensure effective, appropriate and sustainable development. These ideas are illustrated in figure 3.1.

A focus on human resources development through continuing education has another important implication for overall socio-economic development. Most development theorists argue that education alone is not enough to ensure that development will occur. They state that unemployment, illiteracy and social inequality are caused by structural aspects of society which education alone cannot address. Some would even argue that schooling is deliberately imposed in such a way that structural reforms

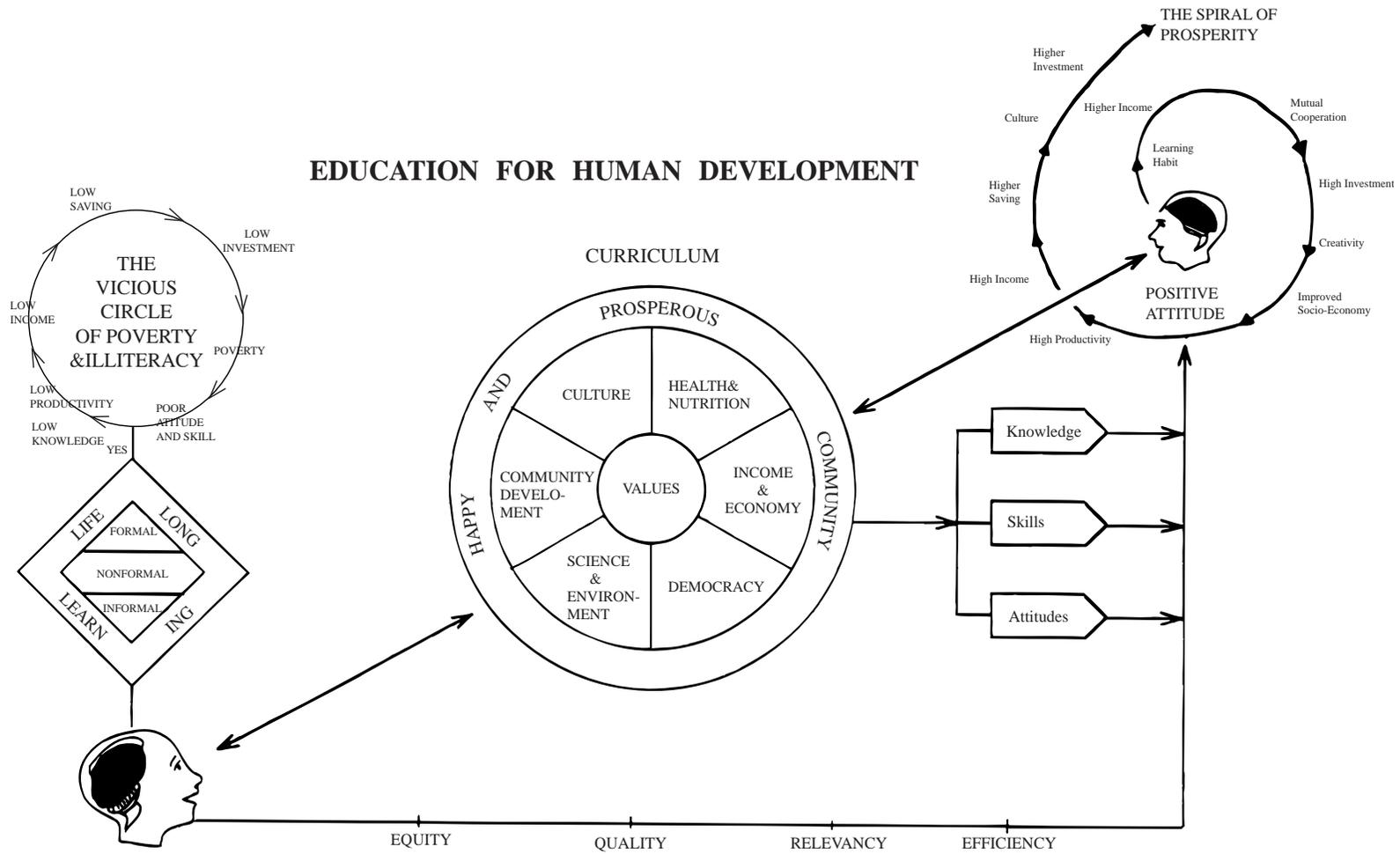


Figure 3.1 Education for Human Development

cannot occur and that the system ensures dependency of the majority who are poor and disadvantaged on the few who are wealthy and powerful. In advancing these arguments, however, such theorists usually have only formal education in mind. Continuing education, that is the provision for lifelong learning, does two things to overcome this problem. Firstly, it equips individuals with the mental abilities and practical skills necessary to address structural weaknesses in society. Secondly, and perhaps even more significantly, it changes the emphasis from something “imposed from above”, such as a formal system of institutionalized education, to something self initiated and controlled by individual learners. In continuing education it is the individuals who set and pursue their learning objectives, not the system. Continuing education, therefore, not only equips people to bring about structural changes in society, but it also empowers them to do so.

Another issue is that human resource development in some countries is dealt with sectorially in different sections of planning documents and is implemented by several, frequently competing agencies. There is an absence of co-ordinated action. If continuing education is seen as the mechanism for human resource development these types of issues can be more readily addressed. If there is a well organized and co-ordinated infrastructure for continuing education, and if continuing education policies are based on national planning, then all aspects of human resources development can be systematically advanced.

Yet, another important aspect of continuing education to be noted is that as more people become involved in lifelong learning and improve their educational standards and ways of life, more are likely to be involved in social decision making at all levels. Development plans will come to reflect what people want and need based on their reasoned understanding of potentials and limitations. In this way a truly sustainable development is likely to emerge. In other words, development will reflect the concerns of the people and will be fair to all sections of the population.

Unit IV

NATIONAL POLICY FOR LITERACY AND CONTINUING EDUCATION

1. Framework for National Policy on Literacy and Continuing Education
2. Features of a National Literacy Policy
3. Features of a National Policy for Continuing Education
4. Interlinkage between Policies for Literacy and Continuing Education

1. Framework for National Policy on Literacy and Continuing Education

