

# Non-formal education in Thailand

This report provides an account of the non-formal education in Thailand, more specially various non-formal education programmes of the Department of Non-Formal Education. The report consists of three sections.

Section I provides the background. It gives a brief history of non-formal education of Thailand, followed by the planning and administrative structure of Thai education system, and an account of the educational broadcasting of Thailand. The section ends by recording the future of non-formal education.

Section II describes the programmes of the Department of Non-Formal Education. It explains the organisational structure and provides an account of the various programmes provided by the Department.

Section III is concerned with the learning system in non-formal education programmes. It describes the enrolment, the teaching and learning, assessment, monitoring and supervision of the learner support system, and problems encountered.

# Non-formal education in Thailand

## SECTION I: THE BACKGROUND

### Thai non-formal education system - a brief history

The history of non-formal education in Thailand can be divided into three periods (DNFE, 1995): prior to 1938; from 1938 - 1979; and from 1979 to the present.

#### First phase (up to 1938)

Prior to 1938, non-formal education has been the norm rather than the exception. It was Buddhist temple-based; it did not have any formally organised classes, nor any syllabus, nor timetable. Pupils, more often individually or in small groups, went to the temple to learn from a teacher monk, who gave lessons at a time convenient to him. It was a religious education; pupils learned Thai mainly to learn Buddhist Dharma. This learning system has much in common with the traditional education found in Christian Europe in the medieval period prior to the introduction of the schooling system. This non-formal education system, however, cannot be said to be the pedigree of the present day non-formal education system (DNFE, 1995).

#### Second phase (1938 -1979)

The second period could be said to have begun with the advent of a mass adult education campaign in 1938. This might be the foundation for the modern day non-formal education in Thailand. Just prior to the Second World War, the government was concerned about the problems of modernisation and the elimination of illiteracy. In 1938, the illiteracy rate among the age group of 20-year plus was 68 percent in 1938. The new political regime, which installed a new constitutional monarchy and parliamentary democracy, was impatient with the slow progress of the formal education system to eradicate the massive illiteracy. In order to modernise the Thai society and prepare the masses for the new democracy it was imperative that the majority of Thai citizens were able to read and write and understand the civic responsibilities. As one of the cabinet announcements in 1943 stated, 'the Thai people should appreciate and regard it as one of their civic responsibilities to learn Thai, at least to be able to read and write, and secondly to help teach those who cannot read or write' (DNFE, 1995). To achieve this result, the government used a law-enforcement strategy in 1943. The law stipulated that those adults aged between 20-45 who could not read or write have to pay an education tax. Each year, the adults of this age category needed to prove that they are literate, or else had to pay the tax.

In 1940, the government established the Adult Education Division, attached to the Office of the Permanent Secretary of the Ministry of Education, which was directly responsible for adult education. Its tasks were to conduct a mass literacy campaign, the first in Thailand, and the enactment of the education law. The education law was short lived (until 1945), however, due to the Second World War. Nevertheless it was successful: by 1945, illiteracy rate was reduced by almost one fifth (DNFE, 1995).

The period after 1947 shows various developments in non-formal education for adults. The government moved away from law-enforcement strategy and initiated various programmes. The government put emphasis on not only on increasing literacy but also on improving livelihood of

people. Therefore the programmes, during the period from 1947 to 1960, contained an economic dimension and a vocational component, in addition to literacy and civic responsibilities. These programmes went under the banner of fundamental education.

By 1954, the international agencies began to show an interest in Thai non-formal education. In 1954, the UNESCO assisted the Thai government to set up Thai UNESCO Fundamental Education Centre (TUFEC) in Udon Ratchathani province, in the Northeast region. The objective was to help train the education personnel who would involve in social development in rural areas and teach vocational skills, and raise awareness of health issues. Such programmes paved the way to integrated approach to literacy and vocational training. In 1965, at the Tehran conference, the UNESCO recommended a Work-Oriented Functional Literacy programme as a model for adult education. This meant that, occupational skills training should be an integral part of literacy training. The Work-Oriented Functional Literacy programme was launched in 1968 in Lampang province in the North.

There were however, certain difficulties with the 'work-oriented' portion of the programme. Mainly the teaching personnel were not adequately trained in vocational skills and were not confident in training this part. Thus by 1971, the Work-Oriented Functional Literacy was transformed into the simple Functional Literacy programme, with emphasis on the general problem solving process rather than on the specific occupational problem. Such a general problem solving process, considered to be a new philosophical approach in Thailand, is called the 'Khitpen' process. The 'Khitpen' process subscribes to a vision that people seek happiness, and such happiness is attained when one's self is in harmony with one's environment. Once disharmony between the self and the environment arises, unhappiness occurs.

In the 1970s, along with this new philosophical approach to non-formal education, a variety of programmes were initiated. In 1972 the Village Newspaper Reading Centre Project was launched at Lampang province, and was later extended to other provinces. A mobile Trades Training School was started under the Department of Vocational Education and later transferred to the Division of Adult Education in 1972. Equivalency programmes were introduced, whereby the adult could attend evening classes in order to obtain an equivalent education as obtained from the conventional schooling system up to the higher secondary level. The Radio Correspondence Programme, probably the first distance education programme, providing a parallel education, was launched in 1975 (DNFE, 1993).

It could be said that, the 1970s was one of the most successful decades of adult education in Thailand (DNFE, 1995). 1970s prepared the way for the expansion of non-formal education in the 1980s. This also was the time when a range of education reform ideas were proposed and discussed, amongst which was the concept of lifelong learning and the complementarity between the formal and the non-formal education systems (DNFE, 1995). Many of the reform ideas were included in the National Education Scheme of 1977, and the Fourth Education Development Plan of 1977-1982. Thus when the Division of Adult Education was transformed into the DNFE in 1979, the groundwork had already been laid for later expansion. The term non-formal education was introduced in 1978, and the education activities, so far concentrated on adults, were expanded to all ages.

### **The third phase (1979 -)**

The third period began with the setting up of the Department of Non-Formal Education within the ministry of education on the 24<sup>th</sup> of March 1979, to provide non-formal and informal education and to support the schools in their formal education. Broadening the scope of work, expansion of the non-formal education activities to cover the whole country, emphasis on the concept of life-long learning are the main characteristics of the non-formal education since 1979 (DNFE, 1995). Among other initiatives, the Second National Literacy Campaign was launched from 1982 to 1986.

