DOCUMENT RESUME

ED 102 310   CE 003 009

AUTHOR   Muller, Josef, Ed.
TITLE   Functional Literacy in the Context of Adult
                Education. Final Report.
INSTITUTION   Deutscher Volkshochschul-Verband, Frankfurt (West
                Germany).; German Foundation for International
                Development, Bonn (West Germany).; International
                Inst. for Adult Literacy Methods, Teheran (Iran).
PUB DATE   73
NOTE   416p.; Report of International Symposium (West
                Berlin, August 15-25, 1973)

EDRS PRICE   MF-$0.76 HC-$20.94 PLUS POSTAGE
DESCRIPTORS   *Adult Education; *Adult Literacy; Adult Programs;
                Bibliographies; Educational Problems; Educational
                Programs; *Foreign Countries; *Functional Illiteracy;
                *Symposia
IDENTIFIERS   Freire (Paulo)

ABSTRACT
                In presenting the work of participants before and
during the Symposium, the report begins with an introduction giving
an overall view of concepts, projects, and problems of functional
literacy with reference to other sections of the report. The keynote
lecture deals with functional literacy in the context of adult
education--results and innovative effects. Other lectures are devoted
to Paulo Freire's approach, documentation and international exchange
of experiences, and pilot projects for large scale programs as they
relate to functional literacy. Three working papers present topics
serving as background information for discussion: life-long
education; methods; and planning, organizing, and
administering--again in relation to functional literacy. Statements
were made to the working groups by representatives from UNESCO, the
German Adult Education Association, and the German Foundation for
International Development. The working groups' reports regarding
functional literacy provide the basis for the Symposium's thirty main
conclusions. A brief evaluation report based on participant
interviews, the program, and list of participants are included.
Reports from nine Arab and African countries are presented and
synthesized, emphasizing adult literacy activities. A 17-page
bibliography devotes three pages to functional literacy documents and
the remainder to selected project materials. (AG)

FUNCTIONAL LITERACY IN THE
CONTEXT OF ADULT EDUCATION

GERMAN FOUNDATION FOR INTERNATIONAL DEVELOPMENT
Education Science and Documentation Division
in Cooperation with the
International Institute for Adult Literacy Methods, Teheran
and the
German Adult Education Association

The German Foundation for International Development (DSE), established 1959, is an integral part of the development aid programme of the Federal Republic of Germany. Working in close cooperation with the Federal Government and with numerous partners at home and abroad, it concentrates its programmes on the following focal points of national and international development policy:

- International exchange of views with and transfer of professional knowledge to specialists and higher-level personnel from developing countries within the framework of international and uninational seminars.

- Collaboration in the further elaboration of German development policy through the organization of international and German conferences and meetings of experts in selected subject-matter fields.

- Training and advanced training programmes for specialists and higher-level personnel in the fields of public administration, crafts and industrial trades, agriculture, and forestry.

- Preparation and area orientation-cum-language briefing for German specialists taking up assignments in developing-countries.

- Coordination of documentation and information in the field of developing countries/development aid in the Federal Republic of Germany and cooperation with international organizations in the establishment of documentation and information centres in developing countries.

DSE has its seat in Berlin but is decentralized in five cities of the Federal Republic of Germany for the purpose of carrying out its specialized activities. Its work is financed by funds of the Federal Government and financial contributions from various Federal Laender.

GERMAN FOUNDATION FOR INTERNATIONAL DEVELOPMENT

in cooperation with the

INTERNATIONAL INSTITUTE FOR ADULT LITERACY METHODS, TEHERAN

and the

GERMAN ADULT EDUCATION ASSOCIATION

FINAL REPORT

International Symposium

FUNCTIONAL LITERACY
IN THE CONTEXT OF ADULT EDUCATION

15 to 25 August 1973
Berlin (West)

Edited by Josef Müller

4

iii

CONTENTS

iv

v

Page

7

BEST COPY AVAILABLE

PREFACE

In 1969 a questionnaire was prepared by the International
Institute for Adult Literacy Methods and sent to all govern-
mental and non-governmental organizations dealing directly
with adult literacy. The purpose of the questionnaire was
to receive details and to gain a more precise understanding
of organization, methods, and tech: ues used by the
different projects. The final rep   n the replies received
was published in November 1971.

In first deliberations at that time it was envisaged to
organize an international symposium in order to give the
directors of a number of projects which appeared according
to the results of the questionnaire to have certain particu-
larly interesting features an opportunity, to present their
projects, with special emphasis on the aspects which would
seem to be particularly useful in view of their incorpora-
tion into other projects.

The Symposium was organized in close contact with UNESCO
(Paris) by the German Foundation for International Develop-
ment in cooperation with the International Institute for
Adult Literacy Methods, Teheran, and the German Adult educa-
tion Association.

In order to obtain concrete results and to avoid a mere
and general exchange of experiences, the organizers decided
in preparatory talks with UNESCO to concentrate the Symposium
on specific difficulties and problems of functional literacy
in African countries.

As the Experimental World Literacy Programme will come to
an end in the near future, the objectives of the Symposium

were:

1. To define the problem of illiteracy in relation to other educational needs of adults.

2. To summarize the main lessons learned from experiences gained in functional literacy projects during the last five years.

3. To draw the implications for future actions.

4. To consider the nature and form in which foreign aid could most effectively assist the development of literacy in the context of adult education.

This Report reproduces the intensive work of all the participants before and during the Symposium. We wish, therefore, to thank them for their open-mindedness and fruitful collaboration in working groups and plenary sessions. We wish also to thank the cooperating institutions: the International Institute for Adult Literacy Methods, Teheran, and the German Adult Education Association. We are particularly grateful to UNESCO for its professional assistance.

May the results of this Symposium serve to point out new ways and means of literacy education and encourage political decision makers, planners, educators, and scientists to cooperate as partners in development.

Dr. Gerhard Fritz
Director General

Dr. Josef Müller
Head, Out-of-School Education Section
Education and Science Branch

1. INTRODUCTION

Josef Müller (German Foundation for International
Development)

This introduction to the Report gives an overall
view of concepts, projects and problems of functional
literacy and refers to the passages of the Report
where details are discussed.

Since the Second World Conference on Adult Education
(Montreal 1960), much of UNESCO's efforts and those of its
Member States to promote adult education was devoted to
literacy. In the world as a whole the percentage of adult
illiterates fell from 39.3 per cent in 1960 to 34.2 per
cent in 1970. Unfortunately, because of the simultaneous
population increase, the number of illiterates increased
in absolute figures from 735 million in 1960 to an esti-
mated total of 783 million in 1970.

Whereas until the World Conference on the Eradication
of Illiteracy (Teheran 1965) the illusion predominated
that illiteracy could be solved by good will and major
efforts, the complexity of the problem is now recognized.
As literacy is part of a whole group of interrelated
problems there is no simple answer.

1) New Concepts, New Definitions

Functional literacy is a conceptual framework, not a formula.
Functional literacy must be interpreted as an exercise in
literacy integrated with development, an exercise which
becomes a constituent part of a development plan. It differs
from mass campaigns with their uniform, standardized pro-

BEST COPY AVAILABLE

grammes in that its approach is selective, its programmes flexible and easily modified, designed in such a way as to take account of the diversity of collective and individual requirements and of particular situations.

Within the framework of a programme of functional literacy, the mastering of the skills of reading, writing and arithmetic and the professional, socio-economic and civic training are integrated activities oriented towards the solution of the practical problems encountered by the members of the particular groups in their professional and social lives. Functional literacy therefore can be defined as educational action combined with socio-economic and vocational training within the framework of a development undertaking.

Functionality in this context should be taken to imply an integration of literacy training — and adult education as a whole — into society so as to answer as well to economic development as to cultural and social needs and to make it possible for the learner to participate in the life of society and to change it from within.

As a prerequisite, functional literacy is part of adult education[1], which in its broad sense designates any organized activity whose purpose is to foster in the adult the development of attitudes, knowledge and skills and the internalization of values that will equip him/ her to perform his/her role in society in a more or less critical or creative fashion. Adult education in this sense must be functional. i.e. founded on the relationship between both man and work and man and environment, linking the development of the working individual with the general development of the community and so reconciling the interest of the individual with those of society.

1/ As far as the connection between literacy and adult education is concerned, see Keynote Lecture (p. 27 ff of this Report)

Functional education is that in which the individual ful-
fills himself within the framework of a society whose
structures and whose superstructural relations facilitate
the full development of human personality.

In a changing world functional education must be life-
long and integrated in order to satisfy all individual
and community needs. Beginning from early childhood,
people should have access to opportunities for learning.
At different times both society and the individual have
different needs and at any given moment they have a
variety of needs. Non-formal adult education (or in a
broader sense any out-of-school education) should be seen
as a functional whole consisting of interlocking standard-
ized units ("credit system") flexibly and complementarily
linked with the formal educational system (from pre-
primary to higher education) to one unified national
education system.[1]

Functional literacy in the context of adult education
is therefore a system of literacy programmes closely
integrated with development activities and concerned as
part of a continuing system of adult and life-long
education which is flexibly linked to the formal school
system.[2]

2) New Programmes - New Projects

To try out, examine, and develop the concept of func-
tional literacy, the Experimental World Literacy Pro-
gramme was established. The main pilot projects of the
programme are implemented by national governments and
UNESCO[3] or, in the field of agricultural development,

1/ See: A Retrospective International Survey of Adult
Education, UNESCO 1972, pp. 22 - 27 and Final Report:
Third International Conference on Adult Education
(Tokyo 25 July - 7 August 1972) UNESCO 1972, p. 179

2/ See Report of Working Group 1 (p. 149 of this report)

3/ Sometimes with technical assistance from other UN
Specialized Agencies

by FAO with a UNESCO literacy component. To the first category belong the projects in Algeria. Ecuador, Ethiopia, Guinea, Iran, Madagascar, Mali, the Sudan and Tanzania, to the second projects in Afghanistan, India and Syria.[1]

By July 1971 235,000 adults were following functional literacy classes within the experimental projects. By this date the projects had trained about 8,000 instructors in addition to the supervisors, administrative staff and pedagogical advisers concerned with activities.

The differentiating feature of the new experimental functional literacy projects was to relate literacy directly to national priorities without discarding the earlier concept of a literacy standard high enough to ensure permanence and utilization of the three R's (reading - writing - arithmetic) as well as civic and community orientation in everyday life. However, while at the general conceptual level all projects developed literacy in relation to concrete objectives, at the operational level variances manifested themselves according to the varying role of literacy in contributing to development, to different organizational patterns and resources, and divergencies in national policies and different methods and techniques.[2]

---

[1] The project in Venezuela is run by national resources; only the evaluation component is financed by the UN. In Kenya SIDA is helping a FAO rural development project with a literacy component (UNESCO). In Zambia two UNESCO experts are attached to a project subsidized by the Secondary Schools Students' Association of Denmark and Norway. In Niger a UNESCO expert is working in a functional literacy project which receives funds from a Swiss foundation (FOPOTEC). UNESCO experts also served in the people's Republic of the Congo, Guatemala, Laos, Paraguay, Saudi Arabia, Senegal and Togo.

[2] See Literacy 1969 - 1971. Progress achieved in literacy throughout the world, UNESCO 1972, p. 44f, See further the Keynote Lecture (p. 29ff of this Report) and Summarizing Lecture (p. 55ff of this Report)

BEST COPY AVAILABLE

3) Problems - Experiences

Putting into operation functional literacy programmes proved to be difficult, perhaps more difficult than originally foreseen. The functional literacy approach is selective, intensive, global, integrated and tailor-made.[1] Programmes are offered to those who can benefit most from literacy; they are concentrated over a short period, so that what is learned is immediately used; they are aimed at educating the whole person, not just importing isolated knowledge and skills; they combine literacy with other knowledge and skills in one programme balancing practical and theoretical learning and are designed individually for relatively small groups, elaborated on the spot with the participation of all concerned.

Though the concept of functionality seems to be generally accepted, functional literacy education (as adult education in general) will be effective only when the national policy gives high priority to the educational system (adult education included!) If, as is universally admitted, adult literacy is a major problem, then clearly it should be treated as such and should receive serious attention within both educational and overall national budgets and plans.[2] Governments set national development priorities and goals; therefore they have to determine the overall conditions in which functional literacy can thrive.[3]

Unfortunately, functional literacy is often seen in the context of economic growth and manpower requirements only. The Tokyo Conference on Adult Education therefore recommended that "in addition to its emphasis on socio-economic development, functional literacy should also aim at the awakening of social awareness among illiterate adults so that they may become active agents in the building of a new and better society".[4] When launching functional

---

1/ See Working Paper 2 (p. 91 ff of this report)
2/ See Report of Working Group 1 (p. 149 of this Report)
3/ See Working Paper 3 (p. 108 of this Report)
4/ Final Report p. 40

literacy projects, development should be conceived in
holistic terms with economic, social, cultural, educa-
tional, scientific and other vital components inseparab-
ly integrated[1]. The view of Paulo Freire, who sees
literacy education as a process through which the illiter-
ate becomes aware of his own creative powers and comes to
view literacy as a tool for liberating and expressing his
powers, cannot be excluded furthermore. Literacy educa-
tion involves a very basic change in the learner's self-
image and in his view of society and his place and role
in it. If literacy education is to bring the illiterate
out of his "culture of silence" and allow him to assign
himself an active role in society, society must be ready
to accept his contribution.[2]

Unfortunately, even if the theoretical concept is ex-
cellent, practical implementation becomes crucial. Even if
the concept of functionality is accepted in the sense that
some integration of literacy with development and some
technical or vocational component must be part of the pro-
gramme, there is a danger that people in theory accept
the functional approach but that in practice it becomes so
limited in its relevance that it is not more functional than
traditional mass campaigns.[3] While a fair number of
countries declare that they endorse the concept of func-
tional literacy, very few indicate that actual literacy
programmes will be closely tied to development priorities,
selective, intensive, and so on. Some seem to compromise
by offering both traditional literacy for masses, and
small-scale, functional literacy programmes for selected
groups.[4]

_____

1/ See Keynote Lecture (p. 28 of this Report)
2/ Literacy 1961-1971, p. 38. See Summary of the Lecture
on Paulo Freire's Method (pp. 37-41 of this Report)
3/ See Summarizing Lecture (p. 59ff of this Report)
4/ See Working Paper 3 (p. 109 of this Report)

To motivate illiterate adults, politicians and organizers often state that literacy guarantees social and economic advancement. This is not sufficient to motivate an illiterate to break loose from his lethargy, learn to articulate his thoughts, dare to formulate realizable aspirations. Above all, he must come to see how acquiring certain knowledge and skills might help him solve practical problems he faces every day. Specific pre-literacy programmes[1] and the creation of a literacy milieu[2] must help the adult measure the value of investing time and effort in literacy learning as well as give him a taste of independence and pride.

It is equally important that functional literacy activities be conceived as part of a continuing process of adult education and development. Beyond the formal attainment of literacy skills, the continuing and constructive use of such skills by the adult is necessary. To ensure this, the attack on illiteracy should envisage from the beginning post-literacy programmes and should include an important role for rural newspapers, village and mobile libraries, radio and other mass media as well as the introduction of such factors as local roads and markets, cooperatives, credit facilities and agricultural modernization within an overall development context.[3]

This is not only a problem of policy, it is rather a problem of methods[4] and organization. It is very difficult to find a compromise between the apparent and probably desirable trend towards a uniform methodology and a multiplicity of strategies, approaches and situations which result from imbalanced development and cultural, ideological, political and linguistic differences.

