CHAPTER II

THE NATURE OF NON-FORMAL EDUCATION

2.1 Introduction
2.2 The Concept of Non-Formal Education
2.3 Non-Formal Education in India and Other Countries
2.4 Rural Development and Non-Formal Education
2.5 NFE – Role of State and Voluntary Agencies
2.6 Recommendation for NFE in various Education Commissions and National Policies
   (a) Kothari Commission (1964-66)
   (b) National Policy on Education (1968)
   (c) National Policy on Education (1979)
   (d) New National Policy on Education (1986)
2.7 Literacy Programme and Adult Education
2.8 Socio-economic and Political Perspectives of NFE
2.9 Teaching Methods and Learning Material for NFE
2.10 Evaluation Scheme of NFE
2.11 Educational Media for NFE
2.12 Open Universities and Distance Education – A New Approach of NFE
2.13 Overlap between Formal, Informal and Non-Formal Education
2.14 Need for Non-Formal Education
2.15 Conclusion
2.1 Introduction

The right to basic education is a widely considered fundamental human right and it is an essential pre-condition for the progress of the nation. The existing formal education system has not been able to cater to the needs of the Indian population. The Constitution of India, in Article 45, mentions compulsory primary education for all children up to fourteen years of age. This has not been possible even after 52 years of independence. This has created the need for a new revised educational system concentrated mainly on the rural poor who are outside the mainstream of formal education. The new system is known as Non-Formal Education; it is outside the formal education programmes. It imparts continuous education to the participants irrespective of their age, sex and educational background. NFE has varied contents—socio-economic, political and cultural factors—and all are closely connected.

The scope of NFE covers activities ranging from simple memorisation to the learning of complicated technologies. It covers all areas of formal education including rural development, nutrition, health, family planning and agriculture. It enriches the learning received through formal education. It exploits the available time and interest of the individual in bringing out the inherent knowledge, so that the individual can improve his or her conditions of living. The methods followed by NFE are mainly the learner-oriented and based on dialogue between learner and educator. Non-Formal Education has certain differences from informal education. The International Council for
Educational Development (ICED) has drawn the following valuable distinction between Non-Formal Education and informal learning:

By informal education we mean the truly, life-long process whereby every individual acquires attitudes, values, skills and knowledge from daily experience and the educative influences and resources in his or her environment—from family and neighbours, from work and play, from the market place, the library and the mass media. . . . We define for Non-Formal Education as any organised educational activity outside the established formal system—whether operating separately or as an important feature of some broader activity—that is intended to server identifiable learning clienteles and learning objectives.3

2.2 The Concept of Non-Formal Education

Non-Formal Education covers all the important educational objectives of imparting knowledge and skills. The history of NFE in India shows that Non-Formal Education was used in the early Vedic period without using the name. The present nomenclature and concept came to India in early seventies when at the UNESCO-sponsored seminar, the out-of-school education was stressed as a strategy of ever-eluding objective of Universal Elementary Education.4 At the seminar, the term 'Informal Education' was proposed. But the participants rejected it because it had the connotation of incidental educative purpose. Therefore, a new term Non-Formal Education proposed and was accepted. Thirty years after the seminar, it bears wider meaning and its area spread from the least extreme of literacy to the last stage of media education.
The classic definition of NFE developed in 1973 by P. H. Coombs and A. Ahmed is "any organised activities outside the established formal system—whether operating separately or an important feature of some broader activity—that is intended to serve identifiable learning clienteles and learning objectives." Then later a number of Indian as well as foreign educationists defined the term with necessary alterations. In 1974 the report of Ministry of Education, India, clarifies that:

Non-Formal Education is meant to cover various educational needs of non-school going children or ‘drop-outs’, these programmes are supposed to be differentiated based on conditions prevailing in various environments, oriented to help children to improve their work, earnings, health, family life, understanding of the natural and social surroundings etc.

In 1978, the document of UNESCO Regional Office at Bangkok mentions the following general objectives of Non-Formal Education programmes: (a) to promote awareness through pre-literacy education and acceptance of learning as a means to individual and national development; (b) to provide equal educational opportunities for all, and through them mere equitable distributions of gains and employment avenues; (c) to establish national infrastructural needs and provide manpower; (d) to make communities self-reliant through improved management skills involving them in planning, organisation and implementation of the programmes; (e) to effect transfer of technology to more need-based area of activity; (f) to mobilize existing unpotential local resources in the community; (g) to promote programmes for Non-Formal Education directly linked to productive skill and tangible gains.
The concept of NFE was developed in relation to less developed countries. The villages in India suffer from inadequate education facilities and so the rural masses are systematically discriminated with the benefit of development. Indian educationists and economists think about the practicability of it. According to Malcom S. Adiseshaiah, the NFE is wide ranging because it comprehends all learning outside the formal system, and has no parameters of time and space. It can be classified for pre-school, non-school and underschool children in the age group 1-15, and for youth and adults, unschooled underschooled needing new additional skills in the age group 15-60. Non-formal learning can be classified by the learning content involved into these organised activities where the major emphasis is on general education, and also those where the content is mainly vocational. According to Aravind Chandra et al., “education is imparted in a free atmosphere, without the rigidity of rules and regulations associated with school or college education, it is termed as Non-Formal Education.” The academic objectives of NFE are clustered around dropouts from formal education, functional illiterates, unemployed and underemployed youths and adults. There are a number of educational activities and programme that can be termed as NFE including literacy, adult education, distance education, open university, extension activities, including those of agriculture, health, population education etc. Thus the process of education provided to the child or adults or any group, which is structured but outside the formal education is normally called Non-Formal Education. As for the objectives of Non-Formal
Education, Dr. Shirur says, "the objectives of Non-Formal Education are to provide basic knowledge and skills, practice and attitudes necessary for each group to become conscious of their needs and problems and to learn to achieve their individual and social goals."\(^{11}\)

The above descriptions proves that Non-Formal Education has become a medium for social change as the knowledge and skills needed urgently. Thus the process of education provided to the child or adults or any group, which is structured but outside the formal education is normally called Non-Formal Education.