Policy making for literacy and continuing education has to be seen within the broader framework of national development. In the context of development processes, literacy and continuing education are often, but mistakenly viewed as existing only in the periphery. It has become amply clear from the discussions in earlier Modules that literacy and continuing education organized effectively have a central role to play in the overall development of the country and therefore should be properly integrated into the general policy framework for national development.

Explicit statements of national policy on literacy and continuing education serve several purposes. First of all, the concern for ‘education for all’ and ‘life long learning’ will acquire a place of continued importance in all development planning. This will also ensure a long-term commitment on the part of the national leadership to these aspects of education. It will further recognize the fact that literacy and continuing education concern the whole nation and require the support and active participation of all sections of the population. Finally, this will reaffirm the faith in the potential of literacy and continuing education programmes as effective instruments for contributing to human resource development.

Having accepted the need for evolving a national policy on literacy and continuing education, one is faced with certain basic questions such as :

- How should the national policy be formulated?
- What exercises are to be carried out before arriving at the national policy?
- What are the essential features of a national policy statement on literacy and continuing education?

In answering the first question, there are two options available. One is to have a comprehensive policy statement on Non-Formal Education which adequately covers both the dimensions, namely, literacy and continuing education. Alternatively, one can have two independent statements regarding literacy and continuing education. The decision in this

regard depends on the particular country and the achievements already made in eradication of literacy. In some of the countries in the region, particularly those in the South-Asian region, an explicit statement on eradication of illiteracy along with a complementary statement on continuing education may be more desirable in order to highlight the importance of pursuing the goal of making the whole country literate. The policy statements should also reflect the unique socio-cultural background of the country along with its ideological and historical dimensions.

One has to carry out at least two major exercises before arriving at a national policy framework on literacy and continuing education. These include a detailed situations analysis of the status of educational development characterizing the country and an analytical understanding of the existing planning and management structures operating therein with respect to formal as well as non-formal educational channels. These exercises should be followed by outlining the place and scope of these programmes within the overall framework of providing “Education for All”. Without these empirical bases, national policy frames remain very general and indeed far-fetched, consisting of populist platitudes failing to give a concrete direction to field level operations.