1/ See Working Paper 1 (p. 82ff of this Report)
2/ See Report of Working Group 1 (p. 149 of this Report)
3/ See Report of Working Group 1 (p. 150 of this Report)
4/ See Report of Working Group 2 (pp. 153-162 of this Report) and Working Paper 2 (pp.91-106 of this Report)

BEST COPY AVAILABLE

Generally spoken, besides an integration with development
and a problem-oriented approach, the diversification of
programmes depends on the milieu, the complexity of the
regions, the sectors, the pedagogical aims[1], the target
groups[2] and the available resources. All methods (ana-
lytical, global, eclectic) can be combined with other
training aspects in the process of functional literacy,
which explains the subordination of language teaching to
other educational objectives. Experiments to determine
the best methods should not be excluded.

As educational principles, three should inspire func-
tional literacy: active pedagogic based on group dis-
cussions and dialogue, a combination of knowledge and
know-how, and an educational technique based on the solu-
tion of problems and on teaching how to learn.[3]

The use of new learning techniques and mass media favour
above all the preparation of basic didactic units or
modules, which go to make up integrated knowledge blocks.
As to the contribution especially of the mass media, no
clear-cut judgement can be formulated considering the
heavy initial capital expenditure, the software problems,
the maintenance costs, the complexity of the use of audio-
visual media and the necessity of integrating mass media
in a curriculum beyond the mere enrichment function.[4]

Like the methods, the learning materials depend on the
milieu, the learning aims and the target groups. Primers,
sequential materials developed by learning units, and
learning tools for acquiring vocational or technical skills
should illustrate the principle of integrated learning.[5]

1/ See Working Paper 2 (p. 94ff of this Report)
2/ See Working Paper 2 (p. 92ff of this Report)
3/ See Report of Working Group 2 (p. 158 of this Report)
4/ See Report of Working Group 2 (p. 159ff of this Report)
5/ See Working Paper 2 (p. 159 of this Report)

The preparation of learning (and teaching) materials should take account of the level of the instructors or teachers, remembering the rule that the less an instructor is qualified, the more structured the material he is using has to be. The best instructor will be the one who is as close to the adult and his problems and best accepted by the community and the one who is best informed on the development objectives, on their structures and mechanisms. The instructor should also be more of an advisor and a development agent than a school teacher, who is not always the best instructor for adults.[1]

The complexity of functional literacy causes special problems because its success depends on the cooperation of an interdisciplinary and multidisciplinary team of instructors and teachers. In order to facilitate cooperation and to develop a new type of community instructor, functional literacy as a communication and extension technique should be included in the curricula of institutions such as teacher training colleges, schools for home economics and social services, vocational education centres, and agricultural colleges.[2]

The experimental character of the functional literacy projects call for applied research especially in the field of evaluation both of the pedagogical and the socio-economic impact of functional literacy programmes.[3]

1/ See Report of Working Group 2 (p. 160 of this Report)

2/ As an excellent training opportunity for an interdisciplinary team, the operational seminar should be mentioned. See Working Paper 2 (p. 104ff of this Report)

3/ See Working Paper 3 (pp. 121-124 of this Report) and Report of the Working Group 2 (p. 155 and 161 of this Report)

Last but not least, the functional literacy approach,
due to its inter- and multidisciplinary character, causes
peculiar difficulties in the field of administration and
organization, where interministerial coordination and the
development of effective horizontal structures are required.
Programmes may meet the needs of a society, but the organ-
izational structure which can carry these programmes has
not yet really developed. There is always a time-lag be-
tween the realization of a need and the development of the
appropriate structures and systems to solve that need.
Until now the problem of how to administrate functional
literacy projects has been managed on somewhat ad-hoc
arrangements. No theoretical universal solution has emerged.
Functional literacy projects close to the felt needs of the
target groups do not usually fit into the existing adminis-
trative structures of governments, and personnel transferred
to the projects in many cases felt that they had no real
long-term career future within the project.[1] It is not easy
to strike a balance between a necessary central adminis-
tration unit (the status of which will inevitably be a
reflection of the real priority accorded to the education
of adults by the government) and the similar necessary
decentralized provisions offered by a considerable range of
government services and private agencies. Coordination and
exchange of information at local and national level from
local committees to national administrative units which
could serve as the Secretariat for a National Adult Educa-
tion Board is necessary. This might be a commonplace, but
in reality development might be unfavourable, especially
if it is admitted that these institutions should not simply
administrate but should also respond to the needs, interests
and concerns of the adult learner so as to enable him to

1/ See Summarizing Lecture (p. 56 and 62 of this Report).
The problems of administration have been dealt with not
only in lectures but by Working Paper 3 and Working Group 3.
This stresses the importance of the question.

fulfil and discharge the various functions he assumes during his life, taking account of the need for active participation hv the learners themselves in all decisions related to the planning and the pursuit of the learning.[1]

Although the central administrative unit would have overall responsibilities, governments which wish to embark on a comprehensive plan for functional literacy and adult education must consider the establishment of several specialized services and institutes in the field of training, research and evaluation, documentation and information[2], mass media and correspondence education. These basic services constitute the heavy industry of adult education. In their absence it is difficult to man and run large-scale operations.

4) From Pilot Projects to Large-Scale Programmes - Nature and Form of International Cooperation

The Experimental World Literacy Programme will come to an end in the near future. Various governments are considering the transition from relatively small-scale literacy activities to mass functional programmes. Though a detailed answer on how to manage the rising professional and administrative problems does not exist, a clear policy is necessary. This policy must take into account the percentage of illiteracy, the distribution of population, the position of women, and manpower needs. Expansion will be most effective in those countries which possess adequate adult education infrastructures and whose social and political philosophies encourage both maximum mobilization of institutional resources and maximum participation by the adult learners themselves.

1/ See Report of Working Group 3 (p. 163ff of this Report)
2/ See the Lecture on Questions of Documentation (pp. 45-48 of this Report)

Strategies for expansion should move forward step by
step, beginning from a narrow base and a small number
of programmes and broadening later, giving priorities
to those areas where conditions are favourable, i.e.
where people are demanding literacy, where people are
motivated because other factors of development and
modernization are still at work. It is a common ex-
perience that the level of an educational system is the
same as the level of society whose reflection it is.[1]

That is the case with international cooperation, too.
The illiteracy of more than one third of the adult
population of the world (in some countries about 70%)
is a concern of the conscience of man. In a world of
communication, interrelation and cooperation the fight
against illiteracy and the "culture of silence" is in
the interest of the aid-giving countries and organi-
zations, which should not concentrate their efforts on
prestigious projects of higher education.

International support should strengthen national
endeavours; it should be coordinated and harmonized
with national development plans, avoiding ideological
and political conditions or indoctrination. Strengthen-
ing of organizational structures; special consideration
of the "heavy industry" of adult education; supporting
mass media utilization; aid to functional literacy as
a component of development projects; assistance to
self-supporting projects, voluntary associations, and
regional organizations and institutions; maintenance
of successful ongoing projects and existing institu-
tions which have perhaps only financial difficulties;
assistance in training of multipliers; and fellowships
or scholarships even surplace (perhaps to strengthen

1/ See Report of Working Group 1 (p. 150ff of this Report);
see Summarizing Lecture (pp. 59-66 of this Report)

BEST COPY AVAILABLE

national or regional centres) are some areas calling for
special consideration in educational aid programmes. Some
aid should simply be in cash.[1]

Functional literacy is a very complex concept which be-
comes even more complex if it is defined in terms of
development. Its guiding principle is to respond to the
needs, interests and concerns of the adult learner. This
principle causes difficulties, but without it literacy
education will not be successful. Literacy training is not
only a methodological problem, it is a critical attempt
to reveal reality and to change it from within as a
practice at the service of permanent human liberation.

In this sense functional literacy is an alternative
to the narrow concentration on the improvement of human
resources for the modern economic sector and therefore
on formal education systems. The functional literacy
approach gives attention to the needs of the rural popu-
lation or simple industrial workers living in the tradi-
tional or transitional economic sectors who, for some
years to come, will make up the majority in most develop-
ing countries. Perhaps this appraoch will be successful
in combining both economic growth and social justice.

5) The Symposium

The scope of the Symposium has been outlined above.[2]
The focus in the Symposium discussions were on African
experience. Participants came mainly from African coun-
tries, especially from those where pilot projects of the
Experimental World Literacy Programme exist (Ethiopia,
Mali and Tanzania). Participation was not limited to
countries with UNESCO projects. Projects and interesting

1/ For details, see Report of Working Group 3 (p. 169ff
of this Report)

2/ See Preface (pp. 1-2 of this Report)

BEST COPY AVAILABLE

programmes of other sponsors as well as indigenous
efforts were included, especially when both selective
(functional) and massive (traditional) approaches
existed with the tendency to adopt the functional
approach in other sectors if pilot projects are success-
ful. Therefore delegates participated from the Ivory
Coast, Nigeria, Tunisia and Zambia. As a point of special
interest a delegation of Somalia was invited, where
until 1972 the practical implementation of adult literacy
was hampered by the absence of an official script for
the Somali language.

Not only experts from the field participated in the
Symposium but also high ranking officers of ministries
competent for adult education, members of scientific
institutes active in the field of literacy and experts
of international level serving as consultants to bring
outside experience into the discussion concentrated
on African problems.[1]

The programme[2] of the Symposium concentrated on three
main problem clusters:

- Functional literacy in the context of life-long edu-
  cation
- Contents and methods of functional literacy and their
  implications for staffing
- Planning and organization of functional literacy.

As regards methodology, the Symposium was divided into
two sections:

- Information and Problem Identification (15 to 18
  August)
- Problem Solution (20 to 25 August)

The opening Keynote Lecture[3] dealt with functional
literacy projects in the context of adult education and
gave a survey on the results and innovative effects of
functional literacy projects during the last five years.

1/ See List of Participants (pp.187-197 of this Report)
2/ See Programme (pp.181-186 of this Report)
3/ See pp. 25-35 of this Report

BEST COPY AVAILABLE

In addition to the keynote lecture, the case studies[1]
gave a survey on the efforts, problems and gaps of differ-
ent countries. To avoid long lectures on "who does what",
participants identified on the basis of written country
reports in a hearing with the delegations the problems
of the respective countries.

As the purpose of functional literacy is to develop
in a given socio-economic context not only the technical
and vocational skills but also mental powers of analysis
and self-consciousness, the case studies have been supple-
mented by an introduction to the method of Paulo Freire.[2]

The hearing was followed by sessions of three working
groups, who listed the problems to be discussed more thor-
oughly during the information and problem solution section.

On the basis of the problem catalogue[3] the working
groups and the plenum elaborated during the second week
findings and recommendations. Groups and plenum alter-
natingly dealt with the three main problem clusters men-
tioned above. The groups brought their results into the
plenum which discussed the findings and made suggestions
for further group discussions. Finally a drafting committee
revised the elaborations of the groups and worked out one
paper of findings and main conclusions.[4] In a final
plenary session these findings and conclusions were redis-
cussed and confirmed by all delegations and participants.

A summarizing lecture[5] on the implementation of the
experiences gained from pilot projects for large scale
programmes of adult literacy in the context of adult
education summed up the proceedings of the Symposium and
outlined the trends of literacy work in the following years.

1/ See Documentation (pp. 199-378 of this Report)
2/ See pp. 37-41 of this Report
3/ See pp. 135-143 of this Report
4/ This is the most important paper of the Report
See paper 145-176)
5/ See pp. 55-66 of this Report

2. OPENING ADDRESS

Dr. Erika Wolf (Chairman, Programme Committee, Board of
Trustees, German Foundation for International Development)

On behalf of the German Foundation for International
Development I wish to welcome you to this International
Symposium on Functional Literacy in the Context of Adult
Education. I am extremely happy to be here with you and I
do hope that the days you spend in Berlin will prove both
pleasant and useful. You will have the opportunity here of
discussing together the many problem clusters relating to
the theme of the Symposium and also of familiarizing your-
self with the work of the Foundation and with Berlin, the
real capital of Germany.

I must confess that up to a few weeks ago I knew very
little about functional literacy, but from the moment on
when I received the first working documents my interest
grew steadily, and I am now convinced that you hold in your
hands the key which will open the door to success in efforts
to help a country, or more precisely, a people to carry for-
ward development. I have grasped the fact that functional
literacy is not just reading, writing, and arithmetic. It is
much more, it is also work-oriented training and socioeconom-
ic edification within the framework of development action,
as was stated at the World Conference in Teheran in 1965.

I was greatly impressed by the conclusion drawn by the
Conference in Tokio in 1973, namely, that functional lit-
eracy also serves to awaken in illiterates a sense of so-
cial consciousness and enables them to become active con-
tributors to the creation of a new and better society.

If such fruiton does result from your work, you will have
solved one of the gravest of all development problems, since
it is only through the awakening of social consciousness
that motivation to change patterns of life can spring into
action.

You are no doubt aware of the fact that the industrial nations, having realized that the course of development in emerging countries could not take the same form as that experienced by industrial countries, have turned their development efforts more and more towards rural areas and small urban centres, in other words, towards subnational level. This was considered necessary in tardy realization of the fact that the overwhelming majority of the population in developing countres live and work in the countryside and that national economic advance depends in large measure on the attitude of these people, on their desire to move away from traditional customs and a subsistence economy towards modern agriculture and to establish economic and social bases which will permit development to proceed along modern lines. I therefore wish you every success in your deliberations.

I would now like to touch upon another problem. As is the case with most people of my generation in Germany, I had always assumed that the ability to read and write was of advantage to both children and adults. But in 1970 I spent a few days in Nigeria, the country with the largest population in Africa, and observed large groups of young people heading for Lagos or other large cities. I was told that, having spent several years in school, they felt that the countryside had nothing to hold for them and were going to look for work in the city. I realize that by means of functional literacy you are seeking to reverse this trend, functional literacy understood as preparation for rural life with a good job in a cooperative, in a firm, or in social service, for example. And I am therefore convinced that through your efforts you are making a very effective contribution towards solving those development problems which are not simply of an economic nature but which also closely involve manpower, human beings.

As you may know, the purpose of our Foundation is to provide a platform for the exchange of views and experiences among national and international experts in various fields of professional interest. At its inception, the Foundation was named the German Foundation for Developing Countries. But we have now changed the name to the German Foundation for International

Development, having realized that in point of fact all
countries of the world are undergoing development and
change. In connection with your subject matter, for example,
we in Germany are also facing difficulties in the task of
further training and retraining adults whose education has
been inadequate and who need help in adjusting to the modern
world.

Ladies and gentlemen, your Symposium host is the Education
and Science Branch of the German Foundation. But today we
are meeting at the Public Administration Promotion Centre
of the Foundation. This Centre is now conducting a Seminar
for junior diplomats from Asian countries. The Seminar
began in Thailand and is continuing here, where the parti-
cipants are meeting with representatives of the German
diplomatic service. Tomorrow evening you will be in Villa
Borsig, the seat of the Foundation's Seminar Centre for
Economic and Social Development in Berlin-Tegel. This Centre
organizes Seminars and Conferences on various aspects of
economic, social, and technical development. The German
Foundation has other divisions which are concerned with
agriculture and with industrial occupations promotion. It
also runs a centre which prepares outgoing German experts
for their overseas assignments. They are briefed in area
orientation and in the techniques of adjustment to a dif-
ferent culture and introduced to the development role
which they will play in the host country.