2.3 NFE in India and Other Countries

Not only in India but also other countries, a lot of work has been done in the field of NFE. The concept emerged initially in western countries. Developed as well as developing countries take initiatives to promote NFE. Here I mentioned only such examples.

In our neighbouring country, Sri Lanka, the government and other agencies are conducting NFE programmes for rural and community development. Under NFE full-time and part-time technical courses run for school leavers and adults. These courses intend to give an opportunity of learning skills which would lead to employment or self-employment.

In 1958 China started an impressive programme of 'half study-half work' both in urban and rural areas. It is true that in its implementation Chinese authorities have disagreed with the nature and content of NFE, but they uniformly realise that Chinese education must stand on two legs, i.e. the leg of formal and the leg of non-formal, flexible and open education. In rural
sectors three types of NFE programmes are envisaged. The first form has been designed to supply skilled human resources for China's slow but persistent increase of rural mechanisation. The second model of NFE in China is that short-term training classes and education extension services. This programme has a combination of offering a basic level of literacy and an effective extension and demonstration programme. The classes at the commune focus on specific agricultural techniques, such as seed selection, water conservation production etc. The third model is non-school information dissemination activities. The model farmers demonstrate their techniques. The additional non-formal mechanisms are the use of T. V. and radio and the publication of books and magazines popularised for the rural public.

A successful Non-Formal Education programme was conducted in Tanzania. An integrated programme like adult education centres, teacher training programmes through mass media. The Directorate of Adult Education was formed in the Ministry of National Education. In the words of Daniel Mbunda,

literacy themes were printed on popular textiles, local dancing groups and jazz bands popularized the movement through their music. shows at local functions were designed to popularize the literacy campaign. Political and government meetings would not be complete without a literacy component. The activities of individuals and organisations, both public and private, were mobilized in the war against illiteracy. In other words a national will to eradicate illiteracy was created.
Non-Formal Education revolution in Tanzania was a great success because the national will was present throughout the revolution. Now NFE has become a part and parcel of the life of Tanzanians.

Japan's current education system originated from the Fundamental Code of Education in 1875. In 1920, the term 'Shakai Kyoiku' (social education) is become official and then it used to indicate education carried out in non-formal ways. The Social Education Law of 1949 defined it as "organised program for education activities, including programs for physical education and recreation mainly for youths and adults except for those provided in the curriculum of school based on the School Education Law." The social education in Japan have five specified characters: self-directed independent learning (distance and correspondence education), environment-based learning (multimedia approach), human relation training (group leadership training), voluntarism (voluntary service for other people in need) and community-oriented activities. Now Japan has one of the most developed countries in the world.

In short developed as well as developing countries consider the relevance of Non-Formal Education as very crucial.

2.4 Non-Formal Education and Rural Development

Development means the uplift of human beings with reference to their socio-economic life. In this, education plays a vital role. A large section of our population is not able to respond to formal education because of a number of socio-economic problems. But in the case of rural areas, the problem is acute. In this situation the importance of NFE programmes cannot
be overestimated. Formal educational institutions are mainly concentrated in urban areas. According to the 1991 Census, the general literacy level was 52.11%. Of the literates, the urban population constitutes 60.2% and only 44.69% in rural areas.

Formal education still remains beyond the reach of most of the people in rural areas. Non-Formal Education is the answer to rural illiteracy and ignorance. The report of Ministry of Education “the fifth five-year plan educational strategies is also based on the assumption that non-formal ways of imparting and requiring education will be developed for all categories of learners and an all levels of education for children, youth and adults from elementary to higher education.”

Rural development does not start with goods and commodities, it starts with people’s needs and desires. It can be achieved through education.

Non-Formal Education can meet many aspects of rural development. It is necessary to establish interrelationship between occupation and NFE through training of village industries, handicrafts, self-employment etc. Students of professional institutions, polytechnics and universities can play a very effective role in imparting skills to rural people. This kind of help link their degrees and encourage them to take up voluntary activities.

Functional education programmes can be divided into three types:

(a) literacy programmes for non-school going children in the age group of 6 to 14 years; (b) vocational education, family welfare education and literacy programme for youth in the age group of 15 to 25 years; (c) functional literacy for job improvement and self-employment programmes for adults in the age
group of 26 years and above. The teachers and the persons responsible for the execution of the NFE programmes call change agents.17

Non-Formal Education for rural development has been incorporated in many schemes, projects and plans for the uplift of the rural masses. Rural universities on the line of Mahatma Gandhi’s revolutionary ideas on education can lead to the transformation of rural areas.