As mentioned earlier, the policy statement has to be country specific and a national policy statement can only give a broad indication of the direction and goals for action and the essential components of the action strategy. Taking literacy and continuing education as two distinct aspects, an illustrative analysis of the basic features that should go into such policy statements is presented in the following paragraphs.

2. Features of a National Literacy Policy

A national policy on literacy will address the following issues:

- a) Why is universal literacy important for the country and what exactly will be the purpose of increasing the levels of literacy in the community. It should be noted that while some objectives, such as quality of life and economic development will be common to all countries, there will be objectives that are specific to particular

countries which reflect the specific cultural, religious or political characteristics of the country.

- b) In multilingual countries, the language to be used for developing literacy skills needs to be decided at the national level keeping in view the existing national language policy.
- c) While universal literacy is the final goal, each country may set its own priorities within the national policy framework as the specific groups which need special considerations in the provision of literacy facilities. This may include certain specific age groups, ethnic and religious minorities, socially and economically disadvantaged sections and so on; in many developing countries special provisions are also visualized for the education of women. However, alternatively, a government may opt for equality of access or opportunity without any such consideration.
- d) The policy statement may also indicate the kind of delivery mechanism to be adopted for literacy action. This is usually achieved by giving one government agency the responsibility for overall planning and the major responsibility for the provision of the programmes. However this agency should also be charged with encouraging other organizations to be involved and with providing assistance with materials, resources and training. There may be policy relating to the use of volunteers and professionals.
- e) Total eradication of illiteracy from the population may probably take a long period of time. However, specific intermediate targets for achievement may be indicated in the policy statement. These targets will have to be properly linked to specific national development plans.
- f) While details of resource requirement for operating literacy activities will have to be consequently worked out as part of the planning process, the policy statement should indicate the overall commitment to the programme in terms of resource mobilization. It will have to explicate the share of governmental and non-governmental resources that is visualized for effective implementation of planned activities to achieve the goals. The

policy should also indicate the way in which government funds are to be channeled to literacy programmes and how other financial resources can be mobilized.

In the implementation of the literacy policy there are many organizational and technical aspects which will have to be considered. These are dealt with in a more detailed fashion in Volume II of the Manual. However, the main issues on which policy guidelines may have to relate are the following:

- a) Identification and prioritization of target groups.
- b) Assessment of the needs of the specific target groups. This refers to the existing levels of literacy and the needs of these particular groups for literacy. For example, different curricula may be required for city dwellers, villagers, and ethnic minorities.
- c) Development of specific objectives based on the identified needs of the group.
- d) Setting of disaggregated targets in relation to provinces, districts and local areas.
- e) Development of curriculum and selection of training methods. Specific roles of national and state level organizations in this regard will vary depending on the size and nature of the country. In many cases the national level role may be confined to making a range of curriculum options and resources available for field staff.
- f) Establishment of organizational structures for consultation, administration and technical tasks.
- g) Norms for recruitment of teachers, administrators and volunteers for the programme, together with training and remuneration.
- h) Arrangements for promotion through the mass media and mobilization of the community.
- i) Evaluation, monitoring and reporting on the progress of the programme.

3. Features of a National Policy for Continuing Education

A national policy for Continuing Education will be far more flexible than the one for literacy, taking into account a much wider range of community needs and the involvement of a large number of agencies at the field level. However, it may, in general, be necessary to address the following issues:

- a) What are the basic goals of providing continuing education and what is visualized as a possible contribution to human resource development as well as to social and cultural changes and improvement of the quality of life of individuals and the nation as a whole.
- b) The identification of priority subject areas and groups of people who will be given priority in accessing learning opportunities. Such groups may be identified based on their economic activities, personal needs or the fact that they have previously been denied access to learning through formal channels.
- c) Specification of agencies are to be permitted or encouraged for organizing continuing education activities. This will include the identification of government departments which already have responsibilities for specific types or programmes of continuing education and also various non-government organizations (NGOs).
- d) Establishment of a mechanism for planning and co-ordinating continuing education at national and other levels. It is usual to provide for one government agency to be made responsible for planning and co-ordination of continuing education. But this may have to be done in a consultative or participative manner with representatives from various agencies involved in the organization of the programmes as well as the different clientele groups.
- e) Outlining the role to be played by libraries, reading centres and the mass media in provision of continuing education.