The activities of the Foundation are clearly diverse and
broad, and it is for this reason that we, the Foundation,
consider ourselves to be an important instrument of German
development policy.

Permit me to add a last word about the city in which we
are meeting. I sincerely hope that all you will seize this
opportunity to familiarize yourselves with Berlin. This
is not only because I love Berlin and because I have spent
two thirds of my life here but also because I am convinced
that this divided city will play an increasingly important

role in the world following the admission of the two Germanys
to the United Nations. Berlin has suffered greatly, but it is
my hope that it will flourish in the future as a thriving
centre of international policy and activities.

The German Foundation for International Development has
always worked closely with the United Nations and its spe-
cialized agencies such as ILO, UNIDO, UNESCO, FAO, WHO as
well as with its regional organizations, among others ECA,
in the organization of Seminars and Conferences, and it
gives me great pleasure to extend greetings to the repre-
sentatives of UNESCO present at this Symposium.

Ladies and gentlemen, I hope that your deliberations
here in Berlin will prove valuable and that you will
arrive at satisfactory results in your efforts, under-
taken both on your own behalf and on behalf of the
adults in your countries who have not yet fully adapted
to social and economic change being brought about in
the train of development. I extend to you my warm wishes
for a most successful meeting and now declare open this
International Symposium on Functional Literacy in the
Context of Adult Education.

3. LECTURES

- Functional Literacy in the Context of Adult
  Education. Results and Innovative Effects

- The Paulo Freire Method of Conscientisation
  and Literacy

- Documentation and International Exchange of
  Experiences in the Field of Functional Literacy

- Implication of the Experiences Gained from
  Pilot Projects for Large Scale Programmes of
  Adult Literacy in the Context of Adult Education

BEST COPY AVAILABLE

Keynote Lecture

5.1   FUNCTIONAL LITERACY IN THE CONTEXT OF ADULT EDUCATION.
RESULTS AND INNOVATIVE EFFECTS

Mir Moazam Husain (UNESCO)

> This first lecture gives an overall view on the objec-
> tives and main problems of the Work-Oriented Adult
> Literacy Programme started in eleven different coun-
> tries. After a retrospective glance it introduces
> the main objective of the Symposium: to draw from
> the experiences gained implications for future
> actions and large-scale programmes.

When putting my thoughts to paper for this lecture, I re-
called with vivid pleasure a Seminar on Adult Education
which I was privileged to attend in Berlin in 1961. Our host
on that occasion was happily the same as today: the German
Foundation for International Development, then called the
German Foundation for Developing Countries. The warmth of
hospitality, the planning and organizational excellence,
the professional contribution which the responsive atmos-
phere engendered, the friendships that were struck and
stimulated further action elsewhere, the indelible impres-
sions that Berlin itself stirred, all this I recalled, and
anticipate the same spirit for our commencing Symposium.
I am sure I convey the wishes of all the guests here by
expressing our deep appreciation to the German Foundation
for its generous initiative. The subject, perhaps more
appropriately the cause, which we have been invited to dis-
cuss is synonymous with life and, if I may say with some
risk to modesty, has drawn from many of us a lifetime of
allegiance. It is thus with much eager expectation that
we enter into this Symposium in the spirit above all of
service to a cause, and where so much talent and experience
and goodwill is gathered, the exchanges to follow cannot
but animate and promote the united purpose.

Allow me to revert to another unforgettable memory of the
1961 Berlin Seminar. The proceedings on April 12 were inter-
rupted by a momentous announcement; for the first time in

human history a man, Yuri Gagarin, was orbiting the earth
at that moment. Nothing symbolised more powerfully than
this epoch-making event which was to be followed, as you
know, by remarkable feats in manned space flights by
other astronauts, that science and technology, massively
aided by mass media, had abbreviated the world. People
were thinking more and more in terms of oneness, one world.
Problems also assumed global dimensions. The era of de-
velopment - the so-called development decade - had also
dawned, and with it the acute question of human resources
and matching spiritual and ethical stamina to sustain the
fabric of our society. Where stood education in these winds
of change and where indeed literacy and adult education?
No doubt in your discussions you will look at problems of
literacy and adult education against this larger backdrop.
For myself, I carry no lunar rocks in my pockets for
instant solutions.

The theme of our Symposium presupposes a basic connection
between literacy and adult education, which fortunately
saves me, and your patience, from having to establish a
hitherto undiscovered missing link in the Darwinian sense.
The link between literacy and adult education is as large
as life itself and as manifold and meshed as the whole
spectrum of human relationships. One might add: literacy
without adult education has no roots and adult education
without literacy bears no fruit. The urge for access to
the treasure house of knowledge accumulated by mankind
over the centuries can be as intense as the need for food,
clothing, housing and other material requirements. In this
sense education, and I include adult education, may be
equated with life, and literacy the first step or bridge
to modernisation and the expanding realms of skills, the
flowering of the human personality and self-realisation.
Literacy opens the way to a more rewarding life to the
literate as an individual, a producer and as a citizen;
it increases professional mobility; provides the entry to
modern civilisation of science and technology; to the vast

arena of cultural activity; the domains of democracy and
ranges of rationalisation. It is literacy which is the
connecting thoroughfare between the main institutions of
the modern state: the executive, the legislative, the judicial,
educational, cultural, political, technological and scientific.
It is, therefore, within this global girdle of adult education
that we see literacy, a gem within a ring, illuminating the
environment with the intellectual, moral and cultural perfec-
tion of man and leading him forward into everwidening thought
and action*. It is by way of literacy and in the ambit of
adult education that we cross the threshhold to life-long
learning.

1 shall now turn from the universal to the particular aspects
of literacy and adult education, namely the functional and
work-oriented. The term functional in an elitist sense should
not really have newfangled connotations. After all, writing
was used from ancient times mainly by the priestly orders for
the propagation of the scriptures and the preservation of
tradition, ritual and book-keeping for the gods. Subsequently
it was appropriated by the commercial classes for maintenance
of records and for the promotion of their business. In such
cases literacy did serve a functional purpose but for the
chosen few. The opportunity to read and write was enlarged to
millions of men and women only at the turn of the century.
Since then, in the developing countries in particular, the
idealogy of traditional literacy has manifested itself in
programmes oriented to social welfare cum human rights. As
against this the ideology of the relatively recent work-
oriented literacy connotes development of human resources.
For society this amounts to developing manpower for moderni-
sation; individually it means augmentation of living standards.
The evolvement of the new concepts of literacy in the context
of life-long education have been succinctly presented in histo-
rical sequence in Working Paper 1 before us. I shall therefore

---

*Dr. Malcolm Adiseshiah - Address to the State Council of
 Madras, 26 December 1969.

not labour this point except to stress the significance
of the decisions and recommendations of the 13th Session
of the UNESCO General Conference of 1964 which approved
the concept of functional literacy for adoption by UNESCO
the World Congress of Ministers of Education on Eradica-
tion of Illiteracy which, meeting in Teheran in 1965,
set its historical seal on work-oriented functional
literacy in the framework of development; several inter-
national seminars, workshops and meetings in between then
and the Third International Conference on Adult Education
organised in Tokyo in 1972. In line with the thinking of
the best authorities of the day that functional literacy
was likely to produce enduring impact several experimen-
tal projects were started within the framework of the first
development decade. Literacy in these projects was envi-
saged as a vehicle for accelerated social and economic
progress. These projects applied and tested the concept
of functional literacy under various conditions. There was
of course the risk that economic development conceived as
a matter of energy and machines and materials would swamp
the objectives of harmonious human resources development
in the flash of enthusiasm for modernisation of agricul-
ture and industry. For the launching of functional liter-
acy projects development was conceived in holistic terms
with economic, social, cultural, educational and scienti-
fic and other vital components inseperably integrated.
Actually the separation between the social and economic
is often an artifact of demographic analysis and govern-
mental departmentalisation. You are well aware that eco-
nomic, social, political, historical, scientific and tech-
nological factors have an interacting relevance to adult
education. Development is an all-embracing undertaking
with man both as the means and end of development. So
interpreted it is co-extensive with education, more speci-
ally adult education. In this context 50 literacy program-
mes have been developed with UNESCO's technical guidance
after careful studies of motivations and aspirations of
potential learners and in relation to the social, economic
and cultural objectives of the concerned area. I shall not
go into the characteristics and results of individual

iv) differences in methods and techniques used in struc-
turing the project at different stages of its life.

the new methodology necessitated a new approach to teach-
ing materials and tools. Its crux was the integration of
literacy and vocational content and these at the begin-
ning of a functional literacy programme may not, as you
know, lend themselves to synchronisation, e.g. the agri-
cultural calendar of a crop may not be easily reconciled
with the literacy calendar. The linkage between class
and field work is not easy to attain although I have
seen this effectively accomplished in Afghanistan and
similar results have been attained in some other pro-
jects. there was a new approach as well to curriculum
construction and methodology of instruction. The curri-
cula contents were integrated into a single functional
literacy course and the subject-wise pattern replaced
by a problem-wise integrated system. There have been
innovations like the discs in Iran and casettes and
loose sheets of reading materials in several projects.
Mass media, although used with growing effect, have
not yet been altogether patterned into the learning
sequence. another departure from early programmes of
adult literacy, fundamental education and community
improvement was in the matter of selectivity not only
in regard to development projects and their geographic
region of operation but also with regard to groups of
participants. Teachers had to be trained in imparting
both literacy and vocational know-how. The earlier
adult literacy programmes relied mostly on school
teachers and to some extent on local volunteers who
were sufficiently educated and had some time to spare
for teaching illiterates; occasionally senior school
and college students also worked as instructors, partic
ularly during vacations. The emphasis on technical
training in functional literacy projects brought about
the need for providing supervisors and other medium
level functionaries with specialisation in technical

projects since that would be duplicating the details
contained in the case studies which you have received.
I shall limit myself therefore to general observations
about functional literacy programmes which might be of
common interest.

The differentiating feature of the new experimental
functional literacy as embodied in the eleven UNDI
(Special Fund) assisted projects in Algeria, Ecuador,
Ethiopia, Guinea, India, Iran, Madagascar, Mali, Sudan,
Syria and Tanzania and in the integrated functional
literacy projects of Afghanistan (assisted by SIDA) and
Zambia (assisted by the high schools associations of
Norway and Denmark) was to relate literacy directly to
national priorities. But this did not mean discarding the
earlier concept of a literacy standard high enough to en-
sure permanence and utilisation of the three R's as well
as civic and community orientation in everyday life.
Since the coverage of the experimental projects was limited
to selected areas and groups of participants, literacy be-
came a means of training and a method of development
enabling the individual to become an effective agent of
change while remaining, as stated before, the ultimate ob-
jective of development. There have been, however, some un-
expected developments. While at the general conceptual level
all projects developed literacy in relation to concrete ob-
jectives, at the operational level variances manifested
themselves owing mainly to:

i)   the varying role for literacy in contributing to de-
      velopment projects foreseen in the plan of operation;

ii)   varied organisational patterns and resources, partic-
      ularly the support of technical ministries;

iii) divergence in national policies of the importance given
      to economic development in relation to other goals
      such as national integration, propagation of certain
      ideals, promotion of a national language, inherent
      interest in making a large number of people literate,
      etc;

aspects. The need for increased mobilisation of super-
visory level people as functional literacy istructors
is obvious. I believe the essence of success in a
functional literacy programme is _training_ and it is very
much to be hoped that in our exchanges this aspect will
receive the in-depth attention it deserves. Work-oriented
literacy personnel from various disciplines have to work
together. One of the outstanding innovations arising
from the Experimental World Literacy Programme is the
field operational seminar which has proved an effective
method to provide on-the-spot training in live (usually
village) situations to key level and other personnel in-
volved in a work-oriented adult literacy programme. A
seminar of this type meets the urgent need for training
senior and middle level cadres for which there is such
a serious shortage in the literacy adult education ensemble.
The role of business firms and enterprises in this inte-
grated relationship between literacy and adult education,
specially in retraining programmes, has not been suffi-
ciently explored or exploited. Further, one cannot empha-
sise too strongly the role of universities in the training
of leaders, teachers and workers and in the vital area of
evaluation and research. The professionalisation of adult
education will to a large extent depend on the willing-
ness of universities and their constituent colleges to
take on the responsibility for this aspect of adult
education.

Another difficult problem arises if the mother tongue of
participants is different from the official language of
instruction. There are no uniform situations to this
problem. We know that from the educational point of view
teaching in the mother tongue is best, but this can lead
to a dead end if the official language is different, per-
haps not indigenous, perhaps even foreign to national
life, local culture values and traditions, although it
might at the same time be essential to modernisation.
The real problem of literacy is to give the illiterate
access to written material as a vehicle of thought and

provide information which allows him to function effec-
tively in modern life. It might be possible to deal with
the problem at two levels: first teaching in the mother
tongue and then in the official language.

A word on **coordination:** the major **organisational problems**
of functional literacy projects have been to get the
literacy personnel and the industrial or agricultural and
other concerned personnel to work together. When two or
more ministries are involved joint programme operation is
not easy. Inter-sectoral **coordination committees have**
been set up but questions of administrative control and
sharing of available resources still present difficulties.
Sometimes the proposals of a central **coordination comit-**
tee are not fully implemented by its provincial and state
counterparts. I believe infirm infrastructures and faulty
coordination systems are retarding some well-founded plans
of functional literacy.

The experimental nature of functional literacy projects
called for an evaluation of the entire programme as well
as experimentation and research within the projects to
identify suitable approaches, methods and techniques in
regard to pedagogic training, use of mass media, organi-
sation of structural situations, etc. Precious evidence
on the merits and limits of functional literacy has been
systematically collected and is now being analysed. To
improve our future reforms at the international level by
objectively analysing these results, the Director-General
of Unseco hopes to convene an International Committee
later this year to undertake this task. The results should
be of particular interest and value to those who have
opted for literacy training which is intensive, selective
and built upon socio-economic and cultural motivations.

In the sensitive economic sphere, development demands the
rationalisation of attitudes and behaviour. It is hoped
that the evaluation studies the **UNESCO** Secretariat envi-
sages with the help of the aforementioned International

Committee, will bring out the contribution of functional
literacy not only as regards change of attitudes and en-
hancement of knowledge and skills but also in respect
of modernisation of agriculture and industry in areas
where functional literacy projects have operated.

What of the future now that the functional literacy expe-
rimental projects are coming to a close. The question has
been posed; if adults are provided with literacy education
based on specific social, economic and vocational learning
requirements should they not also have the possibility of
further education which is closely derived from their most
pressing needs. Some experts take the view that logically
there is no place in a functional literacy course for a
post-literacy stage and least of all for a follow-up since
the course itself is self-sufficient. In view of the fact
that change is so quick and far-reaching, continuing educa-
tion has a role to play throughout life. Furthermore, there
is a need to link literacy with adult education in the use
of free time. Leisure, which should merit our attention.
After-work activities and participation in civic and cultural
life should be conceived as an integrated aspect of continu-
ing education.