2.5 Role of Voluntary Agencies

In the area of education the role of voluntary agencies is very crucial and acknowledged. Religious organisations, charitable institutions, autonomous bodies etc. involved in the field of Non-Formal Education. The formal and non-formal streams of education were originally started voluntarily centuries ago. The government came into picture much later. Religious bodies have their own interested areas, through temples, mosques and churches imparted knowledge to thousands of men and women. At the same time, their role is significantly large in formal and non-formal category of education. The state may have served as a supporting or co-ordinating agency.

Some voluntary agencies have been working actively for the removal of illiteracy. In Kerala, formal as well as Non-Formal Education, major part of which is under voluntary agencies. Agencies which impart Non-Formal Education in Kerala are KANFED, Sastrasahityaparishat, Mithranikethan, social service organisations, developmental projects etc. They provide intellectual, organisational and infrastructure facilities for the programme. Voluntary participation is self-motivated and easily adaptable to local needs.
Even the most well-administered state cannot reach everyone and operate as effectively as a voluntary group. The state can only co-ordinate these efforts that are initiated by such voluntary organisations.

2.6 NFE in the Context of Education Commissions and National Policies

Education is a powerful instrument of national development—economic, social and cultural. So the reforms to the transformation and improvement in each age had taken by government at every time. The national leaders realized that a revolutionary approach is needed to bring radical changes in objectives, structures, process and organisation of education. Before independence the policy of education in India was not national in character as the country was under foreign rule and the educational policy objectives aimed at fulfilling the purpose of a colonial government. It is expected that India's population may exceed 1000 million by the turn of this century. There are 50% of total illiterate population in the world live in India. It is only by spreading the facilities of education, emerge a new and stronger nation. This can happen only when illiteracy is wiped out completely from our country. A lion's share of our population between the age group of 5-35 years is not able to receive formal education and does not get the benefit of regular education. Therefore, the system of Non-Formal Education should be utilized to tackle this growing problem. Various education commissions and national policies stressed the system of education outside the formal structure of education.
2.6.1 Recommendations for NFE in Kothari Commission, 1964-66

The Education Commission of 1964-66 set up by the Government of India, and popularly known as Kothari Commission recommended NFE on a large scale for out of school children and adults. The Commission put stress more on literacy, continuing education, correspondence courses etc. All these linked with adult education programmes. The Commission present that India was more illiterate in 1961 than 1951, so as massive unorthodox national effort is necessary. All economic and social developmental plans have their human aspect and involve a large number of persons who have had no schooling. It is therefore, logical that every developmental project in whatever field should include an integral part and plan for the education of its employees, more especially of those who are illiterate.18

The Commission also recommends correspondence courses for those who are unable to attend regular courses. There must also be a method of taking education to the million who depend upon their own efforts to study whenever they can find time to do so.19 Correspondence courses or home study provides the right answer for this situation. Lessons should be broadcast through the media of radio, T. V. and magazines. The Commission recommends fullest exploitation of mass media of communication and which effectively used as a powerful instrument for creating the climate and impart knowledge and skills necessary for improving the quality of work and standard of life of the people.

The Kothari Commission has recommended the setting up of libraries all over the country and the use of school libraries for the public benefit. Libraries play a crucial role in imparting knowledge and awareness.
Universities can make a valuable contribution to the proper development of Non-Formal Education. The Commission recommended that each universities should have a department of Adult and Continuing Education. Our universities can take the role of open universities and thereby grant education to those who want to satisfy their desire for knowledge. It is necessary that this is linked with employment and impart vocational education which possess potential for future development. In this context universities should perform certain functions. They are social, economic and cultural development, transmitting the society to the advantages of new scientific conclusions, re-educating workers in various professions, re-educating teachers, developing new methods and skills of teaching, creating awareness of hygiene, cleanliness, population control etc., providing training for various subject.

2.6.2 The National Policy on Education, 1968

On the basis of Kothari Commission Report, National Education Commission was set up for reviewing the structure and evolve a national education policy. Liquidation of mass illiteracy is an essential component for accelerating programme of production and quickening the tempo of national development. With a view to reducing the number of illiterates part-time literacy classes should be organised for grown up children. All employees in large commercial, industrial and other concerns should be made functionally literate within a prescribed period of their employment and a lead in this direction should be given by the industrial plant in public sector. Similarly, teachers, students and educational institutions should be actively involved in
literacy campaigns. The achievement of literacy should be sustained by the provision of attractive reading materials and library service to new literates.

Part-time and own-time education is another important component of national policy for NFE. These facilities will smoothen the transition from school to work, reduce the cost of education to the state, and provide opportunities for desired people. In particular greater emphasis has to be laid on the development of correspondence courses, not only for university students, but also for secondary school students, for teachers, for agricultural, industrial and other workers; and facilities should be available to both men and women, to study privately and appear at the various examinations conducted the boards of examination and the universities. In short, adult or continuing education should be developed through facilities for part-time or own-time education through the expansion and improvement of library services, educational broadcasting and the television. The development of extension services in universities is of great significance in this context. In particular, the universities should organize special extension programmes to train rural leadership.