The DNFE has conducted four sets of evaluations (1984-1987) on its National Literacy Campaign (Leowarin, 1997). These were aimed to assess the feasibility of the campaign; the effectiveness of the

use of village volunteers, learning materials, resources allocation, and co-ordinating mechanism and motivational campaigns; learners' literacy competency and the impact of literacy on their capabilities and quality of life; impact of the campaign on the volunteer teachers, co-ordinators and implementing agencies; and finally to follow-up the graduates. These evaluations provided evidence that the campaign was successful; the benefits went beyond mere acquisition of skills, and the learners improved their confidence in taking part in the community development in their villages.

The adult education movement, began in 1937 must have provided a stable groundwork for the Department. From that time the government had initiated various policies, and organisational structures, pertaining to adult education. In 1940 the Division of Adult Education was set up in the Office of the Permanent Secretary to the Ministry of Education (Department of General Education) in order to provide education to the illiterate adults. In addition, there were two other offices, under the Department of Curriculum that were responsible for adult education: the Centre for Educational Technology and the Centre for Educational Museums. When the Department of Non-formal Education was established, all the three institutes were incorporated into the Department.

Prior to the establishment of the DNFE, distance education programmes have been in operation in Thailand, since 1975 (DNFE, 1993) which were then called Radio and correspondence project. The DNFE launched a general education curricula in 1987, and used educational media to support its programmes, the radio and correspondence project was transformed into distance education (DNFE, 1993).

In addition to the DNFE, there are other government and non-government organisations that provide similar educational services. Some of them are the Department of community Development of the Ministry of Interior, several departments of the Ministry of Public Health, Ministry of Labour and Social Welfare. The Hill Are Development foundation is an NGO that provides education to hill tribes.

## **Educational planning and administration**

After Thailand became a constitutional monarchy in 1932, the first National Education Scheme was formulated in the following year to set up directions for educational development. Revised National Education Schemes were launched in 1936, 1951, 1960, 1966, 1977 and 1992. In order to achieve the goals of the National Education Scheme, the five-year National Education Development Plans were formulated since 1961. The current plan is the Eighth one (1997-2001). One main emphasis of this plan is to extend basic education to secondary level.

Educational administration follows a three level approach: central (national), regional, and local. There are 4 main educational agencies in Thailand responsible for educational planning at the national level, as shown in Figure 1.

Figure 1: Agencies responsible for educational planning

Agency	Function/responsibilities
Office of the National Education Commission, attached to the Office of the Prime Minister	Formulation of national education policies and development plans. Policies and plans are passed on to respective ministries for implementation.
The Ministry of Education	Both formal and non-formal education at primary, secondary, teacher training, vocational  supervises private schools at all levels except degree level
The Ministry of Interior	Primary schools administered by the Bangkok metropolitan and other municipalities in the country
The ministry of University Affairs	Public and private universities and colleges

In addition, there are other ministries that are responsible for their own educational administration. For instance, the Ministry of Defence is responsible for the management of military education; the Police Department of the Ministry of interior is manages the police education; the Ministry of Health manages the health education; etc. At regional and local level, these agencies have their own offices to carry out their administration.

The Thai education extends over 12 years; six years of compulsory primary education and six years of secondary education of which 3 years lower secondary and 3 years of upper secondary. All children aged 7 are required to attend school until they are 14.

There are two alternative channels of education, academic and vocational. The academic channel prepares students for universities whilst the vocational channel prepares students for the skilled labour market.

## Educational broadcasting

### Educational television

In Thailand, the availability of educational television channels has been expanding since 1955 (DNFE, 1998). It was developed continuously till 1985 when there were four television stations in Bangkok: two owned by the Mass Communication Organisation of Thailand (Channel 3, and Channel 9), and two owned by the Armed Forces (Channel 5 and Channel 7). These four stations use satellites to relay transmissions to ground station which then broadcasts to whole of the country. The government provides only a small proportion of the budgets for these television channels and therefore they operate on commercial basis. As a result, their contribution to education is negligible.

The establishment of the first Educational Television Station, exclusively for educational broadcasting, on January 25, 1985 by the Department of Public Relations must have been one of the major milestones of Thai educational broadcasting. The new Channel was called Channel 11. In addition other nine television stations were opened in various parts of the country. These stations broadcast news, entertainment and cultural programmes, but no advertisements. Part of its airtime is given to the open universities and other government agencies concerned with education and socio-economic development. The Ministry of Education was given receives 19 hours of airtime per week from Channel 11, since 1988; Centre for Educational Technology (CET), the radio and television production and broadcasting arm of the DNFE produces programmes for the Ministry. Lot of the programmes were aimed at neo-literates with content being more on cooking, housekeeping, dress making, other aspects of home economics, agriculture, handicraft, and other vocational guidance.

The first use of television for education dates was probably in 1964 when the Ministry of Education in co-operation with the Bangkok Metropolitan Authority launched an instructional television project to broadcast lessons to primary schools in Bangkok (DNFE, 1998). The aim was to overcome the barrier of the shortage of trained teachers.

### **Educational radio**

In 1990, there were 484 radio stations in the country, 200 of which are AM band, and the rest are FM band. The tendency is to have more FM band stations. The majority of these stations, however, are commercial; therefore, the airtime given for educational broadcasting has been little.

The Ministry of Education has its own radio stations that are dedicated to educational broadcasting since its inception in 1954. Its programmes are aired daily from the CET building in Bangkok. The programmes are transmitted from 830hrs till 2200hrs, through both 1197Khz AM and 92Mhz FM, covering 24 provinces in the central part of the country. Programmes contain news, arts, and culture, drama, educational series, and magazine programmes for various subjects. The programmes serve as an information service, basic education and some skills training. For new-literates, there is a two-hour slot magazine programme daily from 1400hrs to 1600hrs. A major development of instructional radio was the Radio Correspondence Project in 1978 by the Ministry of Education to provide distance education programmes from primary to pre-university, scattered out-of-school population in the country. The project utilised radio broad casting, printed material and other supporting material to deliver self-instructional material to the distance learners.

A major milestone of educational broadcasting in Thailand must be the setting up of National Education Radio Network in 1979, to meet the increasing demand for radio and television broadcasting in education. (Another is the Educational Television Station, mentioned above, in 1985. Both the radio network and the television station are administered by the Public Relations Department and the airtimes are shared by several institutions including Tamkhamhang University and Sukhothai Thammathirat Open University.