Literacy as an element of international aid cannot be
viewed as an instant remedy to social and economic problems
of countries engaged in development. The entire life con-
text of the individual must become part of a process of
change before the full value of functional literacy can
assert itself. Several countries are planning to launch
large-scale literacy and adult education programmes, e.g.
Afghanistan intends to launch a mass literacy programme
which has been inspired by the results of the integrated
functional literacy project jointly assisted by FAO and
Unesco and financed by SIDA in the context of agricultural
credit and coordination. Iran is about to initiate an impor-
tant National Adult Education Centre oriented to research

and training which has its mainspring in the success-
ful work-oriented adult literacy project just comple-
ted. Tanzania similarly intends to start a second
phase of the functional literacy project with the
scope of operations enlarged on a mass scale. Ethopia
envisages action on the same lines. In India several
mass literacy and production-cum-training or employ-
ment-cum-training and polyvalent adult education pro-
grammes are in operation or about to start. Pakistan
and Bangladesh plan to launch mass literacy campaigns
with a functional orientation. In Somalia it is plan-
ned to run an integrated mass communication and func-
tional literacy project. The question, and I would
urge you to give it serious thought in your discus-
sions, is how to apply the innovative results and ex-
periences derived from the Experimental World Literacy
Irogramme in the areas of methodology, material prepa-
ration, training, infrastructural improvements, evalu-
ation and research in support of these larger efforts.
I should add that the technical guidance, training,
evaluation and research and documentation services pro-
vided by the International Institute for Adult Literacy
Methods and the regional centres - ChaPaL and ALrLC -
will be invaluable for this purpose.

Functional literacy which has introduced innovative
effects and shown successful results in several cases
deserves careful consideration in a total adult liter-
acy programme in a country. The evaluation exercise
referred to in the foregoing will bring out the methods
and techniques as well as the infrastructures and other
conditions which are essential for its success. It is,
however, being increasingly realised that different
areas and people are motivated by different objectives
and therefore we have no single answer, no universal
model to guide all literacy efforts in the world.
Several strategies will have to be designed to answer
the requirements and resources of the different coun-
tries and in coming to a decision an account must be

taken of national and international experience and the
several choices available. Literacy is not merely a pure-
ly technical operation of transmitting skills but also
a conveyer of deeper meaning such as language, culture
and technology.

Basic to illiteracy eradication is the conception of
costs and the will and the drive to gather the necessary
resources. It is customary to give statistics of illiter-
acy at the beginning of a talk. I am quoting these at the
end of my address to bring home the need for enhanced
international aid. We are aware that the world total of
illiterates has increased since 1960 from 735 million to
783 million although there has been a reduction of illit-
eracy from 39,3 % to 34,2 %. This amounts to one third
of the world's adult population. Despite a reduction of
10 % in the illiteracy rates between 1950 and 1970 - from
44,3 % to 34,2 % - the absolute number of illiterates has
increased by 83 million during the same period to rise
from 700 million in 1950 to 783 million in 1970. The rate
of decrease of illiterates in the population has not kept
pace with the inexorable demographic growth. Even to main-
tain the present level of illiterates in the world with
the meagre resources to hand is a challenge and anxiety.
Unless therefore the quantum of assistance - international,
national or other - presently available in support of
literacy efforts is considerably increased, we shall not
expect an earlier or easier solution by way of literacy
or of the literacy problem itself. As the Director-General
of UNESCO stated last July before the 55th Session of the
Economic and Social Council, can a nut-cracker be blamed
if it does not do the work of a power hammer? This
question of resources for the development of valuable
literacy programmes throughout the world calls for priori-
ty consideration.

3.2. THE PAULO FREIRE METHOD OF CONSCIENTIZATION AND LITERACY

Rogerio de Almeida-Cunha (University of Münster, West Germany)

> Functional literacy is not only a vehicle for accelerated
> economic progress. Human action is a historical process
> which transforms the world. The theoretical concept of
> man must therefore be constantly analysed and adapted to
> the development of man's action. Functional literacy, too,
> needs to be analysed, understood, and tackled from this
> viewpoint developped by Paulo Freire. The summary of the
> lecture given by the Brazilian Rogerio de Almeida-Cunha is
> supplemented by a short bibliography. Literacy methods,
> i.e. the instruments employed by man to orientate himself
> in the world around him, cannot be seen as "neutrals."
> Their purpose is to bring forth the humanization, histori-
> zation, and transformation of the world; they may, however,
> bring forth the reverse as well.

In order to be able to understand the methods employed by
Paulo Freire, it seems advisable to distinguish between various
phases, each impinging on the other:

1. Selection of "generative words." These words result from
   the dialogue between the teachers and their illiterate
   pupils. Later on, these words will be made the subject of
   discussions in so-called "cultural groups," where they will
   serve to form new words. For example, the word "favela"
   (squatter settlement), originally developed and used in
   Rio de Janeiro, may produce phonetically the word "fala"
   (language), "vela" (candle, sail, veil), "fila" (queue),
   and many others. How important a discussion on squatter
   settlements, language, candle, sail, veil, etc. is likely
   to be for the poor people of Rio de Janeiro is well imagi-
   nable.

2. Selection and classification of about a dozen of generative
   words from the viewpoint of their importance for man and
   their suitability to be used as phonetic and graphic tools
   of literacy.

3. Establishment of "codes" representing the various situa-
   tions of daily life called forth by those words: these

situations may be described by means of models, photos, short dialogues, songs, etc.

4. Establishment of index cards containing "discoveries." Each word is subdivided into syllables and grouped according to the phonetic families.

   Example: <u>favela</u>   fa - ve - la   fa-fe-fi-fo-fu
                                            va-ve-vi-vo-vu
                                            la-le-li-lo-lu

   New words are the result of the creative game in which the syllables are combined in a new fashion. This method roots in the phonetic nature of the Portuguese and Spanish language.

5. Establishment of card indexes, intended for use by the "coordinators of the cultural groups" (literacy agents). These indexes serve to facilitate the development of dialogues between literacy teachers and group participants.

From the above-mentioned process of phasing, following itself a cyclical movement, springs the dialogue between man and the world around him. The future literates—Paulo Freire refuses to speak of illiterates—are encouraged to face up to the world by means of dialogues. Here they ask questions concerning the world and where their actual position is and what has brought them there. It is through such a dialogue that they become aware of their own vital role and of their vocation as human beings. Seen in this context, literacy appears to be the instrument both of human creativity and of transformation and communication. The creation of new words enables man to comprehend his active role in life. In this way he returns to that point of his life from which he has set out in the beginning.

From this follows that the dialogue is the most important tool of information. Its object is the world in all its reality. This world represents both a problem and a challenge to man. Consequently the dialogue serves to raise and discuss problems.

In the sense of educational philosophy this method pre-
supposes a concept according to which man is an active ele-
ment within the world around him. His action consists in
transforming, historicizing, and humanizing this world.
Consequently literacy methods must be based on a critical
and scientific analysis of the world and of man born to
live in it.

Seen against the background of these anthropological con-
siderations, it is necessary to regard man's situation to-
day within the context of his creative activities. The fact
that man has not sufficiently become aware of his "ontolog-
ical vocation" as a transformer of the world explains his
passiveness. Action, i.e. work above all, is considered
either as an entity completely detached from the world, as
a privilege of a few, or even as a punishment. These inter-
pretations, mythical and common as they are, reveal a
"magic consciousness" of reality. They have nothing to do
with the historical concepts of the world. There are people
who contemplate the world in a less passive but still in an
"ingenious" or "naive" manner. Although these people have
recognized the role of creator falling to man, they believe
this role to be the privilege of a few (elitism), who re-
gard the future—the realization of historical design—as
the product of technology (technology and economic develop-
ment at any price!) and production or as the result of a
preconceived plan (sectarians, technologists). According to
Paulo Freire, these people have a "transitive" conscience,
since they believe that they can foresee the development of
history but they are "naive," since this development is just
as likely to take other directions.

The critical comprehension of history is both the precon-
dition and result of a critical conscience. Since a critical
conscience itself determines actual life, it is evident that
a critical change of conscience presupposes and determines a
critical change of living conditions.

The people invited by Paulo Freire to take part in the
dialogue had been unable to make themselves understood by

the world. They were forced to learn reading and writing in
order to assimilate to a completely strange world. They were
unable to acquaint others with their own ideas, and they
continue to be oppressed and prevented from developing them-
selves and their creativity and thus from creating their
history.

Paulo Freire, who never stops criticizing himself and his
pedagogical work, is constantly reformulating his anthropo-
logical concepts. Some of his most important pedagogical
theses follow:

1. Education and science cannot be seen in isolation. Edu-
   cational action must also be seen as political action
   in that it contributes towards the historicization and
   humanization of the world or reversely, prevents man
   from being free.

2. It is impossible to educate man for humanization within
   the tight frame of a technological, liberal-capitalistic,
   consumer society.

3. "Education as an exercise in freedom" must therefore be
   based on a historical survey of that part of the world
   which today is called the "Third World" and on the im-
   plementation of measures to educate the oppressed.

4. Therefore the process of "conscientization" is not mere-
   ly the transformation of conscience. Such a transforma-
   tion would be deceptive. It would also be wrong to in-
   terpret "conscientization" as being a revolutionary
   change in existing living and working conditions. This
   would be merely a technological and thus deceptive ex-
   planation.

5. Education is more than just a matter of going to school
   (viz. theses of Ivan Illich). In this sense literacy
   serves to discover the "word," which means life itself.
   To be able to read and write means to be able to speak,
   to be an active part of history, to liberate oneself.

6. Hence liberation seen in correlation with "dependence"

and "oppression" is the complex process of transforming
the conditions and structures of life in an oppressed
world—the Third World—with the purpose of humanizing
not only the oppressed but also their oppressors. In
order to transform the world, it is necessary to liberate
and humanize all mankind.

7. Nobody is able to conscientize anybody else. The teacher
and his learners conscientize themselves thanks to a
dialectic process linking reflection on a preceding ac-
tion to an ensuing action. Conscientization can be
achieved in full only if its practice leads to the con-
scious struggle for the liberation of the oppressed and
exploited social classes.

BIBLIOGRAPHY

Freire, Paulo, Pedagogía del Oprimido

Freire, Paulo, Pädagogik der Unterdrückten

Freire, Paulo, Pedagogy of the oppressed. Herder and Herder New York, 1972, translated from the original Portuguese manuscript, 1968. Foreword by Richard Shaull

Freire, Paulo, Educação como prâtica da Liberdade. Paz e Terra, Rio de Janeiro, 1971, 3^a ed., série Economia e Humanismo, Vol. 5. Prefâcio F. Weffort

Freire, Paulo, Sobre la Acción Cultural, ICIRA, Santiago de Chile, 1969, mimeogr. ensayos de Paulo Freire escogidos por Marcela Gajardo y Jorge Mellado

Freire, Paulo, The adult liberacy process as cultural action for freedom, in Harvard Educational Review, Harvard University, Cambridge, Vol. 40, 1970, No. 2, pp 205-225

Freire, Paulo, Cultural action and conscientization, in Harvard Educational Review, Harvard University, Cambridge, Vol. 40, 1970, No. 3, pp 452-476

Freire, Paulo, Conscientização e Alfabetização, in Estudos Universitários, Rev. de Cultura da Universidade do Recife, Recife, 4 Abril-Junho 1963, pp 5-24

Freire, Paulo, Carta a un joven teólogo, Tercer mundo y teología (duas cartas diatintas), in perspectivas de diálogo, Montevideo, diciembre de 1970, año 5, n. 50, pp 301-303 e 304-305

Stefani, Arlindo, Pédagogie du développement, Institut des Hautes Etudes Politiques sociales en économiques de l'Amérique Latine, 1969, Paris, Sorbonne

Mémoire en vue de la Maîtrise en socio-pédagogie, orientation de François Bourricaud, Mim. 2° cap. La solution pronée par le systême Paulo Freire d'éducation dans la situation contemporaine du nord-est 1961-1964, pp 54-88

Sanders, Thomas G., The Paulo Freire Method, in American Universities Field Staff, West Coast South America Series, Vol. XV, No. 1 (Chile), USA, 1968. New York

Freire, Paulo, Escola primâria para o Brasil, in Revista Brasileira de Estudos Pedagógicos INEP/MEC, Rio de Janeiro, 1961

Freire, Paulo, vários ensaios em Cristianismo y sociedad, suplemento "cortribucion al proceso de concientizacion en America Latina, ISAL, Montevideo, 1968, edición extra-comercial

Freire, Paulo, A propósito do Tema gerados e do Universo temático tradução portuguêsa de CPR, do ensaio homônimo às pg. 53-64 da revista precedente. mimeogr., Porto Alegre, s/d.

Freire Paulo, La concepción 'bancaria de la educación y la deshumanización, la concepción problematizadora de la educación y la humanizacion, in seminario Isal, Santiago, Mayo 1968, material preparatorio, doc. n° 3, mim. fotoc.

Freire, Paulo, Consideraciones críticas en torno al acto de estudiar. in Pastoral Popular, n° 110-111, Santiago de Chile, 1969. pp 41-48. fotoc.

Freire, Paulo, La alfabetización de adultos in SEUL, n° 15, março de 1970, Bruselas mimeogr.

A universidade do Recife cria novo serviço: extensão cultural, entrevista do Reitor João Alfredo, publicada nos jornais do Recife em 1/4/1962. in Boletim Informativo da Universidade do Recife, 8: 45-46, maio 1962. p 45

Furter, Pierre, l'Université de Recife veut éduquer les Masses in Boletim Informativo da Universidade de Recife, Recife, dez° 1962. pp 35-ss (Publica do no journal de Genève, 29-30. Set° 1962

'Serviço de Extensão cultural in Boletim Informativo da Universidade do Recife, 11: 7-58, março 1963. 'relatório oficial da criação e atividade no ano decorrido

in Boletim Informativo da U.Rec., 12: 35-46, Junho 1963. diversos dados relativos a atividades do SEC: Universitários de Goiaz, alunos da PUC, conferencias em Natal, Intercâmbio com a Universidade de Goiaz. p 39

Assmann, Hugo, Bibliografía sobre Paulo Freire man., publicada em Pedagogía del Oprimido, v. acima

Barreiro, Julio, Informe sobre una experiencia piloto para la creación de literatura popular mediante la aplicación del método de Paulo Freire, manuscripto dat. Montevideo, 5 de Fev° de 1969

Se vive como se puede, ed. alfa, libros populares n. 26, Montevideo, Ciudadela 1389, 1968

Oliveira Lima, Lauro, El método Paulo Freire in Isal, Santiago, Mayo 1968 (seminário ISAL), doc n° 2

Vargas, Raúl, Paulo Freire, Une pedagogía para la libertad in AMARU, Abril/1969, Rev. de la Universidade de Ingeniería, Lima, Peru, pp 17 ss. fotoc.