2.6.3 National Education Policy 1979

There were ten years after National Education Policy 1968, education at all levels needs to a functional revision in relation to the felt needs and potentialities of the of the people. Emphasis should be shift from teaching to learning, the role of learner being more crucial. The policy highlights Gandhiji’s ideas and experiments in the field of education, i.e. correlation of hand and heart leading to complementarity of intellectual and manual work is important and useful to society, community service and participation in
constructive and socially useful productive work should be an integral part of education at all stages so as to foster self-reliance and the dignity of labour. It stress the need of Non-Formal Education while it is necessary to expand the facilities for formal education in elementary schools for all children in the age group 6-14, it is also important to formulate schemes of Non-Formal Education for dropouts and the older children in the age group who have not had any schooling. Adult education and literacy programme came under preview of Non-Formal Education. At that time illiterate adult population was 230 million. Planners think that their contribution to national development could be increased, if they received same education. The nation should deem its solemn duty to impart education to them. The concept of adult education defined that not the acquisition of literacy and numeracy and also functional development and social awareness with a view to cultivating the habit of self-education. It also includes the part of Revised Minimum Need Programme whose thrust is to reach the poor people. Since the real problem of adult illiteracy exists in the rural areas, special efforts will have to be made to involve the rural community and teachers in the rural areas to conduct this programme. A special effort should be made to advice mahila mandals and youth organisations. Some input from the community would be desirable to make it a continuing programme.

Besides removing illiteracy and creating awareness, adult education programme has to have some developmental content. It should also aim at improving the skills of the target groups so that their productivity can be improved. The policy suggested certain measures for the continuation of adult education including low-price books and literature, village libraries,
material put out through mass media etc. The development of rural library system is necessary to support the programme of continuing education.

2.6.4 Recommendations for NFE in New National Policy of Education, 1986

The directive principles of Indian Constitution provides the provision of free and compulsory education to all children upto the fourteen years old. Between the period of 1951 to New National Policy of Education, 1986, a number of institutions started for elementary education. But which is not fully effective to attain the real goal. The national policies of 1968 and 1979 give much emphasis on elementary education and adult education. The Education Commission 1966 has rightly stated: “Education does not end with schooling, but it is a life-long process.”

In 1985, the newly elected Prime Minister addressed the nation to propose a new and dynamic educational policy for India. National Policy in 1986 gives greater emphasis on NFE. A large and systematic programme of Non-Formal Education will be launched for school drop-outs, for children from habitations without schools, working children and girls of whole day schools. Effective steps will be taken to provide a framework for the curriculum, but based on the needs of the learners and related to the local environment. The Fifth Five Year Plan’s educational strategy is also based on the assumption that non-formal ways of imparting and acquiring education will be developed for all categories of learners and on all levels of education for children, youth and adults from elementary to higher education. NFE 1986 proposed for rapid eradication of mass illiteracy because half of the total illiterate population of the world live in India, which also proposed to utilize
non-formal channels of education like T.V., radio, postal, coaching etc. A separate educational T.V. channel has been suggested.

Centrally assisted schemes introduced for running NFE centres in the ten educational backward states, viz. Uttar Pradesh, Jammu Kashmir, Rajasthan, Madhya Pradesh, Andhra Pradesh, Bihar, W. Bengal, Orissa, Arunachal Pradesh and Assam. The aim of the policy assure all children upto fourteen years provide free and compulsory education before 1995.

2.7 Literacy Programme and Adult Education

Literacy is the main component of education. Both formal and Non-Formal Education gives priority to eradicate illiteracy. Existing formal education programme has failed to produce the desired result. NFE is the best strategy to literate people. This is acceptable to everybody irrespective of age, caste and wealth. The 50% of world illiterate population live in India. In order to wipe out illiteracy totally in the world, the UN declared 1990 as the International Year of Literacy and 1991-2000 as the ‘International Literacy Decade’.

Illiterates are two groups: adult illiterates and illiterates below 14 years who dropout their education at elementary level. The overall dropout level was high in some states, in 1987-88. Bengal had 79.03% and Kerala had only 0.4% is recorded. The NSS 42nd round survey had further shown that in the age group 6 to 12, 42.3% rural children were never enrolled in school.

The currently accepted definition of literacy by UNESCO: “A person is literate when he has acquired for effective functioning in his group and community and whose attainment in reading, writing and arithmetic make it
possible for him to continue to use those skills towards his own and the
community's development." This leads to a question of currently accepted
term literacy, who write his name include the category of literate. The
follow-up programmes by non-formal way leads the fulfilment of all-round
development mentioned in UNESCO's definition. It is the most significant
welfare idea of this generation.

Government of India, through five year plans has made special efforts
to improve literacy, adult education, women's education particularly in rural
areas. The plan observed that adult education is an integral part of the
revised Minimum Need Programmes which is (a) to reach the poor directly,
(b) to implement it through co-ordination with other departments and (c) to
make it as an essential facet of planning.

A characteristic of formal education is that it can be imparted in a
classroom. But it is not a must in non-formal programmes. Considering the
absolute inadequacy of formal education for eradicating illiteracy from the
masses, NFE is the best and suitable strategy. The level of education of a
country is an indicator of its development. Mass education is being advocated
by the educationists and statesmen because the number of illiterates who are
to be made literate is so huge. Literacy can reduce the gap between the rich
and the poor by making the people more knowledgeable about the means of
life. Literacy is the open door to knowledge and to a better tomorrow.