- f) Provision of training facilities and research structures to support and develop continuing education in a long term perspective. Procedures for allocation and distribution of public resources to the various participating government organizations as well as non-government organizations.
- g) Arrangements for monitoring, evaluating and reporting about continuing education.

4. Interlinkage between Policies for Literacy and Continuing Education

There are some significant differences between the policies relating to literacy and continuing education. By definition it will never be possible to set accurate national targets in continuing education as new needs and priorities keep emerging. Technological and social changes demand that the needs and provision of continuing education will keep on changing and will never be completely satisfied. However, it should be recognized that literacy as well as continuing education programmes are concerned with satisfying the learning needs of adults outside the formal educational structures. From this angle, they have a common purpose to serve within the lifelong learning framework. This makes it imperative that the policy initiatives in the two spheres are closely interlinked and coordinated. In fact, these are, invariably, viewed as the two arms of non-formal education in any country and consequently, one government agency or authority is usually given the responsibility for both literacy and continuing education. It is easy to see that the two are very closely interrelated as well as interdependent and irrespective of other factors close coordination and linkage is essential to achieve the goals of providing “Education for All” in an efficient and cost effective manner.

Unit V

DEFINING THE CONTEXT, GOALS AND OBJECTIVES OF LITERACY AND CONTINUING EDUCATION

1. Context for Literacy and Continuing Education Planning
2. Setting Goals and Objectives of Literacy and Continuing Education

In order to translate the policy statements into action strategies it is necessary that they are stated in terms of goals and objectives of literacy and continuing education. Setting goals and objectives in a meaningful manner demands a proper analysis and understanding of the context or environment characterizing the country and making critical choices for action. It is after identifying these contextual conditions that one can set long term as well as short term specific objectives for field level action in literacy and continuing education. Some of these aspects are discussed in this Unit.

1. Context for Literacy and Continuing Education Planning

As has amply been highlighted in the previous Modules, policy making and planning is a country specific exercise. However, certain broad contextual factors that need to be examined in this context can be listed for consideration in all countries:

a) Perception of leaders on the role of literacy and Continuing Education

There is a general concensus of opinion that education for all cannot be achieved without national will and determination. National will and determination are shaped by the countries' educationists and leaders. Lessons from several countries show that direct and personal involvement of the top leadership of the country can make enormous difference in mobilizing support for the programme and ensuring that resources would flow in adequate amount. For instance, the role played by president Julius Nyerere, Chairman Mao Zedong and Ho Chi Minh for the promotion of literacy programme in their respective countries is well known. Sometimes other leaders, like dedicated senators, members of parliament and educationists have provided leadership for literacy and continuing education. The reference here is not merely to the exhortations made by the leadership for implementing literacy and continuing education programmes. Rather what is important is the priority given to these programmes in the process of development planning, in general, and educational planning, in particular, at the national and other levels. Policies and plans for literacy and continuing education

which are not fully assimilated into the national development plans tend to remain more academic exercises rather than the necessary thrust and direction for action.

b) Socio-economic and Structural Constraints for Literacy and Continuing Education Programmes

Planning for literacy and continuing education has to be done in a specific socio-historical context. Experience has shown that certain structural characteristics and beliefs of a society tend to promote literacy action whereas others hinder. This can be very easily seen in the relatively better literacy position among men over women, urban over rural areas, industrial over agrarian economies, and so on. It is also found that certain historical factors such as colonization has influenced the educational development of certain countries. The literacy and continuing education planners have to evolve strategies for countering the negative effects of such factors. Even within a country, language and specific regional disparities may pose serious problems for the educational planners to evolve differential strategies for literacy action keeping in view the local specific needs and problems.

c) The Status of Literacy and Continuing Education within the Existing Education System