Illich, Ivan, Kann Gewalt christlich sein? entrevista in Der Spiegel, 23. Febr. 1970, Nr. 9, 104-116

Giacomini, Loredana, Per una psicopedagogia dell'educazione degli adulti, tese de lâurea na Universidade de Pâdua, 1968/9, relator: Prof. Carmela Metelli di Lallo.traduç. de RIAC, das pgs. 126-133 e 157-168

Assmann, Hugo, Erneuerung der Catechese in Latein-Amerika? in Herder Korrespondenz, Heft 7, Juli 1969, p 331-337

Schooyans, Michel, Paulo Freire und die Erziehung zur Freiheit in Lateinamerika, Zeitschrift der Freunde Lateinamerikas, Löwen, 14. Jg. Juni 1970, pp 117-123
id, ib., édicion française, Paulo Freire et l'éducation libératrice

Oliveira Lima, Lauro, Mêtodo Paulo Freire, mim, sem especifica çôes, veja acima

Schooyans, Michel, Une maieutique libératrice: la méthode Paulo Freire, in Cultures et développement, Vol. II, 2, Univ. Catholique de Louvain, 1969-1970, pp 435-451 "Mêlanges"

Barreiro, Julio, prólogo in Freire, P., La educación como práctica de la libertad, Tierre Nueve, Montevideo, constituyente, 1940, 1970, mayo 2ª ed. 184 pg. pp 9-23 - fotoc.

Almeida-Cunha, Rog., Das pädagogische Konzept Paulo Freires: "Lernen, das eigene Wort zu sagen". Man. Conferência em Evangelische Akademie Tutzing, 11. Sept. 1971

Kneen, Brewster, Paulo Freire: Pedagogy of the Oppressed in Lutherische Rundschau, Juli 1971, Kreuz Verlag, Stuttgart, Berlin, Literatur Umschau, pp 377-381

Illich, Ivan, Der Mythos der Entwicklung in IDOC-Internationa 1, 1. April 1970, Berlin, pp 23 ss - â pg. 33 come tário de Paulo Freire

Almeida-Cunha, R., Erziehung als Hoffnung in der Alphabetisierung von Erwachsenen in Entwicklung und Zusammenarbeit, Bonn 6/7/71 "Lateinamerika zwischen Evolution und Revolution," pp 25-28

Freire, Paulo, Politische Alphabetisierung, in Lutherische Monatshefte, 11/70, Hannover

Boehle, Hans Heiner, Erziehung kann niemals neutral sein. Zu Paulo Freires "Pädagogik der Unterdrückten", in Publik. Nr. 42, Seite 11, Frankfurt, 15. Oktober 1971

3.3 DOCUMENTATION AND INTERNATIONAL EXCHANGE OF EXPERIENCES
IN THE FIELD OF FUNCTIONAL LITERACY)

Dr. Ahmed Fattahipour (International Institute for Adult
Literacy Methods, Teheran

The lecture provides background information on the problems
of documentation and introduces the work of the Inter-
national Institute for Adult Literacy Methods in Teheran/
Iran (IIALM). The author draws up proposals for inter-
national cooperation in the field of literacy documentation
This summary of the lecture is supplemented by an abstract
of the Expert Meeting on Documentation and Information
Services for Adult Education, held in Geneva from 29 May
to 1 June 1973.

The General Conference of UNESCO, at its 14th Session, 1966,
authorized the Director-General to "facilitate the dissem-
ination of information on measures taken in the various coun-
tries in the spirit of the Recommendation made by the Tehean
Congress by studying and publicizing the influence of those
measures on the development of the campaign against illiteracy
and on international public opinion."

On 16 December 1968 UNESCO and the Government of Iran signed
an Agreement to create the International Institute for Adult
Literacy Methods to implement the recommendations of the
World Congress of Ministers of Education on the Eradication of
Illiteracy held in 1965 and to help to achieve the objectives
of the Experimental World Literacy Programme. This Institute
was charged with the following tasks:

1. Collect, classify and exchange documentation on literacy
   and functional literacy programmes, particularly on methods
   techniques and media used in adult literacy;

2. Carry out comparative studies of the methods, media,
   materials and techniques used in literacy programmes in
   different countries of the world, and stimulate research
   on methods for functional literacy, with a view to the
   development of a methodology for aliteracy adapted to the
   needs of adults in diverse economic, social and cultural
   programmes;

3. Organize and conduct seminars and specialized training
   courses on the methods, media, materials and techniques of
   functional literacy for the senior staff of literacy pro-
   grammes.

BEST COPY AVAILABLE

These objectives assume that promotion of literacy is an international concern, and that a world centre is needed to help eradicate illiteracy.

however, this belief was not widespread and it is not as yet fully accepted. Nearly 5 years after its inception, the Institute must still expend energy in explaining its purpose and winning acceptance of the need for an exchange of experiences in the field of adult literacy.

After this introduction the author raised three fundamental issues:

1. will illiteracy ever be eradicated?
2. Is "the struggle against illiteracy" a national or an international concern?
3. Can modern technology be applied in the fight against illiteracy?

In answering the above questions, the author maintains that illiteracy in its various meanings and degrees in different socio-economic contexts, is a never-ending problem, hence it is a great challenge to man in future decades to at least attempt to reduce the existing gap between "pure illiteracy" and "functional illiteracy". In the light of wide spread of ignorance in a world where communication means are ever expanding the struggle against illiteracy is both a national and international concern. Therefore, all modern devices and techniques should be applied to the task of combatting illiteracy. A documentation centre and a clearing house of information can help the diffusion of knowledge and experience throughout the world.

As a clearing house for information, the International Institute for Adult Literacy Methods has endeavoured to gather as much data as possible in its Documentation Centre, which, even though by no means perfect, is probably the richest one in the world in the domain of functional literacy and materials related to adult literacy. However, there are certain problems which should be solved in order to really establish information links amongst Member States of UNESCO:

1. The W.O.A.L.I.'s have not always sent us all the documents they hold, in spite of our continuous efforts to receive them as regularly as possible. This is partially due to the fact that UNESCO headquarters, Literacy Division, is another channel through which projects send their documents. This has caused confusion and irregularity in the

concentration of all documents pertaining to world
Experimental Literacy Projects in one centre. We
need to concentrate our resources to be more effec-
tive.

2. The documentation Unit of the I.I.A.I.M. has often
received the documents sporadically and occasionally,
but not necessarily geared to any specific research
plan. It is important that certain research teams
define what kind of documents they need for a cer-
tain topic of research, in order to signal us to
look for them. .uch an approach would lead to the
collection of the meaningful documents pertaining to
the various aspects and levels of literacy.

3. The I.I.A.L.M. has stimulated comparitive research
studies during the past two years in higher educational institutes and research centres, such as City
College of New York, University of Chicago, Universi-
ty of Indiana, Pitman Institute, World Education, and
so forth. In addition to the diffusion of knowledge
through our publications, we have also provided spe-
cific information requested by individuals and other
organizations. However, a more efficient world-wide
diffusion of knowledge and exchange of experiences in
this field is required. We need to be more mechanized
and perhaps computerized in order to produce the ef-
ficient service required of us. Nevertheless, I would
like to point out that the I.I.A.L.M. has always sup-
plied more information than has been demanded. There-
fore, it is equally important that the developing coun-
tries realize the need to communicate with us in order
to get the information they need; thus, avoiding wast-
age of their resources, time and energy. Research is
expensive, and the cheapest rate is to borrow the ex-
periences gained from other countries. Therefore, si-
multaneously with the growth of the Documentation
Centre of the I.I.A.L.M., the developing countries are
expected to demand more information from this Institu-
te. We want to help them help themselves.

4. My response to the question on the use of educational
technology needs to be supplemented by a note on the
Science of Information development. The traditional
concept of a stationary or immobile library does not
serve the purpose of adult literacy programmes. Either
mobile libraries are needed to provide the neo-liter-
ates with the new reading materials, or an internati-
onal documentation system equipped with modern infor-
mational devices is required.

An experience at the I.I.A.L.M. is worth mentioning
here. In the beginning of the establishment of the
Documentation Centre of this Institute, our library
was modelled after a College library. Books, perio-
dicals and documents were received, classified and dif-
fused through our publications. We have now found that

this system is inadequate for our purposes. We are
new concentrating, on the one hand, on the un-
published information usually provided in loose
leaf form, or mimeographed, hence leading towards
the preparation of primary materials for resear-
chers. On the other hand, we have converted our or-
dinary type of specialized library into a more dy-
namic, outward-looking information and documenta-
tion centre.

Finally, I would like to make a **personal proposal**
for which I assume full responsibility. I believe the
world needs an organization capable of mobilizing all
available financial and technical resources to combat
illiteracy. The present national and international ef-
forts are inadequate to eradicate illiteracy; the evi-
dence for this statement is the increasing number of
illiterates on the globe. The organization I propose
would be a specialized agency of the U..., designed to
supplement the national efforts, but not to supercede
them. Such an organization should not be only concer-
ned with documentation, as I.I..I.I. has been so far,
but it should also have technical and financial re-
sources at its disposal in order to despatch experts
or advisers to governments or, and offer financial as-
sistance to certain countries under special circum-
stances. This idea needs to be discussed and studied
further in the light of the objective realities at the
present time and in the future. The basis of this pro-
posal is the realization that the present levels of
international assistance are inadequate to maintain
the status quo and most certainly are unable to elimi-
nate illiteracy from the family of man.

Appendix

MEETING OF EXPERTS ON DOCUMENTATION AND INFORMATION
SERVICES FOR ADULT EDUCATION (UNESCO/IBE)

Geneva, 29 May to 1 June 1973
Abstract of the Final Report (AD/BIE/AE 3)

The purpose of the meeting was to discuss means
of improving international collaboration among
documentation centres serving adult education
and to set up mutual exchanges which might lead
to the formation of an international network of
documentation centres in the field of adult
education.

1. Information Exchange System

There exists already a wide range of agencies and institutions
concerned with documentation on adult education. If a net-
work of communication is to be built up between these centres,
the starting point must be to identify the components.
broadly, they fall into these categories:

- National centres for adult education with a strong
  programme in documentation. These form the essential
  base for any network, since they alone can provide
  a national commitment and professional leadership.

- Specialized centres, at a sub-national level, with a
  certain programme in documentation. Examples are
  university departments and training centres, where
  the emphasis on research or training is evident.
  Such centres should, in theory, form part of a national
  network and branch into the international one through.

- National centres for educational documentation, infor-
  mation and research, not specifically dealing with
  adult education. These are important particularly in
  developing countries, and can be included in the net-
  work to the extent that they can be interested in
  adult education, which is very often the case.

- Regional or international specialized centres for
  adult education as a whole or for some aspect of it.
  They form an important group. Some examples are the
  European Bureau of Adult Education (Amersfoort);
  European Centre for Leisure and Education (Prague);
  International Institute for Adult Literacy Methods
  (Teheran). There are also the centre in Syracuse and
  the newly created International Council on Adult
  Education.

- Regional or international agencies concerned with
  education as a whole but having also a commitment
  to adult education. UNESCO, with the IBE and four
  Regional Offices for Education (Bangkok, Beirut,
  Dakar, Santiago) makes one part of this group.

- Regional or international agencies, an important
  part of whose work is concerned with general or
  special aspects of adult education. The ILO, FAO
  and WHO programmes, including their regional of-
  fices, belong here and should be involved. Region-
  al and international bodies such as the Council
  of Europe, the Arab League Educational, Cultural
  and Scientific Organization, the Commonwealth
  Secretariat and so on, all have a part to play.

2. The Mechanism of Information Exchange. Thesauri

- There is a general recognition of the importance
  of setting up thesauri at national level and
  every encouragement should be given to such ef-
  forts since they prepare the way for computer-
  ization. These lists must be seen as dynamic,
  not static, with provision for regular updating
  to reflect evolution of concepts.

- In national thesauri, the interests and needs
  of adult educators should be taken into account.

- For international purposes, the UNESCO-IBE
  thesaurus could serve usefully as a basis for
  international exchange as well as a point of
  reference for national efforts. Consequently
  this list should be drawn to the attention of
  national authorities.

- However, steps are also needed to ensure that
  this international thesaurus fully reflects
  the concept of life-long education and the
  terminology developed in adult education.
  Hence it is recommended that a mechanism be
  set up by UNESCO-IBE, such as a panel procedure
  dure with correspondents, to carry out these
  functions:

  - o revision of the IBE thesaurus from the
    point of view of coverage of adult
    education;

  - o preparation of a specilized additional
    list of terms for this field, inclusive
    of terms reflecting multi-media approaches;

  - o advice on the preparation of concordances,
    i.e. bridges between national thesauri
    and the international list;

BEST COPY AVAILABLE

> o advice on the preparation of glossaries of
> terms with definitions, if possible multi-
> lingual, to facilitate communication among
> those concerned with adult education.

3. Selection and Processing of Materials

3.1. Purposes of the selection system

The need for such a system has been demonstrated by the
rapid growth in demand for information about adult educa-
tion, owing to the expansion of interest in adult education
and provision of adult education programmes in various
parts of the world.

It was judged that the users' field of interest would be
broad, and would cover both formal and non-formal education
for all persons regarded officially as adults, and would
include both content and methodology. Major reasons for
users' demands on the system would be to have information
relevant to:

- the formulation of policy;
- training of all types of adult education personnel,
  including teaching staff, administrators and workers
  in ancillary services such as libraries;
- research (in e.g. learning problems).

3.2. Types of document and information material

The process of selection must be undertaken bearing in
mind the different types of document and information materi-
al which exist in the field. The main types of documental
and other materials which are likely to be of interest
include:

- legal;
- statistical;
- other official documents such as national economic
  and social and educational plans;
- reports of inquiries, meetings, evaluations, etc.;
- research reports;
- idea documents (article, reviews, etc.);
- instructional materials (multi-media). (The Meeting
  recognized that these materials could rarely be used
  outside their place of origin without modification.)

3.3 Criteria for selection of information material to be abstracted and diffused

There will be a steady demand for information on some subjects such as:

- national adult education policy documents;
- legislation relating to adult education;
- organization and structure of adult education in each country.

Among items and questions which should be accorded priority in selection would be:

- records of the contribution of adult education programmes to social and economic development and to the solution of major human problems (e.g. rural and urban development);

- discussion of change and innovation in adult education. Some innovation would be the result of deliberate planning and research, but other important innovations to be noted would emanate from the work of practitioners out in the field;

- case studies of adult education projects which might serve as models, both nationally and in other countries;

- information relating to the education of disadvantaged groups, such as the illiterate;

- studies of research oriented to action or to policy change;

- multi-media instructional materials for adult educators.

Selected abstracts would need to be supplemented by an occasional survey monograph to inform recipients of the background against which selection has been made.

The main categories of abstract to be provided might be:

- bibliographic plus longer interpretative texts of say 600 to 1,000 words;

- bibliographic plus indexing (brief note on a card).

4. An Initial Programme

An attempt should be made to launch an abstracting service
on a cooperative basis. It will rely mainly on longer
abstracts but should also keep open the possibility of
shorter indicative material.

National and regional centres will select materials which
are judged to have an interest for adult educators in other
parts of the world and from them prepare abstracts in
their national language and, if possible one working language
of the United Nations. These should preferably be of the inter-
pretative type (i.e. between 600 and 1,000 words).

The abstracts with two copies of the original (document)
will be sent to the IBE (acting as a central clearing
house) for:

- monitoring and final selection;
- translation into one other working language of the
  United Nations;
- processing on a standard format;
- distribution (the assistance of UNESCO Headquarters,
  Regional Offices and other regional national centres
  will be sought).