In Indian situation NFE is closely linked with adult education. It may
be remembered that India already has an extensive adult education
programme. The literacy and training components are common between NFE
and adult education. Therefore, it is quite natural NFE eater the adults also.
Now both consider under the same head. According to Coombs, “only organised, systematic educational activity outside the framework of the formal system to provide selective types of learning to particular subgroups in the population, adults as well as children.” The concept of adult education has changed from time according to the needs of the nation and people. In any way or programme, all have agreed one point that, adult education should be relevant to fulfil national objective and helps the adult to solve his personal, social, economic and political problems of life.

2.8 Socio-economic and Political Perspectives of Non-Formal Education

The success of any society depends up on a well informed and enlightened citizen. In this process education has an important role, which moulded the views and attitudes of people. The non-formal contents also contribute to social life. The social needs of the people are their desirability in society, compatibility with other people and usefulness. Even a primary level of education improves a person socially and makes his status higher than an illiterate. The NFE imparts a change in behaviour and mental attitude, which raises the social significance of a person. Revolutionary political parties in socialist countries, both before and offer their revolutions, have initiated large programmes for changing the consciousness, skills and organisation of their people.

The NFE revive the hopes of becoming socially useful and desired. Such persons can learn a skill or a hobby or more so, when they find a job and can completely transform themselves. Because they had no skill, and were unproductive and unemployed, they considered themselves, and were
considered by others as well as unwanted and a burden to the society. They also becoming socially conscious, and at least, aware of the benefits of planned parenthood, clean home and surroundings, as also about the use of mass media. The social significance of NFE increases if it makes the people socially conscious, desirable and useful. Non-Formal Education develop social consciousness of people towards social evils like alcoholism, drug abuse, corruption etc. NFE leads to develop social sensitivity and social desirability which again is increased by achieving social importance. Social desirability is seen in developing correct social values, attitudes and habits. Condemning exploitation of children and women and promoting literacy are also socially desirable virtues. Non-Formal Education contents for self-development promote socially desirable values, attitudes and practices.

Educated people can be more useful to their society. The literacy programme, family welfare campaigns, job training and other community services of the non-formal stream make people socially productive. People can be made socially aware by instructing them to use their capabilities and resources, through NFE. In India, widespread poverty and illiteracy have blunted the social consciousness, desirability and usefulness of a large number of people. These have led to emphasis on job-oriented and literacy programmes in non-formal stream. Literate and employed can develop social awareness, desirability and usefulness. The non-formal programmes aiming at them have good social status.

Illiteracy, ignorance and superstition are very high among women. Non-Formal Education removing these and widen their mental horizon and to
develop social and productive skills, through better use of their leisure leading to self-employment or some gainful employment outside the home.

Non-Formal Education means learning to change one's behaviour to enhance the quality of life through work and value without formal schooling. The economic implications of NFE are many, particularly for a country which has such a vast population of adult illiterates. Non-formal programmes, which functioned for the removal of poverty, unemployment etc. are productive in certain extent. Young people who entering the job market, non-formal programmes give skills and opportunities for employment. Short-term and non-formal job training like electronic material servicing, garment making, handicrafts etc. have instant economic values. For the young non-formal learners, these courses have great job potential. So, it increases their economic assets, they have a high status.

The economic value of NFE can be found in monetary terms, such as income, supplementary earnings or the savings of non-formal learners. An increasing diversity of contents, an improving social position of the learners, and their rising economic prospects, all reflects the high status of Non-Formal Education. Because India is still a poor and developing country in economic terms, the vocational NFE has a higher status than a mere literacy or cultural NFE programmes for education. Vocational programmes must be offered in rural areas for the large number of unemployed youth and adults.

The educated and trained adults would like to educate their children. This is the first step of the income-rising ladder. The successive generations would also be inclined to keep on climbing the ladder. People can improve their living through their own efforts. The war on poverty can be fought and
won in a constructive way through non-formal training in vocational skills and marketing strategies. The incidence of poverty-based crimes may also come down if the jobless and the underemployed can make an honest living through their own efforts. The disparities in income can be reduced through NFE.

Social scientists had conduct surveys on the impact on social economic and political development of the people. The beneficiaries of NFE are observed, interviewed and asked about the benefits. The observations, interviews and questionnaire provide information about the improvements among the people.

2.9 Teaching Methods and Learning Material for NFE

Learners of Non-Formal Education differ from the learners of the formal education. So the methods used for NFE must suited to the background of non-formal learners. The teacher-oriented methods such as formal class lectures will not work effectively in NFE. The methods ensuring maximum learner participation of the learners is applicable in this field. Methods such as talks cum demonstration, workshop, group discussion, self-study and contact classes are the most appropriate methods for NFE. Methods that permit interaction, involvement and opportunities to express oneself should be choose for non-formal teaching. A combination of two or more methods will be effective for larger groups and individuals who seek varying objectives from NFE.

An oral explanation becomes easier to understand through a demonstration so it considered more appealing and effective method. A good
and proper demonstration requires systematic planning regarding all details. The workshop method is more effective than a demonstration, as the learner get personally involved in learning by doing. Unlike the demonstration method in which the learners are usually passive observers, in a workshop, the learners themselves, in groups, prepare the article or articles under the guidance of the instructor. Group discussion is another fruitful method in the field of NFE. In a group discussion members expose their views and arrived at a mutually agreed solution.