### **Satellites**

Although Thailand has a considerable number of television stations, terrestrial broadcasting had limitations in terms of coverage. Thailand's first national communications satellite, called Thaicom I, was launched in 1993 in order to overcome the barriers faced by terrestrial television broadcasting. This was followed by two more satellites, Thaicom II and Thaicom III, and were launched to the geo-stationary orbit in 1994 and 1997. These three satellites can cover most of the East Asia and South East Asia. These satellites can be used for direct-to-home (DTH) television broadcasting to deliver television programmes to every household, in addition to other various telecommunication applications.

The DNFE proposed a plan to widen its educational provision through the use of satellite broadcasting, in co-operation with the Thaicom Foundation, the non-profit organisation that has sent the Satellites to the orbit. The plan was approved by the Cabinet, and a new programme called Satellite Distance Education Project was initiated by the DNFE, on the 2nd of October 1994 in co-operation with the Thaicom Foundation (DNFE, 1998). This 5-year project could be considered as a joint effort by a government organisation, the DNFE and the private sector, Thaicom Foundation.

The Foundation provides one free Satellite broadcasting channel to the DNFE for 24 hours a day. The DTH system can be used to deliver television programmes to learners in all provinces, especially those in the remote areas of the country. The CET transmits the educational television programmes, through a microwave link to an earth station in Bangkok. The transmission then goes through a process of encoding and digital compression and is uplinked to the Satellite. The Satellite broadcasts the

programmes, which can be picked up by a receiving system installed at learner's homes or learning centres. The receiving system comprises of a small satellite dish, an integrated receiver and decoder equipment and a television monitor.

In mid December 1994, the DNFE field-tested the instructional model in pilot sites in Chiangmai, Puket, Khonkhan, Songkla, Nakornrachsrma, and Chonburi. Afterwards the Project expanded to 18 provinces in 1995 and to all provinces in 1996. By 1997, the DNFE, with contributions from Thaicom Foundation and some private agencies, had provided 10,585 receiver sets to target areas as follows (DNFE, 1998).

- 13,655 sets from the DNFE
- 1,805 sets from the Thaicom Foundation
- 125 sets from private agencies

Table 2 shows how these receivers have been distributed among the education sector

Table 2: Distribution of satellite receiver sets among the education sector

DNFE	4,936
Office of the National Primary Education Commission	8,382
General Education Department	1,582
Vocational Education Department	67
Office of Local Administration (Municipal schools)	92
Office of Private Education Commission	81
Others (army, border petrol police, etc)	445

Provincial Centres are responsible for the project implementation in the pilot areas such a selection of pilot sites, personal training and monitoring and reporting.

The use of satellites boosted the use of television for educational broadcasting. Following guide shows the number of hours provided by each channel for DNFE's broadcasts.

Broadcasting station/channel	No of hours	Times
Thaicom Satellite Educational Television Broadcasting Channel	11 hours a day	0700 – 1800 hrs daily
Educational radio broadcasting station of the Ministry of Education (ERBS)	12 hours a day	0700 – 1900hrs daily
That Television Station of the Department of Public Relations	2 hours a week	
National Educational Radio Network (NERN) of the Department of Public Relations	45 and half hours a week	

After the pilot stage, the ETV Station began broadcasting 10 hours a day in the first semester and 11 hours a day in the second semester during the academic year of 1995; there were 313 programmes for formal education, 301 programmes for non-formal education, more than 500 programmes for informal education. In the academic year 1996, the airtime was increased to 16 hours a day in the first semester and 12 hours a day in the second semester. In the academic year 1997, the airtime was 14 hours a day

(98 hours a week) during the first semester. This comprised of 28 hours of formal education, 19 hours of non-formal education and 51 hours of informal education. In the second semester, the airtime was 16 hours a day (112 hours per week) comprising 27 hours of formal education programmes, 23 hours of non-formal education and 62 hours of informal education.

The funds for the Satellite project come from both the DNFE and Thaicom Foundation.

Source	1994	1995	1996	1997	Total
DNFE	-	31,815,400	231,456,600	140,416,600	403,688,600
Thaicom F	34,621,063	27,635,000	68,262,500	29,481,477	160,000,000
<b>Total</b>	34,621,063	59,450,400	299,719,100	169,898,077	<b>563,688,600</b>

The number of beneficiaries are as follows:

Formal school students 967,847

Non-formal students 765,473

General public 397,312

By 1997, the TDEC had completed a series of studies on issues such as project management, education media, and the operation of the instructional technology. These evaluations highlighted some of the problems related to the technology and its use. Since the project expanded within two years, it caused a great burden for involved people training. With the limitation of the Department budget and constraints of formal school co-ordination, there has been a low use of educational programmes in the pilot areas because people involved were not properly oriented. However, in 1997 and 1998 the Department has allocated more budget to provincial centres for personnel training. The DNFE also produced and disseminated small operations manuals for administrators and teachers. There has been problems caused by lack of repair centres in the areas where the receivers had been installed. Some schools had only one television set, limiting the use of broadcasts.

## The future of non-formal education

The 1990s saw new trends in the DNFE's activities: the expansion of the scope to cover basic education for the disadvantaged, supporting the formal schooling system, and promotion of life-long learning. DNFE also continued to establish networking with other government agencies and NGOs to organise non-formal education activities and to expand of the NFE service mechanisms by establishing NFE centres (District Centres) in all districts. As far as delivery technologies are concerned, the DNFE obtained access to satellite communication system since 1994, enabled the DNFE to overcome the barrier of reach and broadcast its television and radio programmes throughout the kingdom. These new developments can increase the activities and the effectiveness of DNFE's work in the three areas of education: formal, non-formal and informal.

What role does the non-formal education have in the future? Although compared with other developing countries, Thailand has achieved a higher enrolments in primary education, the figures are dropping, from 99 percent in 1992 to 90 percent in 1997 and 1998 (ONEC, 1998). The absolute number who did not have access to primary education in 1994 was about 0.4 million (Leowarin, 1997). Although the enrolments are the lower secondary level showed a satisfactory growth since 1992 from 50 percent to

72.5 percent in 1997, the rate for 1998 has slightly declined, 72.1 percent (ONEC, 1998). The enrolment in secondary level in Thailand is behind many of the East Asian countries (World Bank, 1999). The children who do not have access to basic education will eventually become disadvantaged child-labour and when they grow up unskilled labourers, who are illiterate. Therefore, there ought to be a safety net for those who are left out of the formal education system.

The access to education, too, varies according to the socio-economic background and geographic location of Thailand. For example, out of the 4,000 villages in hill areas, only 1,500 have schools (Guttman, 1995).