As abstracts are provided, the contributing organization
would also include the indexing terms it feels pertinent.
Thereafter, the central clearing house can add indexing
terms as deemed appropriate. This will allow for the nation-
al and regional points of view to be included as well as the
international viewpoint represented by the central clearing
house.

The necessity for a consistent approach to the preparation of
abstracts by the participating centres indicated the neces-
sity for issuing some standard guidelines. The Meeting
commended the series issued by IBE in connexion with its
present abstracting work as a basis for further development.

The initial target, to be expanded as quickly
as possible, will be to provide an overall
service of between 100 and 150 interpretative
abstracts per year plus a substantially larger
number of shorter items.

Summarizing Lecture

3.4. IMPLICATION OF THE EXPERIENCES GAINED FROM PILOT PROJECTS FOR
LARGE SCALE PROGRAMMES OF ADULT LITERACY IN THE CONTEXT OF
ADULT EDUCATION

John C. Cairns (UNESCO)

> This final lecture summarizes the experiences of the
> Experimental World Literacy Programme and outlines the
> trends of literacy work in the following years.

My remarks today will deal with the experiences gained from
pilot projects and their implications for large-scale programmes
of adult literacy in the context of adult education. I appreci-
ate this opportunity to summarize our thinking on this matter
and to share with you some of my own ideas.

Before entering into substantive issues, I should point out
that the global evaluation of the Experimental World Literacy
Programme is now being carried out, and I cannot prejudge its
conclusions.

In discussing the experiences gained from the functional
literacy projects, I would first refer to the Teheran Conference
of 1965. This you will recall was at the mid point of the first
development decade. By that date, a majority of the countries
of the third world had attained independence. Various attempts
had been made at national literacy programmes, and much pressure
had developed for the reduction, if not eradication, of illit-
eracy. One reason for this was that the newly independent
countries found themselves face to face with difficult problems
of manpower and development, and there was a growing realization
of the need for an educated populace if the goals of a meaning-
ful independence were to be achieved.

The mass literacy programmes however, which had been attempted,
had led to considerable disillusion. For many reasons, the

majority had been failures; little permanent impact could be
noted, there had been investments of energy and resources with
limited return, and the world was ready for a new approach to
literacy. The concept of functional literacy was formulated
within this context. Between the Teheran Conference and the
present, approximately a dozen large-scale functional literacy
projects have been implemented; in addition some 40 or 50
smaller activities have been assisted by international organi-
zations. In this process, valuable experience has been gained.
The projects have brought together the UNDP, UNESCO, FAO, ILO,
WHO and certain other international agencies, together with a
number of bilateral donors and foundations. These have been
involved in continual professional interaction with the devel-
oping countries concerned. This in itself was valuable, in that
it created a de facto network of governments and organizations
which were concerned with a serious approach to the problems
of illiteracy.

We have now reached the stage when the major projects have
either finished or will shortly finish. What were the experiences
gained?

First, the difficulties. In the early stages of programme
implementation, there was a lack of understanding as to what
functional literacy really was. There were concepts and theories,
but what would these mean when applied in practical working
situations in developing countries? This uncertainty and
ambiguity explained many of the delays and frustrations in the
early years of the programme. To a certain extent these were
overcome by trial and error, and by pragmatic approaches in
which the theory was related to specific working situations
within individual societies.

Secondly, organizational problems were hard to resolve.
Functional literacy by definition is multi-disciplinary and
requires close coordination of people with different skills.
Normally such personnel are attached to different ministries

or organizations. They work under vertical lines of authority. Functional literacy requires interdisciplinary and horizontal structures. No universally applicable solution emerged on this issue; what did happen was that ad hoc answers of one sort or another were found in most projects.

At another level, organizational and administrative problems related to printing facilities, production of educational materials, distribution, transport, etc., created continuing practical difficulties in many projects.

The relative novelty of functional literacy also caused staffing difficulties. At the level of the UN system, recruitment of qualified experts with relevant practical experience was not easy. The experts themselves frequently required one or more years to determine what was possible and practicable in field situations. At the level of national counterparts, similar problems arose. The projects seldom fitted easily into the existing administrative structures of governments. Personnel transferred to projects faced doubts about their long-term career futures. The implications are obvious.

Effective training for functional literacy also proved harder to arrange than anticipated. University or institutionalized academic courses were seldom of direct relevance; it was only in the later years of the programme that the valuable field-oriented operational seminars were developed.

Finally, evaluation, which had been considered an integral part of the experimental programme, was itself an innovative and complex procedure; the conceptualization and implementation at field level of the evaluation process itself was at least as difficult as any other part of the programme. In most projects, the field situation was far removed from the ideal laboratory setting which the social scientist might prefer; in many cases, regardless of what had been hoped for in terms of rigorous and largely quantitative evaluation, a fairly pragmatic approach

ultimately emerged. This in the circumstances was perhaps
inevitable.

Let me now mention a few of the many positive achievements of
the programme. We can say that the functional approach itself
is now generally accepted. There is reasonable understanding of
what functional literacy means; a general consensus that it is
superior to traditional literacy from most points of view. It
is agreed that functional literacy can be related to and inter-
woven with development projects, and that within the programmes
themselves it is possible to integrate the linguistic and
technical components in an educationally effective manner. This
type of programme development has important implications.

Secondly, the operational field seminars, which have been
widely tested and continually improved, are a type of practical
on-the-spot training which is significant for other areas of
education; here I am thinking specifically of teacher training
colleges.

Thirdly, the emphasis on surveys and the accumulation of data
as the prerequisite for the development of differentiated problem-
oriented programmes, is of relevance to formal education at all
levels, and educators concerned with the renovation of formal
schooling could benefit greatly by studying the experiences of
the functional literacy projects in this regard.

What was learned about the evaluation process itself was
significant. It is likely that in coming years more and more
emphasis will be placed on educational evaluation. This is all
to the good, provided such evaluation is not too narrowly con-
ceived, and provided that evaluation is not allowed to dominate
the creative educational process itself. In this area, the ex-
perimental literacy projects have much to offer.

Finally, I should emphasize the experiences gained in the use
of various types of personnel as instructors. At present, many
educators are critical of the perpetuation of the monopoly of

the trained teacher as the main or only instructor in the formal
school system. There is a need for people from business, from
industry, for skilled craftsmen and others to work in education
in various ways, and there is a great need to increase the inter-
relationship between education and employment. In the experiment:
projects, the close interaction between learning and work, betwee
education and economic goals, the use of many types of personnel
for instructional purposes - all this was noteworthy and of
significance for formal schooling.

The above represents only a few of the accomplishments of the
programme in the years since the Teheran Conference. Many of the:
have been discussed during this meeting. I have already mentioned
the general acceptance of the functional approach. Here we shoul
be realistic. It may be that the rigorous and highly scientific
approach to functionality found in the Iranian project may not
be practicable for certain other countries. This is not neces-
sarily bad. There is a danger however that functionalism, accept
ed in theory, might be progressively watered down and diminished
in practice, with a final product not very different from tradi-
tional literacy. This danger will be especially evident when the
functional concept is applied on a mass basis. Functional litera
is specific, problem-oriented, differentiated, situation-based -
how is it to be married to mass programmes? In any consideration
of this, the experiences of large-scale programmes throughout th
world since the early 1950s should be closely studied, as should
the knowledge gained in functional literacy since Teheran. We
might agree that functional literacy as an educational process
is an apparent answer to certain important needs; the large-scal
generalization of functional literacy however raises professiona
and organizational problems which are far from solved. In partic
ular, it will be difficult to retain the specificity of function
literacy at national level, although this might be possible if
expansion is carried out step by step through the economic secto
These issues have been discussed extensively in working groups.
It is salutory, in this matter, to look at historical experience

What type of large-scale programmes have actually succeeded?
In the USSR successful attempts to eliminate illiteracy lasted
approximately 20 years. In Cuba illiteracy was sharply reduced
in a two-year period from 1959-61. In China there appears to
have been a successful programme, of which we have limited
information, carried out with effective government organization
and mobilization of public opinion, institutions and resources
over a period of about 20 years. In Maharashtra State, India,
there has been a relatively successful semi-functional programme
during the past decade. In Brazil the MOBRAL programme since
1971 has been noteworthy for its efficient administration,
organization and delivery system. Finally in Tanzania we see a
rapid development towards a national adult literacy programme,
marked by careful preparation, planning and organization.

One thing is noteworthy about all these programmes: none of
them utilized a sophisticated or especially innovative method-
ology. Instead, there was a concentration of efforts on the
mobilization of people, of resources, of institutions, in terms
of government policies and priorities, often but not always in
a period of political change and development. We should note
therefore that although functional literacy has achieved important
successes in methodology, the mass programmes which have been
successful appear to have concentrated on mobilization and
organization in a broad sense. If we examine the mass programmes
which have failed in the past, we will also find that whatever
their deficiencies in methodology and professional content, they
were also weak in the area of organization and administration.

In view of the above, let us set out some of the prerequisites
for expansion into large-scale programmes. Most important is
policy. I believe societies which wish the large-scale expansion
of literacy must, as a pre-requisite, have clear policies for
literacy. These policies must be within their overall educational
framework and in terms of their developmental needs and prior-
ities. This is essential. Without clear policies, how can real-
istic long-term programmes be conceived? Literacy policies
however must take many things into account; certainly there is
no universal answer. First, one must consider the percentage of

illiteracy itself. In Cuba, on initiation of the mass campaign, the percentage of adult illiteracy was about 35 per cent; in Africa today the percentage of adult male illiteracy is 63.4 per cent, and adult female illiteracy 85.7 per cent. The nature of the problem is quite different in African countries than in Cuba; any policies formulated must consider this. Similarly, they must consider the relative distribution of population between rural and urban areas; and also the type of distribution, i.e., large or small villages? Or in scattered farms without much concentration in village units, as is the case in Uganda. The organizational and administrative problems faced in such cases will determine many aspects of literacy policy. Equally important is the role of women within the society. Is it practicable in certain societies to carry out large-scale educational activities with women? Is this true in the rural areas. where needs are greatest? If not, what action is possible? Literacy policy must also consider manpower needs, including of course the rate of urbanization and industrialization and various developmental priorities. Even within mass programmes, such factors will influence not only motivation and programme content; they will also determine the priority areas to which attention is first given.

For large-scale programme expansion, the second prerequisite is mobilization of resources. This can best be done within a certain social and political atmosphere. There must be a commitment at the policy level, at the administrative level and by the people themselves, including of course the illiterates.

A third requirement is planning. In many cases planning, especially for the training of high-level personnel, is too late. Literacy programmes are frequently characterized by inadequacies and ad hoc solutions; by their nature, they require detailed advance planning and organization. The planning, much of the training, the establishment of committees, the mobilization of resources, the setting up of coordination machinery, these must be done in advance, not in the middle of the programme.

For the above, it is essential that there be an effective adult
education infrastructure in the country; one might say that the
likelihood of success for a large-scale literacy programme is
closely related to the existence or non-existence of adequate
infrastructures at all levels. This infrastructure will help
solve problems of coordination, but it is unlikely to solve
them completely. Machinery for interministerial coordination
must be created. It will depend on existing relationships between
ministries, on the relative centralization or decentralization
of administrative tradition within a society, and on other
specific factors. Coordination will normally involve non-govern-
mental organizations as well. Here I am thinking of trade unions,
co-operatives, industry, women's organizations and youth clubs,
among others. The need is not for formalistic coordination at
the national level, but for working coordination at the middle
level and in the villages. In the field situation, the concept
of horizontal integration must be established so that represen-
tatives of different ministries work together as a team.

As to personnel, it is clear that literacy programmes require
large numbers of personnel of many types, with a number of skills.
They work at various levels, some full time, some part time,
some paid, some perhaps unpaid. One is often asked whether
literacy programmes can or should be based on voluntary workers.
It seems to me the question should be asked in another way:
Is there a political and social atmosphere in the society which
makes it possible and practical to utilize either voluntary
workers or nominally paid workers successfully? If so, this of
course is an answer to certain staffing aspects. If not, I am
doubtful whether there is a real saving in terms of money or
resources by attempts to use volunteers in a large way.

Now, finance. If we regard adult illiteracy as a major problem
within a society, then major efforts must be made to solve it.
Major resources must be allocated. There is no other solution.
To the extent that volunteer effort can be mobilized and to the
extent that there is a favourable political and social atmosphere

in the society, financial outlay may be reduced. But even then
it will be considerable, because much of the programme has to
be financed. The budget for literacy and supporting activities
is in a real sense a measure of a government's determination to
eliminate illiteracy.

Let me now mention certain more intellectual issues. In any
large-scale literacy expansion one faces continuing professional
problems. New programmes will be required; almost certainly the
existing programmes will need continued revision. Surveys and
data will be needed. Experimentation, feedback, possibilities
for programme modification must be built into the system. If
we feel these things are unnecessary, I am afraid we will make
serious mistakes and waste a great deal of our resources. Part
of the intellectual work will lie in evaluation. How scientific
that should be or how quantitative it can be, may be a matter
for discussion. But within the system there must be opportunity
for reasonably objective assessment of programme methodology
and impact. However this is conceived, it has an important
psychological aspect. The persons responsible must be self-
critical, ready to face the fact that much of what they are
doing may be proved educationally ineffective. They must be
ready to modify their programmes accordingly. This requires
great honesty and professional integrity. Furthermore, the
high-level professional aspects of the programme require spe-
cialized personnel. Although at the field level the methodology
may not be as sophisticated as one might wish, there must be a
serious professional and critical element at the conceptual
level of the programme. Otherwise, the field level may never be
improved.

This, in many countries, involves the co-operation of universities
and institutes of adult education.

A few words about strategies of expansion. I consider it best
to work from a limited base of four or five functional programmes
to start with. From this narrow base, it should be possible at
a second stage to expand, and to develop the continuing functional

reading material for the learner, who will now have achieved
literacy. The complex problems involved in integrating the
literacy and technical components are most difficult in the
first stage of the programme. I suggest accordingly that
instead of producing 20 or 30 extremely complex first stage
programmes, with all the difficulties which this implies, we
aim at a small preliminary number of programmes, and broaden
out later. At the second stage the linguistic requirements are
of less importance; it is easier to produce the material widely
and relatively rapidly after the functional literate has already
learned to read. This approach could be considered by many
developing countries, where high-level professional personnel
for curricula development are often limited. It is true that
in the first stage there will be a certain loss of functionality,
since the limited number of programmes may not be directly
relevant to the specific needs of all the learning groups, but
the overall gains in my opinion justify this.

Functional literacy has usually been considered in relation to
development, with programmes centred on priority developing
areas in the country. Here the motivation should be good, and
the need is greatest. As the programme expands, we may concen-
trate on occupational groups within the economic sector, using
existing or modified programmes. The other approach is the
geographical, to expand district by district. Whichever approach
is used should still give priority to areas where motivation is
best and where people are demanding literacy. This will likely
be in areas associated with development, where modernization
factors are at work.

In any mass programme one faces the problem of quality. It is
often easy to maintain quality in a small programme; in a mass
programme everything changes. One meets the gulf between the
high conceptual level at programme headquarters, and what is
really happening in the field. This raises many questions.
First, one may ask, what is the value of intricate methodology,
when in the actual field situation we find its application is

at best limited? There are various partial solutions, especial-
ly through well-planned media support. I should also mention
the principle that, especially in a mass programme, the poorer
the instructor the better the materials must be. The object is
to prepare the instructor's books and the learning materials
so as to maximise the role of the materials and minimise the
role of the instructor. Educationally, I do not like to suggest
this; in practice, it is frequently necessary when relatively
untrained instructors are all that are available.