While historically non-formal education precedes formal education efforts in any country, the present educational scene is invariably dominated by the highly structured and organized formal educational set up. Planning for non-formal education cannot be oblivious of this reality. The planner has to clearly examine and understand the existing formal educational structures in terms of number of years spent by a learner at different stages, the curriculum prescribed, the kinds of evaluation practices adopted and so on. Also, it is necessary to recognize that non-formal education activities are not altogether lacking in any country. But, the position and priority accorded to literacy and continuing education activities within the overall education system varies from one country to another. While some countries have

come to place formal and non-formal education on an equal footing, several others continue to view literacy activities as transitory and dispensable over a period of time. The kind of literacy programme to be planned in a country depends greatly on this factor. Depending on the current perceptions and future perspectives of the educational leadership of the country, one has also to determine the level at which the formal and the non-formal systems are to be integrated. It would be very good if formal and non-formal systems are seen as constituting an integrated package. At least one should attempt to achieve effective co-ordination in the development of the two systems. In fact, this is what is being attempted in most of the countries. The experience seems to be mixed in achieving effective co-ordination between the two systems. This makes it imperative to keep in view the level of success achieved by a country in integrating or co-ordinating formal and non-formal education programmes, and planners of literacy and continuing education have to properly assess the existing interface between the two systems. It is necessary to influence the planners of formal education to accept the fact that non-formal education is not a passing transient phenomenon but represents the life-long learning needs of every individual and society.

d) General and Educational Planning Strategies Adopted in the Country

Planning for literacy and continuing education will also have to largely follow the broad parameters of planning and management adopted by the country in education as well as other sectors of development. Depending on the size and the political administrative divisions of the country one may have to decide on the basic approach to planning literacy and continuing education programmes. Certain countries allow for considerable decentralization in planning and management activities whereas certain others have traditionally depended on centralized approaches for planning. Also some countries as a standard practice develop five year or ten year development perspectives.

In such cases, it should be easier to go for long-term planning exercises for literacy and continuing education also as part of overall development planning.

e) **Existing Structures of Educational Administration**

The next factor to be borne in mind is the current administrative structures and management practices operating in the country. In some countries separate administrative structures for non-formal education are already functioning while in others administrators in the formal sectors are required to look after non-formal educational activities as an additional function. Further, some countries may have a typically linear hierarchical arrangement for educational administration. Planning for literacy and continuing education would normally be in consonance with the existing arrangements. Where it is essential to bring about changes in the existing arrangements it will have to be properly incorporated into the planning framework and in creating new institutional structures for non-formal education. Similarly, one has also to examine the suitability of the existing management styles in the educational administrative set up of the country for effectively implementing non-formal education programme. This is particularly important as countries tend to adopt an authoritarian style of functioning whereas literacy and continuing education programmes demand a participatory style of functioning.

2. Setting Goals and Objectives of Literacy and Continuing Education

Each country has a vision and aspiration for what the people of the country should know, should be able to do and the values they should be committed to. Similarly, each individual would also have a vision and aspiration for one's own development. Statements expressing in concrete terms such vision and aspiration with respect to literacy and continuing education become the goals and objectives.

Statements of overall national vision and aspiration can be normally found in the constitution and in the socio-economic planning documents of the country. National goals for literacy and continuing education will have to

be derived from or formulated in consonance with these overall goals for national development. While these goals indicate the broad direction for action, they need to be further analysed and restated in the form of operational programmes and specific objectives.

It may be pertinent to clearly distinguish between goals and objectives:

- a) **Goals** are stated in general terms, relating literacy and attitudes to be attained by each learner after completing the literacy and non-formal education programme. The long-term goal is to ensure that all the citizens attain levels of proficiency that will enable and motivate them to continue learning throughout their lives.
- b) **Objectives** are stated in more specific terms so that they could become the basis for formulation of programmes and projects.