These concerns justify the continued service of the non-formal education sector. The DNFE plans to continue its services to the primary and secondary levels. In the area of vocational education, the DNFE plans to offer vocational study at the Higher Vocational Certificate level. Besides the expansion of services to the learners and public at large, greater emphasis will be placed on the quality of the services provided. New methods of assessment, such as competency-based, portfolio and authentic assessment methods will be used.

## SECTION II: PROGRAMMES OF DNFE

The DNFE is the main provider of non-formal education in Thailand. It provides an alternative curriculum to nearly 2.5 million learners throughout Thailand, through a variety of courses. As the Section 1 pointed out, the non-formal education activities have been in place before the formation of the DNFE in 1979. Since 1979, there have been major changes in the curriculum and the offer of courses: the primary education curriculum was launched in 1989 and the lower and upper secondary curricula were launched in 1987.

While the non-formal education is the major activity, the DNFE also provides various services to formal and in-formal education, such as educational broadcasting aimed specifically to schools and the general public (more of this later).

### Organisational structure

The headquarters of the DNFE is located in Bangkok. The units within the DNFE could be divided as central, regional, provincial, district, and sub district levels. Currently there are about 6,268 government-appointed permanent employees, 4,400 temporary employees, and 115,975 contract-base group facilitators in its payroll. Table ... shows various operational units; the shaded ones are the main units, and will be described in some detail.

Table ...: Operational units of the DNFE

Central offices	Central units	Regional units	Provincial units	District units
Secretary	Thaicom Distance Education Centre	5 Regional NFE Centres	75 Provincial NFE Centres	861 District NFE Service Centres
Finance	Sirindhorn Institute for Continuing Education and Development		4 Bangkok Metropolis NFE Centres	40 Bangkok Regions NFE Service Centres
Personnel	Agricultural Training and Development Centre , Wat Yanasangwararham		8 vocational Training and Development Centres for Thai People along the Border Areas	
Internal Audit	King Mongkut Memorial Park of Science and Technology		Sarm Song Songprakhun Vocational Training Centre, Kanchanaburi	
Planning	Institute for NFE Standard		12 Provincial Science Centres for Education	
NFE Development	Kanchanapisek NFE Centre			
Centre for Educational Technology	Vocational Development and Promotion Centre			
Operations promotions	Informal Education Promotion Centre			
Supervisory Unit				
National Science Centre for Education				

## **The central administration**

### *Planning division*

The Planning division is concerned with the policy and planning aspects of the educational programmes of the Department. It gathers and analysis data pertaining to the improvement of the quality of operations, formulates budgets and carries out follow up activities, draws up operation plans and new projects, evaluating the effectiveness and the progress of various activities, and analyses statistical data pertaining to admission and completing rates.

### *NFE Development Division*

This is the curriculum and the course development division. DNFE's courses are to follow the curriculum guidelines given by the Department of Curriculum and Instruction Development, within the Ministry of Education. Within this framework, this division prepares main/core curriculum and the print learning materials, in collaboration with the related units and agencies. Its main operation sections are: policy development, literacy promotion, primary education development, lower secondary education development, upper secondary education development, and vocational education development sections.

### *Centre for Educational Technology (CET)*

CET, established in 1972, is one of the precursors to the DNFE. Using the curriculum framework developed by the NFE development division, the CET produces and broadcasts radio and television programmes for all three kinds of education: informal, non-formal, and formal. In addition it carries out research studies on audiences utilisation of its radio and television programmes. CET has its own staff, equipment, and expertise to produce and broadcast its own programmes. However, since the DNFE started to use satellites for television broadcasting, there was a sharp rise in demand for television programmes from 1994. Therefore, DNFE started commissioning outside agencies to produce some of its television programmes. DNFE also purchases or receives free of charge (BBC, NHK, and AIT) programmes from local and foreign sources.

The production of programmes by the private organisations can take various approaches. One way is to let the production house carry out the whole production process, and receive the complete product ready for broadcasting. Alternatively, the CET may provide the production house with the script. A third method is, CET sometimes purchases complete programmes and does some adaptations to suit the objectives of the DNFE, such as purchasing English language programmes and adding special effects and subtitles.

The CET also produces and distributes videotapes, films, filmstrips and slides with narration. These various audio-visual media are available on loan from the CET media library, free of charge. There is a scheme to copy the broadcast programmes and disseminate to the provincial, district, and village learning centres.

### *Supervisory Unit*

The main function of this division is to monitoring and improve the quality of the services of the learning centres and the personnel, mainly the teachers and facilitators. It carries out its activities in collaboration with the regional, provincial, and district centre staff.

*The Operations Promotion Division*

This division is responsible for identifying various strategies in providing non-formal education activities to serve the target audience. It initiates and maintains networking with the relevant government, non-government and private agencies.

*Thaicom Distance Education Centre*

The DNFE set up the Thaicom Distance Education Centre (TDEC) to administer its educational programmes after starting to use satellite for television broadcasting. The TDEC's main functions are to manage the activities and co-ordinate with other government and non-government agencies in implementing the educational programme.

**Regional Level – Regional Centres**

There are 5 regional offices in the five regions: central, north, northeast, east, and south. The regional centre is responsible for conducting assessment of educational standard, educational supervision, evaluation, follow up of activities, and reporting all non-formal education activities in the region. Each regional centre co-operates with the NFE Development Division, to help with the curriculum design and print material development; and the CET, to help with television and radio programme production. The Regional Centres make sure that the curriculum and learning material reflect the cultural variability within their provinces. The regional centre also evaluates the utilisation of material such as text books, radio and television programmes, and their impacts (Leowarin, 1998).

Each regional centre is responsible for doing research and supporting the provincial centres within the region. Regional centres are also responsible for providing orientation and training to the volunteer teachers. Regional Centre is headed by a Regional Centre Director, reporting to the Director General of DNFE. The regional centres, however, have no administrative control over the provincial centres. The provincial centres are under direct administration of the Director General in Bangkok.

**Provincial level – Provincial Centres**

Provincial centres, currently 76, are responsible for promoting, co-ordinating and implementing DNFE's activities in informal, non-formal and formal education within their respective province. They provide a link between the province and the Centre in Bangkok. The provincial centre staff co-operates with supervisors from the supervisory Division at DNFE in organising internal supervision, monitoring and evaluating learner support system within the province. A Provincial Director, reporting to the Director General of the DNFE heads the Provincial Centre.

Bangkok Metropolitan area has 4 centres that are of the same grade as a Regional Centre. They are called Bangkok Metropolis NFE Centres.