In large-scale programme expansion in fact the problem of
instructors becomes crucial. One must find many types of in-
structors in addition to primary school teachers. In most cases
this is extremely difficult, and it must be considered in the
early planning stages. Instructors require not only training
but, more important, continuing support and in-service training.
The purpose of the in-service training should not be to teach
the instructor but to solve his problems, of which he will have
become aware through his previous experiences. In terms of
supportive services, we need far more use of mass media, espe-
cially radio, and simple professional newsletters. My main
point is that the problem of quality becomes serious as one
moves from a limited to a large-scale operation, and in practice
it requires great efforts to resolve.

Finally, a word on the retention of literacy and functional
skills. In many countries, there is insufficient emphasis on
this issue. It involves, as an absolute minimum, the develop-
ment of a rural press, of mobile libraries and village libraries
the use of expanded radio series for adult education, the
creation and/or expansion of a publication system and associated
distribution and credit services, and, in addition to all this,
facilities for continuing adult education at the village level.
Even in countries seriously concerned with the problem of il-
literacy, too little thought has been given to these aspects,
which should be part of a continuing process. Yet unless more
is done in this area, there will be large-scale regression into

illiteracy, and much of the preliminary effort will be wasted.
The problem of literacy retention is also related to moderniza-
tion and to the development at the village level of such things
as co-operatives, schools, market-access roads, to mention only
a few. For] teracy to be meaningful, the machinery of change
and development must be moving into the area, and must be part
of the overall environment in which the learner lives.

Mr. Chairman, I come to my last point. One might say "But these
problems are very difficult!" Of course, they are. Until recent-
ly, the full complexity of illiteracy was seldom appreciated.
Now it is clear that illiteracy is part of a group of inter-
related problems of poverty and underdevelopment to which there
is no simple answer. But answers I am sure will be found, and
the effectiveness of these answers will partly depend on the
extent to which we can learn from the experiences - both
successful and unsuccessful - of the functional literacy pilot
projects which have been implemented in recent years.

4. WORKING PAPERS

The three working papers deal with the three main problem clusters of the Symposium:

- Functional literacy in the context of life-long education

- Methods of functional literacy

- Planning, organizing and administrating functional literacy.

The papers served as background information for the discussions of the plenum and the three working groups.

BEST COPY AVAILABLE

4.1. FUNCTIONAL LITERACY IN THE CONTEXT OF LIFE-LONG EDUCATION

Margo Viscusi

Recent years have seen growing interest in the concept of "life-long" education. This paper attempts to suggest the place functional literacy programmes for adults might occupy in a restructuring of education based on the principle that people at all ages are potential learners.

1. W h y   L i f e - l o n g   E d u c a t i o n ?

In previous centuries education had one main function: to transmit knowledge and culture from one generation to the next. It was a force for social and cultural stability.

Our formal educational systems will retain many structures and methods from the past. But now education must fulfil a different function. Today a useful education is one that helps people come to terms with change and with responsibility

Some of the reasons for the new demands being made on education are:

The rapid evolution of knowledge and technology. Many techniques and inventions that seem revolutionary today will be obsolete tomorrow.

Increased participation in political and social development. Recently millions of men and women have gained the right to vote. Over one third of the United Nations' member states became independent within the last twelve years. To their citizens, nation-building is a new responsibility.

Demographic change. The population explosion is increasing the proportion of young people: the young are becoming a potent force in society. At the same time, people are living longer. An education ending at 12, 16, or 20 cannot

prepare for a life stretching to age 60 or 70.

Spread of mass media. People are less and less confined by neighbourhood or village, tribe or social class. Increasingly, they are in touch with the entire world through mass media. These media can build awareness and awaken aspirations at all ages. They can also be effective tools for persuading and manipulating those not trained to evaluate messages and exhortations.

How can education take into account these and other present-day realities?

It must, of course, pass on the wisdom of the past, each man's cultural heritage. But it can also increase awareness of the cultural riches of other groups.

Education must continue to transmit specific knowledge and skills. But it must also instill an understanding that acquiring knowledge and skills is a life-long process. It can initiate learners into methods and means required, and the opportunities available, for continual re-education.

Above all, education must prepare people psychologically and intellectually to confront change. To do so implies the ability to perceive, weigh, and choose between alternative actions. Choice, in turn, requires a sense of direction - ultimately, of values. Education must make clear that values do not come from higher authorities alone but must continuously be elaborated by the individual himself. It must help the learner discover his own importance as an individual and his responsibility to others.

Paul Lengrand comments on the meaning of life-long education:

"The notion that a man can accomplish his life span with a
given set of intellectual or technical luggage is fast
disappearing. Under pressure from internal needs and as
an answer to external demands, education is in the process

of reaching its true significance, which is not
the acquisition of a hoard of knowledge but the ·
development of being, of a being attaining in-
creasing self-realization as the result of
successive experiences."[1]

Thus, life-long education implies, not only that
people will need learning experiences at various points
throughout their lives, but also that many of these
experiences, to be useful, will differ greatly from
education as we have long known it within formal
institutions and systems.

2. Continuing Need for Adult Literacy Education

In any definition of education, the ability to read,
write, and calculate, or literacy, is considered a basic
learning tool. At present, as UNESCO statistics indicate,
about 34.2 per cent of the world's population, or about
783 million people, totally lack this tool.

Adult illiteracy is widely viewed as a temporary problem.
which will disappear with short-term adult literacy edu-
cation and, above all, with the spread of primary school
education. The available evidence, however, indicates that
literacy learning for adults will always have a place in
life-long education.

2.1 Changing definitions of literacy

When is an adult literate? Educators now tend to answer
in terms of what a person can do with his literacy, what
"functions" it allows him to perform. An adult is "function-
ally" literate if he can meet the demands for literacy
skills his society makes on him (assuming his society
makes some such demands).

Functional literacy differs greatly according to how
one lives and where. The level of literacy a farmer in

---

[1] Paul Lengrand, An Introduction to Life-long Education,
UNESCO, 1970, p. 44

India needs for everyday life will be lower than that a
Bombay resident requires to work in a factory and conduct
everyday business. At the far end of the scale, Carlo M.
Cipolla states, "In an advanced industrial society a person
with less than ten or twelve years of schooling is function-
ally illiterate".[2]

Just as important, <u>the same person can require different
levels of literacy within a single lifetime.</u> Primary school
may adequately prepare a man for village life. But if he
moves to the city, has to complete documents and forms,
seeks work in industry, he may find he is functionally il-
literate.

As standards go up, skills often decline. Many primary
school leavers or adult literacy class graduates have lost
whatever skills they had; they have reverted to functional
illiteracy. Retention of literacy skills seems to depend on
many complex factors. All, however, contribute to one result:
practice.

Statistics on illiteracy do not reflect the evolution in
demands, and in preparedness to meet demands, described above.
As now expressed, these statistics seem to define a target
for "eliminating" adult illiteracy by making short-term
educational programmes available to a given group. In fact,
the problem is much larger (in terms of numbers of people),
and infinitely more complex than the statistics indicate.

2.2 Literacy and the primary school

Most countries regard primary education as the long-term
solution to illiteracy. This confidence is misplaced because
(a) in many less developed countries, it will be decades before
all children enter and complete primary education;[3]

---

[2] Carlo M. Cipolla, Literacy and Development in the West, Penguin
Books, 1969, p. 104
[3] The definition of primary schooling varies from three to eight
years. In some countries schooling is not compulsory, in others

and (b) even where primary education has long been
available and compulsory, functional illiteracy remains
a problem.

According to U.N. population projections, between 1965
and 2000 the number of children in the world aged 0 - 4
will have increased by 65 per cent (an additional
290 million), and the population aged 5 - 14 will have
grown by 30 per cent (an additional 620 million).

Population is growing fastest where the percentage of
school-age children now enrolled in school is lowest. Of
the additional 620 million children aged 5 - 14 expected
by 2000, over 570 million will live in the less developed
countries. By then, the number of children in this age
group will have doubled in three countries.

In Africa, according to latest figures (1968), 40 per
cent of primary-school-age children are now enrolled in
school. If the U.N. projections are correct, Africa will
have to double primary school capacity and enrolment by
2000 to maintain this percentage.

Children who never attend primary school reach adult-
hood as illiterates. In addition, many enrolled in primary
school never become literate because of school wastage
(drop-out and repeating).[4]

---

it is for several years, in still others children
must attend school until age 15 or 16. Estimates of
schooling required to ensure permanent functional
literacy range from four years to the ten or twelve
cited by Cipolla.

[4] In India, for example, only 16 per cent of the children
who entered grade 1 in 1963 completed grade V in 1967
(and only 47 per cent ever completed the five-year
cycle even with repetition). Wastage is most common
in rural areas, where chances to acquire and use
literacy skills outside school are rarest.

Even when capacity and attendance are not problematical the primary school does not always ensure permanent <u>function-al</u> literacy. In the United States, census figures show a scant 1 per cent of the adult population (14 and over) as illiterate. Yet a 1970 poll indicated that about 18.5 million Americans aged 16 and over cannot complete standard forms required to obtain several vital social services. Similar findings are available from Great Britain and Italy.

Adult illiteracy is not a disease we can eliminate permanently with one injection of vaccine, in primary school or adult literacy classes. Instead, it calls for repeated therapy.

3. New Concepts of Adult Literacy

Literacy is an emotive subject.

The politician views a low literacy rate as a matter of national shame. He favours legislation against illiteracy, and speaks of "eliminating" this blight.

The humanist cannot conceive of what it is to be illiterate. For him, literacy is a prerequisite for cultural development.

Recently, economists and national planners have anxiously evoked the proposition that illiteracy may contribute to under-development. Countries with high gross national products have high literacy rates, and those with the lowest GNP's suffer from widespread illiteracy. From this, one might conclude that making large numbers of adults literate can raise the standard of living.[5]

---

[5] Historical analysis supports this view to some extent. Discussing the spread of industrialization in 19th century Europe, Cipolla writes:
"The more literate countries were the first to import the Industrial Revolution. Literacy favoured industrialization in more than one way; it avoided shortages of literate workers in those fields in which such workers were specifically

It remains for those actually studying the effects of
literacy, both on human beings and on the social and
economic context in which they live, to try to indicate
objectively what literacy means to the individual and
to the nation. In recent years, work done in the experi-
mental work-oriented literacy projects supported by
UNESCO and the United Nations Development Fund, and in
other innovative literacy programmes, has contributed to
a more refined description of adult literacy. This des-
cription begins with an analysis of why so many efforts
to spread adult literacy have failed.

3.1 Failure of previous efforts

In many countries with widespread adult illiteracy,
the educated classes have declared campaigns to make
adults literate. In the cities, such campaigns have met
with some success. But in rural areas, they have often
failed, especially if use and retention of literacy
skills are the criteria of success.

The illiterate adult, infected by the zeal of organ-
izers and teachers, starts out with high hopes. But soon
he realizes that the education being proposed is difficult,
and takes an extraordinary long time to acquire, and that
it is of no use in his daily life.[6] In short, he realizes
he is being asked to acquire complicated skills not to
enrich his own life but to suit someone else's concep-
tions of what he should be.

---

required and on a more general ground it made people more
adaptable to new circumstances and receptive to new ideas.
This was especially important at a time when production
processes were rapidly changing with the introduction of
new machinery." (Op. cit., pp. 87-88)
There is, however, no evidence that literacy in itself
stimulates national development. In some countries, each
year's school graduates increase the ranks of the educated
unemployed. Moreover, a country's standard of living depends
on how income is distributed as well as on how much is
generated.

[6] See Charles Maguerez, La Promotion Technique du Travailleur
Analphabète, Paris: Editions Eyrolles, 1966, pp. 25 - 27

BEST COPY AVAILABLE

In some cases, spurred by shame or ambition, the adult
may continue his efforts and even gain a certificate. But
literacy probably will never become an integral part of his
life.

Those who forget the illiterate in their haste to eliminate
illiteracy ignore the voluntary nature of all adult education:

> "Except in very particular circumstances, no outside
> authority attempts to compel (the adult) to study, to
> improve his mental equipment, to become a better citizen
> or a more knowledgeable and understanding head of family.
> For as long as he has not grasped that a specific benefit
> awaits him if he makes a particular effort in the pro-
> fessional, civic or cultural field, he will keep out.
> And when he has gone in, it is always open to him to
> withdraw." [7]

3.2 From illiterate to literate

In fact, the illiterate is not so helpless as it seems. He
can still enjoy certain traditional arts almost lost in high-
ly literate societies: storytelling, recitation, prolonged
conversation. In most countries, illiterates can and do vote.
Radio, television, films, filmstrips, even puppet shows
spread information and entertainment independent of the printed
word. A man unable to write a letter can perfectly well
speak on the telephone.

Still, research into the behaviour and mental processes of
literates and illiterates indicates that, in some situations,
illiteracy can be a serious handicap. In this analysis,
literacy is not viewed as the mechanical skill of reading
(decoding) and writing (reproducing letters) alone. Rather,
it is seen as a distinct stage of consciousness and of
mental agility.

Marguerez states, "Not knowing how to read or write is
only one of the traits of 'illiterate' adults in the less
developed countries: it is only the most evident one." [8]

7/ Paul Lengrand, op. cit., p. 49
8/ Charles Marguerez, op. cit., pp. 27 - 28

Among other traits he and other experts concerned with
technological progress cite in the illiterate adult are:
inability to interpret drawings, photographs, maps, etc.
as representations of the real world; ignorance of the
reasons for simple phenomena (natural, like weather, or
man-created, like harnassed electrical power); lack of
a standardized notion of time (and therefore, in a work
situation, of productivity); inability to apply exact
measurements; inability to comprehend the need for
precision.

In general, Maruerez and others find, the illiterate
cannot abstract from reality. His perception of the
world is limited to empeical knowledge. This character-
istic varies according to the person's exposure to modern
science and technology. It has no relation to his basic
intelligence.

Others comparing literates and illiterates find the
latter more apt to see the world as static, less ready
to consider discarding old explanations and techniques for
new ones. In terms of political development, this charac-
teristic makes possible the "culture of silence" analyzed
by Paulo Freire - a society in which the illiterate remains
self-deprecating, easily oppressed, fatalistic, without
hope for the future.

Today many national leaders see the need to rapidly
mobilize large masses of adult illiterates for various
kinds of development, such as improved productivity and use of
resources, better health and nutrition, population control,
civic participation.

But exhorting people to think and act in certain ways,
they find, is not enough. People will not change habits
of thought and action unless the see the need for, and the
benefits derivable from change.[2]

2/ Understanding does not always ensure action, as shown
    by all the highly educated people who know smoking is

Further, they are most likely to replace traditional patterns
of thought and behaviour with a new order if they themselves
have participated in designing this new order.