Materials used in NFE is easily grasp by learners. The five senses—sight, hearing, touch, smell and taste—make understanding of concrete and material things possible. The audio-visual aids make the learning process clear, simpler and interesting. Audio-visual aids have a special significance for the learners who come from different backgrounds, and have various abilities and experiences. These materials help the learners to build common platform of experience and to proceed from there to the abstract of non-material aspect of learning. Graphic aids include chart, diagrams, flashcards, pictures and photographs and these are mostly used to present information through eye-catching writings and illustrations. Displays on chalkboards, bulletin boards and flannel boards used for presenting information.

Three-dimensional aids—objects, specimen and models are more useful in Non-Formal Education. Objects are real things which help in developing correct concept and understanding of things. Specimen is art of actual objects or a group of similar objects. Models differ from the real things in size and material, it may either be smaller or bigger than the original.
Projected aids like slides, filmstrips, television and videotapes commonly used in Non-Formal Education. Leaflets, folders, brochures etc. is very much useful to neo-literates. Graphical materials, displays and projected aids will have to be used according to the age, ability and experience of the learners.

2.10 Evaluation Scheme of NFE

Formal education has organised evaluation schemes, elaborate theories and rigid practical test, with a stringent system of final examination to evaluate the students for success or failure. But all this methods are absent in Non-Formal Education. It follows different criteria for evaluation, confined not judging the performance of the individual beneficiary, but to evaluate what NFE has done for the educational and intellectual awareness of the community. It is necessary to find, whether there has made any positive impact on learners. Evaluation is also needed to make better plans for the future. Periodical evaluation can help to find the weakness and deficiencies in planning and implementation, so that corrective steps can be take in this time.

There are six methods used for evaluation in NFE. They are attendance, cost effectiveness, use of knowledge and abilities acquired, budget utilization, reaction of the learners and reaction of the instructors.\(^{(35)}\)

Overall attendance of the learners is a significant indication of the keeners of the learners. Attendance can be according to the programmes. Cost effectiveness of the project in terms of input-out ratio can be worked out to evaluate the programme.

The use of knowledge and abilities acquired through NFE can be evaluated. These can be done at three levels: (1) personal development, like
being able to do one's own work involving reading, writing and simple arithmetic, fluency in conversation, cooking one's own meals or making one's own clothes. (2) competency in doing similar work for the family and neighbours, including reading and writing of letters for them, or arranging family and community functions, family planning camps and campaigns for clean environment and (3) increased employment opportunities for men and women, provided through better education in a non-formal way. Using skills learned through NFE, even self-employment, are all a measure of the success of NFE.

The records of the income and the expenditure can be checked to find out if the resources are being properly utilized for the intended purpose and there is no wastage or leakage.

The reaction of learners can be measured through questionnaires and check-lists which can be administrated in groups or individually, separately for the illiterates and literates, and the less educated persons. The reaction of the instructor can be in the form of a report on his satisfaction regarding impact of the Non-Formal Education on learners. University level NFE programme has been properly evaluated by examinations and assessments.

The most difficult aspect of Non-Formal Education is its correct evaluation as evaluation refers to a formal component. Non-innovative evaluation method pointing the actual gain of knowledge, change in opinions and practices, enjoyment of leisure and increased job or self-employment opportunities.
2.11 Educational Media in NFE

The main function of education is communication of skills, knowledge and attitudes. The mass media known to gave great potential in communicating these effectively. The media communication has opened new dimension in the horizon of human world. By application of various media in the field of education, millions of people have come to acquire new ideas, philosophies, approaches and attitudes. Educational broadcasting has an important role to play in furthering education and development. The role is more significant in the context of situations obtaining in developing countries like India which are faced on the one hand with the problem of huge percentage of illiteracy and heavy dropout rates, and on the other, with the enorgent need to providing greatly increased access to education in formal and non-formal system.36

Education is not limited in classroom teaching only. In this context radio has been playing an important role for promoting relevant and interesting education. It not only informs, but also inspires the audience. It also a potential instrumental tool in the formal, informal and Non-Formal Education. All India Radio introduced programmes for children from Bombay station early as in 1929 and from Madras station in 1930, the pioneering school broadcast programme started in 1932.37 The other stations followed suit and have been broadcasting educational programmes quite successfully. The National Adult Education Project was implemented on a massive scale by the Government of India in order to remove illiteracy from the country since 2 October 1978. The AIR also has committed itself to supporting the project with suitable programme for publicity, motivation and training. This service
learning directly from the teachers is minimal and there is more emphasis on learning through various mass media, educational broadcasts are expected to play an important role in Non-Formal Education system. In five states like Kerala, Gujarat, Maharashtra, Assam and Tamil Nadu, there are well organised radio-cum-correspondence training like language and science. For example, the state government of Kerala in collaboration with the AIR, Thiruvananthapuram organised radio correspondence-cum-contact course for training teachers in 1975. As many as 35,000 teachers have been trained under this programme. Most of the radio stations are single channel ones and it is not possible to cater the variety of demands like adult education, workers education, distance education etc. The main problem faced the radio broadcasting is that which lose the initial glamour with the introduction of television.