**District level – District Centres**

Each district has a District Centre, called District Non-Formal Education Centre, which is responsible for the promotion and implementation of DNFE's activities in the district. The District Centre is headed by a District Co-ordinator. He or she is reporting to the Director of the Provincial Centre.

The Co-ordinator forms a team consisting of a supervisor and village walking teachers to monitor, supervise and evaluate the education programmes in different areas, such as testing learner performance etc. The district centre has to report to the provincial centre, who in turn reports to the headquarter supervisory unit in Bangkok. There are 861 District Centres in the country.

The Centres that serve the Bangkok Metropolitan area are called Bangkok Region NFE Service Centres. There are 40 such Centres in Bangkok.

## The vocational training and development centre for Thai people along the border areas

Ten centres are set up along the border with Burma, Laos, and Malaysia. The centre is responsible for conducting NFE activities in ten border areas.

## The programmes

The programmes could be divided into non-formal, formal and informal education programmes.

### Non-formal education

The main audience, during the first stages, was the out-of-school population in rural areas of the country, who missed the opportunity in the formal schooling system. Now the audience has been expanded to cover the following sections of the population:

Prison inmates	Thai Muslims
Labourers	Religious practitioners
Farmers	Those completing compulsory education with no opportunity to continue in schools
The disabled	Thai people living abroad
Conscripts	Other special and minority groups
Hill-tribes	Students in formal schools
Local leaders	General public
Slum dwellers	

Research indicate that the learners who study and who have completed DNFE courses show several behavioural changes (Leowarin, 1997): (a) those who have completed functional literacy programme are noticeably more articulate and able to express their opinions in local meetings than non-learners; (2) the functional literacy graduates are better in their daily living and household management; and (3) those who have graduated in basic education participate actively in planning their village development programmes. Figure ... shows the various education programmes provided by the DNFE.

Fig: .... Non-formal education programmes of DNFE.

Main category	Level/Course	Learning approach			Duration
		Class	distance	Self	
Basic education	Functional literacy programme	✓			< 2 years
	Hill area education programme	✓			2 years
Cont. education	Primary	✓	✓	✓	1.5 years
	Lower Secondary	✓	✓	✓	2 years
	Upper Secondary	✓	✓	✓	2 years
	Education opportunity expansion programme	✓	✓	✓	2 years
Vocational	Certificate	✓			30 hrs
	Interest group	✓			100-300 hrs
	Vocational Certificate Curriculum BE 2533 (AD 1990)	✓	✓	✓	3 years
	Vocational Certificate Curriculum BE 2539 (AD 1996)	✓	✓	✓	3 years

### *Basic education*

Basic education programmes are for those who never had the opportunity of formal schooling and those who have dropped out and would want to start again. There are two main programmes under this category: Functional literacy and Hill Area Education Programme.

#### Functional literacy programme:

This programme was started in 1971 to help adult learners gain basic skills in reading, writing, simple mathematical operations, and problem solving. Teaching and learning is carried out based on 'Khitpen' approach, which combines knowledge on academic subjects gained through external sources, self-knowledge, and the learners' environment.

The curriculum of functional literacy programme is designed to be responsive to the needs and conditions of the learner. The curricula differ according to the learner group. For examples, Thai Muslims in the south and hill-tribes in the north are offered different curricula. The programme is also used with specific groups in factories, military camps and prisons, who will receive a curriculum suitable to their needs. The curriculum standard is equivalent to that of grade 4 of the formal system. A typical Functional Literacy course is 200 learning hours. The teaching and learning is face-to-face, supported with printed text and radio broadcasts.

The learning opportunities are provided through a network of volunteer 'walking' (visiting) teachers who exploits the Thai villagers habit of gathering in groups to discuss their problems during their free time. In the areas where the illiteracy is high, the walking teachers lives in the village, and conducts the teaching and learning activities in a formal classroom setting. Classes can take place in a learner's residence, a monastery compound, a school, a community learning centre, or other places selected by learners. The teacher encourages literates in the village to assist their learning activities. The neo-literates, too, can participate in the functional literacy programme to upgrade their literacy skills. In addition to teaching literacy skills, the teacher has the responsibility to encourage the learners to use those skills to solve problems in the learners' community. He or she helps the villagers to clarify problems and find solutions, encouraging participation and exchange of experiences. If they cannot find solutions, and the teacher has no sufficient information, they can invite other resources persons in the community. Twenty percent of the curriculum is local based, therefore, the teacher has the freedom and the responsibility to incorporate various activities to fill this slot.

Upon completion of the programme, the learners with 70 percent attendance receive a certificate which entitles them to the same rights and privilege as Grade 4 primary school graduates (Leowarin, 1997). Each year, approximately 50,000 learners benefit from the programme. The follow-up studies have shown that the graduates not only gain knowledge or literacy skills, but also change their behaviour: they are noticeably more articulate and are able to express their opinions in local meetings than non-literates; they participate actively in their village development programmes; and there is a visible sign better management of their daily life and household (Leowarin, 1998).

#### Hill Area Education Programme

Although, the hill tribes constitute only 1 percent of Thailand's population, they receive a very minimum educational provision through the formal system (Guttman, 1995). Out of the 4000 villages in hill areas, 1,500 have schools in them. Only 15 percent of the hill tribe people are literate. 'When hill children become teenagers, they feel there is no future. Boys just contribute to the ranks of unskilled labour in the towns and girls are employed as prostitutes. If education were more widely available, some of these problems could be prevented.

Hill Area Education (HAE) programme is especially designed for tribal people living in the mountains in the northern and western parts of the country. The programme combines five aspects: academic

(functional literacy and primary), vocational skills, health, agriculture, and community development. The precursor to the current Hill Area Education (HAE) programme was the Adult Functional Literacy for Hill Tribes programme launched by the Adult Education Division of the Ministry of Education, together with the USAID in 1977. Currently, the DNFE and the Department of Public Welfare jointly organise the HAE programme.

This programme aims at providing an education programme that is responsive to the needs and the problems of the hill tribes. The teacher lives among the hill-tribes, carrying out all the teaching and learning activities and assisting in the community development activities. The teacher is a community worker and the school is known as the Village Education Centre (VEC), a kind of open house built by the villagers and the teacher where children come to classes in the daytime and adults gather together at night. The curriculum requires 6,000 hours of study for children and 1,200 hours (2 years) for adults. At the end of the course, students receive a primary school certificate. While the education programmes is provided by the DNFE, a village committee comprised of representatives of the village guides the overall administration and operation of these activities.