For example, the goals of Literacy and Continuing Education in a particular country may be stated as follows:

The goal of the National Literacy Programme and Continuing Education will be

- 1) *to provide functional literacy to every youth and adult (15 years and above) who has missed the chance of going to the primary schools or those who have dropped out from primary schools before completing the full cycle of primary education in the country and*
- 2) *to provide and co-ordinate an on-going programme of continuing education for adults so that they can actively participate in the economic, social and political life of the country and contribute to development.*

The objectives of the National Literacy and Continuing Education programme may be stated in more specific terms as:

- a) to provide functional literacy programmes consisting of literacy, numeracy and problem solving skills to illiterates and semiliterates.
- b) to provide post-literacy and other Non-formal Education equivalent to the Fifth Grade of Primary Education to the out-of-school youth and adults.
- c) to provide continuing learning opportunities through libraries, newspapers and mass media to retain and improve the level of basic education of the people.
- d) to provide education to improve the quality of life and better earning capacity of the people.
- e) to provide opportunities for personal development and future oriented educational programmes for community and national development.
- f) to promote national integration, national identity and a co-operative spirit among the people.

Sometimes the objectives could indicate the specific strategies to be adopted for achieving the objectives, time frame for implementing the programme components, targets to be achieved in terms of number of persons to be covered under the specific programme and so on.

Almost all countries in Asia and the Pacific have some kind of literacy and continuing education programme. Therefore, it would not be correct to assume that national goals and objectives of literacy and continuing education programmes have to be stated afresh. But, it may be noted that a literacy and continuing education programme is a dynamic programme which needs to be continuously adjusted and improved, taking into consideration the change and development taking place in the country and the changing needs and aspirations of the individuals. Therefore, it is necessary to periodically analyze and restate the existing goals and objectives of literacy and continuing education in the context of changing political, social and economic condition of the country and likely trends in those areas in five to ten years time. This exercise, to be most effective, needs to be carried out in a participative manner involving various government and non-government organizations involved in the implementation of the programme.

Annex

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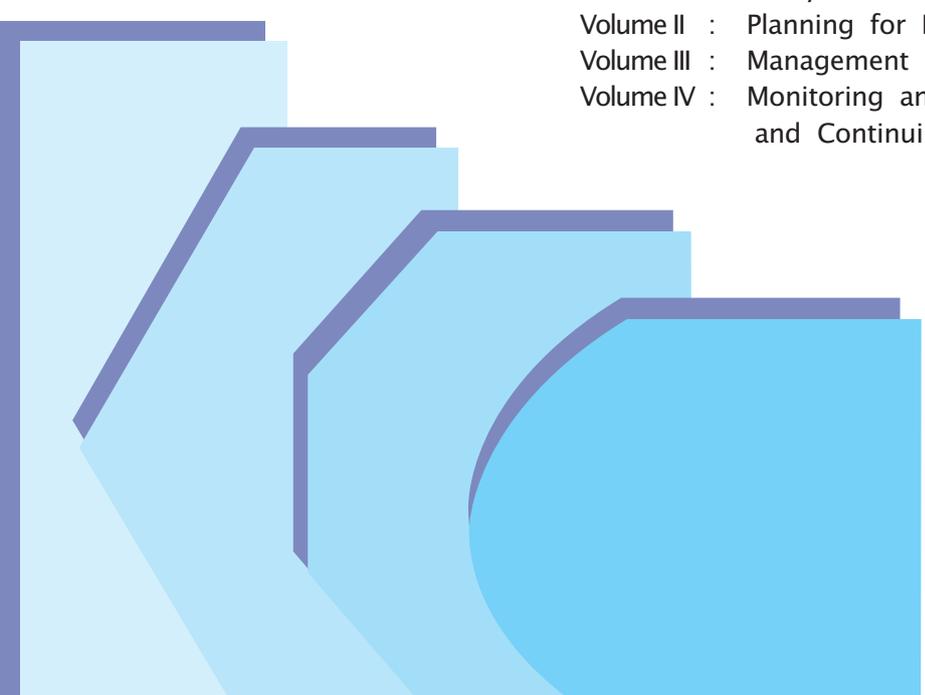
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APPEAL Manual for Planning and Management of Literacy and Continuing Education (AMPM)

- Volume I : Policy Framework for Literacy and Continuing Education
- Volume II : Planning for Literacy and Continuing Education
- Volume III : Management of Literacy and Continuing Education
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