Throughout the history of development, technology has been linked to learning. Modern technology has been linked to learning. Modern technology combined with educational programme, i.e. educational T.V. The formulated term ‘Instructional Television’ refers to the use of any television media in any of its various technological forms to present information, ideas and experience in any subject area and at any level as some portion of an organised educational programme. Regarding the use of instructional T. V., the Encyclopaedia of Education given the following:

The use of instructional television in an organised educational programme are varied but have been described in the following categories: total teaching, supplementary, enrichment and remedial. If television is used for total teaching, all major contents
and basic concepts are presented by television. In supplementary use, television programmes present material carefully correlated with the principal course material but not otherwise ordinarily provided. For enrichment, television is used to present materials considered desirable in subject areas other than the principal course of study. In its remedial aspect television is used to present materials for make-up work or concentrated emphasis in narrow subject areas.39

The development of T. V. in India follows its development and utilization in some of the advanced countries of the world. Educationists recognised that television used as a potential aid to education. Education system through communication technology will definitely play a decisive role in order to face the manifold challenges in education. The National Policy of Education 1986 recommends:

Modern communication technologies have the potential to bypass several stages and sequences in the process of development encountered in earlier decades. Both the constraints of time and distance at one become manageable. In order to avoid structural dualism, modern educational technology must reach out to the most distant areas and the most deprived sections of beneficiaries simultaneously with the areas of comparative affluence and ready availability. . . . The media have a profound influence on the minds of children as well as adults, some of them tend to encourage consumerism, violence etc. and have a deleterious effect. Radio and T. V. programmes which early militate against
proper educational objectives will be prevented. Steps will be taken to discourage such trends in films and other media also. An active movement will be started to promote the production of children’s films of high quality and usefulness.\textsuperscript{40}

It is significant to note that the television service was started by All India Radio under a project aided by UNESCO to produce and transmit social education programme in 1959 in Delhi.

In planning and production of programmes both the media radio and T. V. would emphasis the following national priorities:\textsuperscript{41} (a) universalisation of elementary education both formal and non-formal, (b) Non-Formal Education for adults, linking education to economic and social tasks, (c) development of vocational and professional skills, (d) training for citizenship, (e) popularising science with a view to developing a scientific outlook, (f) promoting national integration, (g) providing information about themes of national importance— population education, energy conservation, preservation of wild life, environmental sanitation, nutrition and health.

Thus, the efficient utilization of media is successful in educationing the masses about such concepts such as democracy, secularism, national integration, family welfare and population education.

2.12 Open Universities and Distance Education: A New Approach of NFE

Open University system first started in the United Kingdom with considerable success.\textsuperscript{42} In India, Andhra Pradesh became the pioneer in establishing the university by an Act of State Legislation. This was followed by
Indira Gandhi National Open University (IGNOU) in 1985 by an act of Parliament. The establishment of the open university got its approval from the National Policy on Education 1986. The main objective is to advance and disseminate learning by a diversity of means including the conventional and latest communication technology to large segment of population. The National Open University has to encourage other open universities and distance education system. It also provide higher education to disadvantaged groups such as those living in remote and rural areas including working people, housewives and other adults who wish to upgrade or acquire knowledge through studies in various field. It provides an innovative system which is flexible and open. It promotes national integration and the integrated development of the human personality through its policies and programmes. It means that non-formal channels of education will establish itself as a parallel system of higher education with the introduction of open universities. The open university systems are getting state recognition and state funds and they are the most favoured institutes. Course material is specially prepared to suit self-study. IGNOU course design is slightly different. For any undergraduate there are preparatory non-credit courses for four months followed by three years of study. Each course carries four credits. These courses are for students who are from non-formal channels. Open universities have study centres to contact the student and the co-ordinators help the students. IGNOU has regional centres in several states apart from having study centres to provide a rapport between students and institutes—and provide facilities for contact programmes and practical training. Generally the student centres are situated in already existing polytechnics, junior colleges, universities and other institutions where an infrastructure already exists. The teachers working there are appointed as part-time tutors.
The concept of distance education has emerged as a result of man's search for an education which could be provided to a person at home. Now continuing education became the part of educational system. Most quoted definition is by Borje Holmberg, according to him, “distance education is the various forms of study at all levels which are not under the continuous, immediate supervision of tutors present with their students in lecture rooms or on the same premises, but which nevertheless, benefit from planning, guidance and tuition of a tutorial organisation.\textsuperscript{43}

This system of open education is well-developed in developed countries of the world. In developing countries like India, instruction through correspondence became popular. The main objective of distance education is to increase the knowledge of the educated citizens, to provide higher education to those who fail to join the regular university courses, and to ensure lesser expense and higher efficiency than the formal system of education.\textsuperscript{44}

The first and widely used form of distance education is correspondence courses, which also the channel of Non-Formal Education available at university level. The objective of correspondence education is to provide a new stream of education to enable a large number of persons, with necessary aptitude to acquire further knowledge to improve their personal competence. It intended to cater students who had to discontinue formal education, in geographically remote area. Courses of study for an undergraduate courses broken up into a number of modules, which are posted to students who work on the material sent to him and can obtain further guidance and clarification
through writing back to the diffusing centre and through attending the periodic contact classes which are organised at or near his place of residence along with other students participating in correspondence courses.45

Second form of distance education is one which used not only the posted material, as in the above cases, but also the electronic media. In the use of radio and T. V. either as a supplement to postal teaching or as a comprehensive self contained form of distance education. This has rich possibilities including certain negative aspects.