There are two major content areas in the curriculum: Basic Skills Section and the Life and Social Experience Section. The Basic Skills Section occupies about 35 percent of the content, and includes Thai language and Mathematics, both subjects divided into two learning levels, each corresponding to two years of the primary school curriculum. The curriculum does not include local languages. The Life and Social Experiences section accounts for 65 percent of the curriculum, and includes 19 basic units of common interest and importance to all hill people and an open-ended 20<sup>th</sup> unit. This section covers a broad spectrum of concerns ranging from home, the community, food, health, agriculture, forests, opium, tribal identity to Thai citizenship. Within each unit the level runs from basic to advanced. The objective is that, learners gain the ability to understand their local environment and become more aware of strategies to improve it. The unit on crops suggests ways of preventing plant disease, the section on mother and child deals with basic hygiene, and the one on opium describes the dangers of addiction. Skilled development workers are encouraged to participate in the project. When possible the teacher invites forestry, health and agricultural officers to share their experiences with the class. The teachers and the village development committee assess learning achievement through changes of behaviour.

To counter teachers' isolation in mountain villages (some of these villages are only accessible on foot) and introduce a mutual supervision system, the programme is organised around a cluster system. A group of six to eight villages, within about half to five-hour walk from each other, forms a cluster. In each cluster, one centrally located village, generally larger than the others, is designated 'core village' and operates as the head quarter for the whole area by dealing with the administration and co-ordination of activities. The teacher in the core village is designated as the head teacher for the cluster to supervise and support instructors in his/her area. Once a month, the teachers from the whole cluster meet to discuss problems, strategies, and administration. Teachers take turn in hosting these meetings in their respective villages. This gives each teacher the opportunity to learn and practice organisational skills, as well as a chance to discover neighbouring hill tribe villages. The chief of the district centre, and an officer from the Hill Tribe Welfare Department generally attends these meetings.

Since the inception in 1981, the HAE programme has expanded from 45 villages to 165 villages in 7 provinces, serving over 10,000 hill-tribes. To further increase the coverage of the project, hill-tribes are being trained to serve as volunteer teachers to provide educational services after the teachers from outside have left the communities. The curricula and the approach of the project has been adopted by other agencies working with the hill tribes (Leowarin, 1997).

*Continuing education programme*

There are three levels in this programme: primary, lower secondary and upper secondary. At the successful completion, the learners receive certificates equivalent to grade 6, 9, and 12 respectively, in the general formal schooling system. There are three ways learners can study: classroom type, distance learning type, and self-instructional type. In the classroom type, the learners should attend face-to-face classes mostly in the evenings. The teaching and learning may take place in various places, including school buildings. In the case of distance learning, the learners attend weekly classes of at least three hours, in addition to learning from print, radio and television. In self-learning, learners study by themselves, but they need to meet teachers in group meetings for 6 hours per subject during the course of study. Each programme has curricula equivalent to that of the primary school. The curriculum consists of 190 compulsory combining subjects and 60 optional combining subjects. Learners study at least 2 years to earn a certificate equivalent to 6 years of formal schooling. The credits earned are interchangeable. Learning material are mainly textbooks supported by radio and television programmes.

In addition to a general audience, there are some specific groups that this programme places emphasis on, such as local leaders, prison inmates, service men, people in labour force, and public-health volunteers. The Department also has a scheme for those who are not able to pay their fees to study free of charge. The courses at the primary level are free of charge. The network of services provided by the DNFE, such as public libraries, village reading centres, community learning centres, radio and television programmes, and museums etc is supposed to create a proper learning environment for the learners.

*Non-formal educational opportunity expansion programme*

This is the provision of lower secondary education for those who have completed their primary education upto grade 6. This has two main curricula: Non-formal education curriculum 1987, and Vocational Certificate Curriculum 1990.

Non-Formal Education Curriculum 1987

This programme is at the lower secondary education level, and there are two learning approaches: classroom type, and distance learning type.

Vocational Certificate Curriculum 1990

[add text]

*Vocational training*

Vocational training is of four types: special interest group approach, certificate programme, Vocational Certificate Curriculum BE 2533 (AD 1990), and Vocational Certificate Curriculum BE 2539 (AD 1996).

The interest groups

This is to serve specific vocational needs of, and interests of various groups of people. A minimum of 15 people can request for specific skills training. The course duration will be not more than 30 hours. The group members have to pay for learning materials, while the DNFE pays the wages of the resource person.

### Short-term vocational courses

The short courses range from 100 to 300 learning hours. Those who are interested in vocational courses register for skills training. They have to pay a registration fee and register at the district centres as well as learning centres.

### Vocational Certificate Curriculum BE 2533 (AD 1990)

This is a 3-year programme that combines both academic and vocational programmes. The learners are those who have completed primary education (grade 6 level). The successful graduates obtain a certificate equivalent to grade 9 or lower secondary in the formal system.

### Vocational Certificate Curriculum BE 2539 (AD 1996)

This is a 3-year programme, and combines academic and vocational studies. The learners are those who have completed lower secondary education, and are employed or self-employed for at least 3 years. The curriculum is designed to upgrade their vocational skills. The graduates receive a certificate equivalent to grade 12, or upper secondary in the formal system.

## **In-formal education**

The Department provides a network of services to create and maintain a suitable learning environment for its learners and the general public. This network has been growing since pre-DNFE period, and is partly has contributed to the development of non-formal education in the country. The various services include public libraries, village reading centres, mobile reading units, general educational broadcasts on radio and television, science museums, mobile audio-visual units etc.

### Public libraries

Public libraries are regarded as resource centres for both DNFE learners and other public. There are 830 DNFE public libraries in the country, of which 72 are large sized libraries.

### Village reading centres

These are built and maintained by the villagers. Rural people come to the centre to read newspapers in their free time. There is a committee that maintains and develops the centre. The committee selects and keeps newspapers. There are 35,541 of them and the DNFE provides two daily newspapers for each centre for free of charge. Village reading centres were first established in 1972.

### Book donation programme

The book donation programme has been carried out for several decades. There is an on going campaign for this and public can donate new and used books at various DNFE centres. These books are later distributed to the village reading centres.

### Community learning centres

Community learning centres are built and maintained by the community. These centres function as the venue for various activities; a main one is as learning centres for basic, continuing and vocational studies. There are 1,002 community learning centres in the country.

### Radio and television programmes

CET produces and transmits radio and television programmes. In addition, the regional centres too produce and transmit radio programmes that are of local relevance. They are based on topics such as improvement of quality of life, general knowledge, Thai music and culture, foreign languages, various

issues such as legislation etc., affecting the life and the professions. These programmes have been in place since early 1970s.

#### National Science Centre for Education

This Centre has been established to disseminate scientific and technological knowledge to the public through various activities such as exhibitions. There is a main centre in Bangkok and 13 in the provinces.

Other informal education activities of the DNFE include science and technology parks, agriculture training and development centres and museums.

#### **Supporting formal education**

The DNFE supports formal education through providing educational radio and television programmes to schools, on a range of subjects: English, Thai, Mathematics, Life experiences, Vocational courses, Music, Thai traditional dances, Physical education, Arts and humanities, and Etiquette. The programmes are transmitted from Monday to Friday during the school terms. The programmes are a joint effort between DNFE, Department of General Education, and the Office of National Primary Education Commission. The objective of educational broadcasting to school is to raise the quality of teaching and learning in schools. The first use of radio for school education dates back to 1978. The use of television is more recent. Since 1995, more schools are able to receive television broadcasts due to the use of satellites for transmission of programmes. Currently there are about 10,000 schools throughout the country can receive satellite broadcasts (DNFE, 1998).

Television programmes are about 15 minutes long, except the language programmes that are about 30 minutes long. The instructional process includes: the teacher prepares the class for the learning activity; students watch the 15- to 30- minute television programmes; teacher and students carry out 10 - 15 minute follow-up activities such as the question and answer sessions and group discussions according to the guidelines in the printed material.

## SECTION III: LEARNING IN NON-FORMAL EDUCATION

### Enrolment

The learners contact point with the DNFE is the nearest District Centre. That is where they obtain information about the courses and enrol in a course of their choice. The main entrance criteria are: be a Thai national, and be aged 14 years or more on the date of registration. For primary level, these are the only entrance criteria. For other levels, additional criteria apply. To study at lower secondary level, the learner should have successfully completed one of the following: the formal elementary education, an adult education course, an equivalent Buddhist education programme, or any programme equivalent to primary education. For upper secondary, the learners should have successfully completed a lower secondary course. Prospective learners can transfer their previous credits from academic and vocational subjects. If so, the learners can complete the course before the normal duration of the course, which is usually about 2 years. Compared with the regular programmes of the formal school system, the learners can usually complete their education at all levels at least one year earlier.

The learners should complete an application form and submit it together with five photographs, the domicile card with its copy, certificates of educational qualifications and other relevant documents. They submit the application forms to the District Centre. Table shows the expenses. The currency unit is Thai Baht).

Cost item	Func literacy	Primary	L secondary	U secondary
Application sheet	-	-	5	5
Registration fee	-	-	20	20
Course fees/subject (LSec = 80B, USec = 200B)			80x7=560	200x8=1,600
Handbooks			10	10
Learning materials			400	700
<b>TOTAL</b>			<b>995</b>	<b>2,335</b>

The DNFE does not charge a registration fee from the learners who study at functional literacy, primary and NFE education expansion programme. There is also a scheme for them to borrow the learning materials.

### Teaching and learning

Printed text is the main medium of delivery of the content. This is supplemented by radio and television programmes, both broadcast and cassettes. Radio programmes are transmitted through the National Education Radio Network. DNFE has an allocation of 20 hours radio airtime per week. The DNFE learners receive a radio programme schedule when they register for the courses, in each semester.

There are three learning approaches: classroom-type, distance learning, and self-study. The table shows various learning approaches that are used in various levels and duration of courses.

Main category	Level/Course	Learning approach	Duration
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		Class	distance	Self	
<b>Basic education</b>	Functional literacy programme	✓			< 2 years
	Hill area education programme	✓			2 years
<b>Cont. education</b>	Primary	✓	✓	✓	1.5 years
	Lower Secondary	✓	✓	✓	2 years
	Upper Secondary	✓	✓	✓	2 years
	Education opportunity expansion programme	✓	✓	✓	2 years
<b>Vocational</b>	Certificate	✓			30 hrs
	Interest group	✓			100-300 hrs
	Vocational Certificate Curriculum BE 2533 (AD 1990)	✓	✓	✓	3 years
	Vocational Certificate Curriculum BE 2539 (AD 1996)	✓	✓	✓	3 years

A main feature of the 'distance learning' approach is the group activities. The DNFE provides a 'group facilitator', (a volunteer teacher) for each group of up to 50 learners. The DNFE provides an orientation and training to the newly recruited group facilitators on their role as group facilitators. Their main functions are to facilitate learning activities, help solve the problems that the learners encounter, and create suitable learning environment for the learners. They guide the learners throughout the course. The group agrees on the venue for group meetings that are held once a week, at least 3 hours each time.

The main objective of the group meeting is to help the learners achieve their learning targets set out in the curriculum. In addition, the facilitator helps the learners to acquire problem-solving skills through group-work. The problems they may try to solve are both related to the subject matter and the community they live in.

The group meetings could be either small group meetings or general group meetings. The small meetings are much more focused on the specific courses the learners enrol in. According to frequency and duration of meetings, there could be three types of small or focused group meetings: (1) weekly, for not less than 3 hours per meeting, (2) fortnightly, for not less than 6 hours per meeting, and (3) monthly, each time 2 consecutive days, and each meeting lasting not less than 6 hours. Each learner must attend at least 75 percent of the total meeting sessions. These approaches have been evolved in order to match the learner's availability of time. However, the most popular method is the weekly meetings. The fortnightly and monthly meetings are usually organised by the provincial centres where as the weekly meetings can be arranged by the learner group with the group facilitator. Usually, the learners ought to get approval by the provincial centre if they are to attend the fortnightly and monthly meetings. Each learner can attend only one kind of meeting.

Both the group facilitator and the learners are responsible for planning group meetings. They are required to plan for the whole semester. For each meeting, it is necessary to lay down the objectives, the process of conducting the meeting, and evaluation and follow up activities.

The activities in small or focused group meetings are usually divided into two main parts: activities concerning the content of learning, usually taking about 30 percent of the times; and activities concerning issues related to the community they live in and their social life in general, taking the rest of the time. The idea is to apply the knowledge and skills gained from the first part, into the second part.

A group meeting usually starts with a 'warm up' activity, which is greeting each other and a short recreation to prepare the learners for the group meeting. It then follows 'problem solving' session. Here

the facilitator collects the problems that the learners encountered, and classifies them as: easy to solve, difficult to solve, and very difficult to solve. The facilitator then pairs the learners to work together on these problems and leads discussions on the possible solutions. After these tense brainstorming activities, there would be a recreating activity.