A third form of distance is one which breaks away from established syllabus and contents of schools and universities and innovates with new learning content. This new content may relate age and stage of learning. For instance research in any of the university adult education department has shown that illiterate adults can reach the literacy level of third or fourth standard or primary school or similar learning of a worker in a factory can combine academic study and professional training in a certain period, during which he is continuously assessed and given a certificate to proficiency which may enable him to higher position.

Indira Gandhi National Open University is supposed to the beacon of distance learning. It will also guide the states to seek to encourage distance learning in setting up similar universities. Distance method can successfully used for catering to groups who, for geographical, economic or social reasons are unable or unwilling to make use of traditional provisions.
2.13 Overlap between Formal, Informal and Non-Formal Education

Education comprises three categories, i.e. incidental or informal, non-formal and formal system. Each section has a predominant role in the scenario of education which begins the moment a child is born and ends it when he dies. The United Nation's publications in general give the following classifications:

Incidental education . . . learning which takes place without either a conscious attempt to present on the part of the source or a conscious attempt to learn as part of learner. Informal education . . . learning result from situation where either learner or source of information has a conscious intent of promoting learning but not both. Non-Formal Education . . . any school learning where both source and the learning. Formal education, which differs from non-formal have conscious intent to promote formal education by its location within the situation called school which are characterised by the use of age-graded classes of youth being taught fixed curriculum by a cadre of certified teachers using pedagogical method.46

In India educationists had not paid much attention to differentiate incidental and informal, both are encompassed in any of them. Non-Formal Education shared certain characteristics of informal as well as formal. At the same time, it is distinguished from formal on one hand and informal education on the other. It differs from formal education in the sense that it takes place outside the formal system. It is also differ from informal education in that it is organised. It must be added that it is not possible to have
watertight compartments. These suggested classifications are a matter of convenience and they are not mutually exclusive. NFE can be organised with the framework of a formal educational institutions. Co-curricular activities and other programmes organised in a school can be classified as non-formal in character. Similarly there can be element of formal education in a Non-Formal Education activity. The correspondence courses for example for the first degree give by a university do follow a prescribed syllabus, provided for a brief contact programme in which there is regular classroom teaching, and students of correspondence courses take the same public examination and in the same manner as other students corresponding final courses.47

2.14 Need for Non-Formal Education

Education is the most powerful weapon for fighting ignorance and illiteracy and to bring about a lasting social change, for a country's progress is measured by its level of education. The universal right to education, which is basic to the quality of life is denied to these underprivileged classes. The children of poor prematurely forced to do work. Due to lack of pre-school education affect their physical and mental development. The degree of failures in the lower socio-economic class is very high in primary to higher education. Literacy and out of school training programmes strengthen their socio-economic and material upliftment.

The process of urbanisation also had many problems. Poor people migrated from rural areas to seek better opportunities creates tremendous problems of housing, employment, schooling etc. This widespread problem does not removed through formal developmental schemes. Every society
needs educated people who should be directly involved in its democratic life. The socio-economic and cultural conditions of weaker sections of the society make it imperative that they should be helped to acquire new knowledge, skills, values and attitudes not only for their own betterment but for the good of the country as a whole. Our country therefore needs to encourage all efforts to educate the less-favoured sections of the population specially where the poor and illiterate form the majority.

The rigid formal education system is not reach all the sections of a society and all the categories of men and women. Only the privileged groups, by and large, avail themselves of educational facilities through schools, college, universities and technological institutions. The fixed point of entry and exist of formal education makes it more difficult for students from the weaker sections of the society re-enter it. Because of certain causes the formal system became less suitable for the deprived sections of the society. Much more emphasis will have to be placed on the non-formal ways of education particularly for those who are excluded from the benefit of formal schooling. The importance of Non-Formal Education has also been recognised by the Government of India and it now forms an essential part of the revised educational planning.

Education is now recognised as a life long process. This is applicable form illiterates to formally educated. The formally educated can continue their education and knowledge in the areas associated with their studies and work, or they can take up new subjects to study for their personal enlightenment. The formally educated can conveniently adopt non-formal programmes like correspondence courses, inservice training, additional job training etc.
Education in any form needs to provide improvement of their quality of life and to help them to participate productively in the national development. The formal education system, because of its rigidity excludes the poor for the advantages. The NFE, which is flexible and relevant to the lives of illiterates and poor, needs to be encouraged. Formally educated persons can also to continue their education for either self-development or higher professional advancement in a non-formal way.

2.15 Conclusion

Non-Formal Education means learning to change one’s behaviour to enhance the quality of life through work and values without formal schooling. The academic objectives of NFE are clustered around dropouts from formal education, functional illiterates, unemployed or underemployed youth and adults. NFE is not a counter activity in opposition to formal education, but complement the formal stream of education, NFE has the potential of being a life-long education.
Notes

2 Ibid.
10 Ibid., p. 8.


17 Ibid., p. 161.


19 Ibid., p. 435.


21 Ibid., p. 56.

22 *National Policy on Education 1979* (Article 2.4).

23 Ibid., Article 3.1

24 Ibid., Article 3.7.


27 Ibid., p. 12.


Aravind Chandra, *op. cit.*, p. 4.

Ibid., p. 81.

Ibid.


Ibid., p. 12.


*Draft Guidelines for Broadcasting for Education and Development* (New Delhi: Ministry of Education and Culture, Govt. of India) p. 12.


Borah Swapna, *Distance Education* (New Delhi: Amar Prakashan, 1990) p. 37.