The second phase of the group meeting, the more personal, social and community development phase, starts with learners, or perhaps the facilitator presenting problems or issues that have risen in the community, the society or the country. The group then prioritise these issues, and in small groups, the learners discuss the problems and try to find solutions. The brain storming session ends with presentations by the learners. The learners are expected to work more on these issues, and are expected to write up projects which are commented by the facilitator and the district centre director. The intention is to implement some of these ideas in the learner's locality.

The general meetings are usually seminar or lecture sessions, mainly conducted by resource persons. These sessions serve as additional learning resources and are conducted monthly, and usually last for about 3 hours a time.

Learning centres have evolved into various models. Following are a few:

- A teacher from the village school comes to the village centre to train the local adults some vocational skills such as weaving baskets. The teacher comes with a group of schoolchildren, and one of the locals teaches them how to make brooms. This is a kind of exchange of knowledge.
- Centred on the village temple. People, especially senior citizens, come to the centre to learn some vocational skills or to engage in some income-generation activity. Another objective of this gathering is socialisation. There may be some academic classes, too, going on.
- Centres where during the day time the resident teacher runs a day care centre and academic classes for young children, and in the evening, the adults attend their academic classes and carry on their community development meetings and activities.
- Centres equipped with computers, and the kids from the village (hill tribes) come to the centre to carry out their individual projects using software.
- Centre as the hub of the community's socio-political administration; the resident teacher sits on the committee.
- Centre built by the community on the village headman's land; a range of learning and income generation activities goes on from hair saloon, flower making, and academic activities.
- Centre where the teacher has a thatched cottage to live and a few students from far away villages also live; they earn additional income by running a roadside shop.
- Centre in a resources person's home.

## Assessment

The assessment depends of the type of learning approach the learners have selected. In the distance learning method, it is as follows:

50 marks for mid-semester work

- |                                       |          |
|---------------------------------------|----------|
| - exercises/reports                   | 20 marks |
| - group assignments in group meetings | 15 marks |

- mid-semester tests	15 marks
50 marks for the end semester exam	<u>50 marks</u>
Total	<u>100 marks</u>

The learners can accumulate/retain their credits for up to five years.

Table ... shows the usual duration for each level. However, those learners who are able to transfer their credits or can convert the experiences they have gained from work etc., can graduate earlier.

## **Monitoring and supervision of the learner support system**

The supervisory unit is based in the headquarters of the DNFE, and is responsible for monitoring and supervising the work of the volunteer teachers and the various types of learning centres throughout the country. The supervisors attached to the unit make regular visits and give advice and guidance to the field staff. There are 82 supervisors at the central and the provincial levels. The number of teachers and learning centres to be supervised far exceed the number of supervisors available. Therefore, the Unit attempts to create a volunteer supervisor system, with the help of the villagers who are qualified to work as advisors such as local leaders, monks, civil servants, retired teachers or the village committee personnel. They can report the reality of educational provision and the outcomes of each programme in the village (Leowarin, 1997).

The supervisory function can be broadly divided into two: macro supervision and micro supervision.

### **Macro supervision**

Visiting district and learning centres, meeting teachers and giving advice to teachers and other personnel on improve their practice is one aspect of this. Due to the large number of teachers and centres involved, the Unit attempts to carry out its activities through a network. A network of personnel might consist of various volunteers including retired teachers, civil servants, and other local personnel. These people need to be trained on supervision and they are expected to carry out the monitoring, supervision and reporting. They are expected to work with the provincial staff. However, supervisors from the DNFE ought to do the main functions such as solving teachers problems and related issues. A third method is the distance supervision, which is essentially, to follow up and give advice by telephone and correspondence.

### **Micro supervision**

The emphasis is to focus on details such as monitoring the distribution of learning materials to the learners and the teachers, helping teachers to develop their instructional material, helping with the curriculum development, helping with the inservice training of teachers, and carrying out research into various aspects that come under the monitoring and supervisory task.

Each supervisor has been allocated one province to take responsibility in developing the quality of non-formal education for that province. He or she plans the work together with the provincial centre directors, district centre heads, and all related staff to improve the quality of non-formal education activities within the province. The supervisor should evaluate the supervision process at different stages, to help the policy makers with in the DNFE.

Supervisors work with the provincial supervisors, provincial centre and district centre directors and local staff as a working group. Each provincial centre supervisory staff needs to set up a supervisory plan for the province. There is no supervisory staff at the district centre. However, the staff at the district centre help in the supervision process. The networking supervisors in the village level visit

various educational programmes, including informal activities, and report their observations to the provincial centre. The provincial supervisor gathers all the information and report to the provincial centre's monthly meeting. If there is a serious problem, the provincial supervisor will report to the central supervisor for consideration. The central supervisor and the team of internal supervisors will work collaboratively in solving those problems.

## **Problems**

### **Registration**

Learners' applications are processed by the staff of the district centres, including the various kinds of volunteer teachers. The huge number applying makes it impractical for speedy verification of the learners' educational qualifications. There might be learners whose qualifications do not satisfy the entrance criteria, but who have already paid the course fees.

### **Group facilitators**

Due to inadequate raining, the group facilitators are not able perform well in their role in group meetings. The main objective of group meetings are to help the learner in their learning process and personal and social development process. But in reality, these meetings function as conventional face-to-face classrooms where the facilitators teach as a conventional teacher (Leowarin, 1997).

They have a short programme to understand the teaching methodology and the philosophy behind it. They have to work with the local community performing a range of tasks including teaching literacy. Their role is mixed one, including community development worker. Some of them find it difficult to adapt to the way of the villagers and change their way of teaching. They may not have a back ground in adult education, group activities, and say the least teaching. They may not be motivated enough to carry out the duties of a volunteer teacher (Leowarin, 1997).

### **Lack of the use of media**

Educational media such as radio and television programmes are not used effectively to their full potential. The programme transmission times do not match with the learner's availability.

### **High drop out rate**

High drop out rate may be caused by a number of reasons such as lack of time to attend regularly due to work commitments, negative school experience, and the weakness of the teaching and learning process. Most of these learners have to work all day and they may prefer to relax in the evenings. Learners may feel embarrassed if they are not able to read and write in front of the fellow learners.

### **Supervision**

Limitation of budgets is a major constrain to carry out the supervisory and monitoring activities adequately. Most of the learning is carried out in the remote areas, and it is difficult to visit the learning centres regularly (Leowarin, 1997). It seems that the overall system of supervision lack enough people on the ground and lack co-ordination.