Both in considering and understanding the effects of changed
behaviour, and in participating in decisions about change,
literacy may be an indispensable tool as well as a propelling
force. But in this analysis, literacy is defined as follows:

> "The changeover from the illiterate to the literate state
> is not a mere evolution, an enrichment of the intellect.
> It is a radical mutation. The process implies not merely
> access to a higher level of knowledge but also a general
> restructuring of knowledge previously acquired, of modes
> of apprehension of the outside world, of forms of
> elaborating ideas and, in a word, behaviour as a whole.
> For many former illiterates, having learned to read
> and write has been a rediscovery of the world, a rebirth."[10]

3.3 Functional literacy

From this analysis of previous failures and of the process
of moving from illiteracy to literacy, a new approach to adult
literacy education, functional literacy, has developed.

According to this approach, the ideal adult literacy learner
is the man (or woman) whose lack of certain knowledge and
skills keep him from advancing in one or more areas, e.g.,
economic, vocational, social, political. The learning programme
provides the specific practical and theoretical training
needed to overcome this block. The learner himself helps
design the learning programme by identifying and imposing his
needs. Whatever he acquires from the programme he can immediate-
ly use, thus reinforcing both skill (through practice) and
motivation (through gratification).

For example, a farmer wants to increase his productivity.
He thinks better quality seeds, fertilizer, insecticides,
irrigation can help him do so. But he does not know how to use
these. The learning programme lets him discover when and how

harmful, understand why, and continue to smoke. But under-
standing is an essential step.

[10] Practical Guide to Functional Literacy, Paris: UNESCO, 1973,
p. 30

to plant, prepare and apply fertilizer and insecticide,
and carry out other important operations. In this process
he learns the general principles underlying modern agri-
cultural practice. He also learns to measure, compute,
keep records, read instructions as necessary. He may
decide that other learning programmes (for example,
about marketing, cooperative development, use of farm
machinery) would be helpful.

The term "functional literacy" is widely used; some
variations in programmes called by this name are described
in the other working documents. Here it is important to
stress one major and invariable characteristic with
relevance for life-long education.

By definition, functional literacy prepares people for
progress. It has no meaning except insofar as it meets
existing expectations and raises new ones. Therefore, it
is useful in a milieu that is socially and economically,
and perhaps politically, dynamic. It is especially indicated
in large-scale development programmes that create a real
and obvious demand for a modern outlook and new skills,
and that can promise meaningful advancement for all able
participants.

By definition, functional literacy is useless, and might
even be harmful, applied in isolation, in a static environ-
ment. It does little good for a farmer to want to improve
productivity and to learn the required techniques, if the
necessary materials and structures - seeds, fertilizer,
insecticides, farm machinery, rural development programmes,
agricultural extension services, marketing organizations -
are lacking. Similarly, preparing an adult to think
critically and to assume civic responsibility makes no
sense if his voice will not be taken into account.

"Functional Literacy" and Life-long Education - Some Policy Considerations

Where adult illiteracy is widespread, neither primary education no short-term adult literacy campaigns will eliminate this problem. In industrialized and industrializing nations, demands for literacy skills will continually evolve: to cope with new demands, many adults once considered literate will need further training. For these reasons, adult literacy education - initial, remedial, or supplemental - must be part of any scheme of life-long education.

At the same time, the concept of functional literacy revolutionizes thinking about literacy for adults as well as adult education in general. In theory at least, functional literacy is the prototype for all kinds of life-long education - personalized education, provided as needed at any age, designed with the learner's participation, and aimed as equipping him to confroi . . . . . . shape his environment.

There is, however a danger inherent in the very "functionality" of functional literacy.

When resou. . . . . .able for education are insufficient (practically always), it is logical to concentrate adult education where it can be most profitably used.

But acquiring literacy is a basic, a unique learning experience. The illiterate ignorant of what literacy means has as much right to literacy education as the illiterate for whom literacy will provide immediate and recognizable rewards. Should literacy programmes be offered only those adults fortunate enough to stand at the threshold of social and economic development?

A fundamental conflict between two viewpoints is evident here.

On one side stand those who see education for the illiterate and semi-literate as an investment (like capital, machinery, higher level vocational training) with measureable returns in terms of economic (and perhaps social) development. A good case is the training of illiterate workers to meet manpower needs for specific development projects (for example, the training programs provided by the Italian engineering enterprise IMPRESIT in connection with construction of the Kariba Dam in Zambia).[11] Unfortunately, such clearcut opportunities to meet manpower needs through functional literacy involve only a small part of the population.

On the other side stand those who, above all, feel an obligation to introduce as many adults as possible into a literate culture. They recognize the wastage experienced by indiscriminate literacy campaigns in the past. They realize that an adult must see the need for literacy if he is to make the effort to become literate, and must use literacy skills to retain them. They know that allocating education budgets means setting priorities. They believe that adult literacy bears some relationship to social and economic development. But they refuse to value adult literacy education in terms of economic returns alone.

5. Creating a Literate Environment

These two viewpoints pose a difficult dilemma. But there is a way out. It consists in viewing promotion of adult literacy in a wider context than simply the provision, to one group to another and at one point or another, of literacy education.

It is important to identify ideal settings for functional literacy programmes, and to establish the structures required to design and carry out such programmes.

11/ Commenting on such educational programmes, this enterprise states: "...it is always more economic to train local

But at the same time, that part of life-long education
affecting adult illiterates and neo-literates must aim at
creating what has been called a "literate environment".
Creating a literate environment implies breaking down
barriers between literate and illiterate, schooled and
unschooled. It calls for emphasizing discussion and artic-
ulation of everyday problems, and a realistic appraisal of
the value learning in solving these problems. Acquisition
of literacy is viewed as one step, though a crucial one,
in a continuing process of becoming aware of oneself and
one's surroundings. In a literate environment adults see
practical evidence of the usefulness of literacy, and they
have access to opportunities to acquire, and then practice
and benefit from, literacy skills.

5.1 Pre-literacy programmes

Pre-literacy learning can prepare the adult for the
effort of acquiring literacy by (a) helping him articulate
his learning needs and assess what literacy might mean
for him, and (b) demonstrating the practical value of
literacy skills.

Assessing the meaning of literacy. Few illiterates
live in a truly pre-literate society. Most are painfully
aware that adults with school certificates generally have
more status and may have better jobs than they have.

To motivate illiterate adults, organizers and teachers
often state that literacy guarantees social and economic
advancement. They also imply that becoming literate is
fairly easy, and that to remain illiterate brings shame on
the adult and his community.

---

workers than to recruit European technicians and, in this
sense, literacy activities represent a profit rather than
a loss." (From a document prepared by IMPRESIT for a
European Round Table on "Integration of Literacy Programmes
in Economic Development Projects: the Contribution of
Italian firms" held in Turin in April, 1970.)

This "publicity" colours the illiterate's attitude toward learning. He is cruelly unprepared for the effort involved in mastering literacy skills. If he succeeds, he may discover literacy really doesn't improve his everyday life. He may even feel compelled to abandon his milieu in search of "proper" work (thus joining the uprooted unemployed). If he fails, this only confirms his poor opinion of himself and other illiterates.

For a true reform of education, everyone - from educational planners to peasants - must reconsider the need for and value of all forms of learning.

The illiterate must recognize that he is not ignorant: he possesses a culture and a great deal of practical knowledge. But he must be helped to break loose from lethargy, learn to articulate his thoughts, dare to formulate realizable aspirations. Above all, he must come to see how acquiring certain knowledge and skills might help him solve practical problems he faces every day.

This process of reassessing the value of learning can go on in many settings - for example, in village discussion groups, in listening clubs formed round radio and television broadcasts, in civic and political organizations. Outsiders (including local educated leaders) can help provide such settings and stimulate discussion, but the reassessment must proceed from within, it cannot be imposed from above.[12]

12/ This approach to preparing adults for literacy education was used by UNLA (L'Union Nazionale per la Lotta Contro l'Analfabetismo) in small agricultural villages in Southern Italy. UNLA created adult education centers in which were organized practical discussion groups as well as recreational activities, and learned to express oneself in public. Only when the adults began to show an interest in literacy did UNLA offer literacy instruction, along with general, technical and vocational courses.

BEST COPY AVAILABLE

Demonstrating the practical value of literacy. While the
average illiterate senses that literacy confers benefits, he
may have no realistic idea of how it could affect his life.
The obvious advantages - being able to read a newspaper,
write a letter, enjoy a book, stu · the Bible, fill in forms -
are important for some but meaningless for others.

Other advantages, less often cited in traditional literacy
programmes, may have more interest. A farmer or fisherman
will value understanding weighing and measuring on market day
and knowing the relative worth of different pieces of money.
A mother with ailing children will want to measure medicine
and tell time so as to administer doses correctly. A new
arrival in a city will want to master the transportation
system and be able to read a map.

Although they do not constitute literacy as defined above,
these practical operations are important toeholds. Incorporated
into short, specific pre-literacy programmes, the can help the
adult measure the value of investing time and effort in literacy
learning, as well as give him a taste of independence and pride.

5.2 Post-literacy programmes

The foundations for post-literacy learning must be laid in
the literacy programme itself. The learner must comprehend that
literacy skills will disappear unless continuously used. The
programm should indicate all possible means of building on these
skills, for example, the use of writing for practice and also
to generate reading matter for others.

Above all, learners must understand that acquiring literacy
is a beginning, not an end in itself. For this reason, granting
literacy certificates and declaring areas "free" from illiter-
acy, while public relations' gestures. may in fact mislead the
new literate.

Reading materials. Educators have long deplored the lack of
suitable reading materials for new literates. To list some

requirements for such materials is to suggest the
problems in providing them. They should: be in the language
the adult has learned to read: use a vocabulary he is
familiar with and language structure he can understand: use
a type size he can read easily: be attractive in layout
and overall design: contain illustrations he can interpret
and by that enhance the text: cover subjects that interest
him, not subjects others think appropriate: be available
where he lives: be economically accessible.

Reading materials for new literates must be written and
designed by people trained for this task. Production and
distribution must usually be subsidized (though there is
some evidence that charging a small amount enhances the
value of printed matter to the new reader).

The role of these reading materials is not to fill the
reading needs of new literates forever. They should allow
readers to perfect their skills, and sample the benefits
of reading, to the point where they can and want to handle
matter meant for the ordinary literate.

For this reason, placing reading materials for new
literates alongside more difficult materials seems help-
ful. Examples would be selling books for new literates
in regular bookstores, providing a special collection
within a normal library, including extra pages for new
readers in regular editions of newspapers (as now practiced
in Tanzania, among other countries).

On the other hand, periodicals specifically designed
for new literates, if well produced and distributed, can
generate a sense of community within this group. They
are especially useful if they solicite comments, letters,
or other written material from readers.[13]

13/ An interesting feature of the between-the-wars literacy
    campaign in the USSR was a newspaper for new literates
    which published simple articles in large type, with
    copious illustrations, and included self-test questions

BEST COPY AVAILABLE

Libraries. Experience with library services for new
literates shows that it is not enough for libraries to
extend their services to remote areas through such schemes
as book mobiles and circulating collections. They must
also make an effort to attract readers and serve their
wishes, for example by functioning as community cultural
centres, organizing book reading and discussion groups,
conducting surveys of readers' tastes.

Other post-literacy programmes. Post-literacy programmes
must go far beyond providing suitable reading materials.
Any activities that widen the adult's field of interest and
actively engage his critical and reasoning faculties can
promote the use of literacy skills: participation in radio
and television discussion groups, political and social
organizations, cultural events. At the same time, other
learning programmes for adults can consider the new literate's
need to exercise and build on skills. For example, agri-
cultural extension or health education services can provide
reading materials, practical aids (calendars, charts), and
other subject-oriented tools designed with the new literate's
needs, interests, and capabilities in mind.

Those acquiring literacy skills through very specialized
functional literacy programmes (for example, within an agri-
cultural cooperative or a factory) will need to discover
how to use these skills in other areas of their lives. Thus
a functional literacy programme in a factory might well be
followed by a programme in civic or political education
which, even if it does not concentrate specifically on using
literacy skills, fosters discussion among new literates and
indicates where and how to find pertinent reading materials
and other sources of information.

---

and mathematical problems that readers could send to the
editorial offices for checking. See A.M. Ivanova, Textboo's
and Study Aids for Illiterates and Semi-literates, Fundamental
and Adult Education XI: 3 (1959), pp. 173-174

BEST COPY AVAILABLE

6. Integrating Functional Literacy with Other Learning

If, as Paul Lengrand states, life-long education consists of "successive experience", to have meaning these experiences must be integrated. For this reason, educators now speak of "life-long integrated learning".

As far as adult literacy learners are concerned, learning must be integrated with (a) other learning experiences open to adults, and (b) the school system.

6.1 Other adult learning

The adult learner, wherever he begins, should be able to pass smoothly from one learning experience to another. All too often, however, adult literacy programmes and other adult learning opportunities (e.g., vocational training, general courses for adults, correspondence education) proceed side by side, independent of each other. Adults emerging from literacy courses (and sometimes school leavers as well) often are not proficient enough to benefit from these opportunities.

At the least, an intermediate level of learning programmes for adults is necessary to bridge this gap. But even more important is an examination, and if required a restructuring, of the entire range of learning experiences available to adults (including those provided by private industry, non-governmental agencies, mass media, etc.. as well as public bodies). Such an examination should involve probing the need and demand for as yet nonexistent programmes as well as categorizing available ones.

6.2 The school system

As parents, many illiterate or semi-literate adults have an ambivalent attitude towards school attendance. Some view schooling as a passport to higher status and

earning power: in many countries, unschooled parents exhibit
a passionate desire to see children in school. But others
see little real value in school-going, especially when their
children can supplement family income outside school. When
a child of illiterates falls back in school, his parents
cannot help him. If he drops out, they may accept this as
normal.

Functional literacy programmes for adults should help
remedy this situation. They can demonstrate the usefulness
of literacy; to most, it is obvious that this is acquired
most efficiently at school. Also, they can equip parents to
follow, and perhaps help, children's progress in school.

Such programmes can also affect schools at a deeper level.
Having participated in designing and experienced a useful
learning programme, adults can judge if the school really
is meeting learning needs. If not, they can organize to dis-
cuss what these needs are and urge that the school provide
for them. Also, experience with functional literacy programmes,
especially in a rural milieu, can influence primary education
by making it more problem-oriented and less dependent on rote
learning; by introducing new methods and materials.

Once adults can approach the primary school as critical
though supportive citizens sure of their own identity, the
possibilities for integrating primary and adult learning
become almost limitless. Some examples would be constructing
buildings to serve as schools during the day and community
learning and cultural centres at night, designing school
libraries that also cater for adults, encouraging parents to
aid teachers in conducting classes or supplementing the
curriculum with practical instruction, installing radio and
television for the use of all age groups.

6.3 Learning about education

Finally, illiterate and semi-literate adults could gain a great deal by learning about the role education plays in a modern society. For many, education is a mysterious, almost magical, possession. These people, indeed all citizens need a clear and simple explanation of the nation's education system. This could cover, for example, the policies which shape the system and why they were chosen, how the system is financed, the financial and other constraints it faces, why various elements of curriculum are important, the way teachers are trained, why a minority must receive advanced training at the expense of the majority and how this minority is designated, what opportunities are available to people of various ages, and above all how citizens can participate in shaping, improving, and supporting education. This explanation could be worked into a pre-literacy or functional literacy programme, perhaps with the use of radio, television or other visual aids. However, he is informed, the learner should be encouraged to discuss, ask questions about, and take exception with the presentation.

Those preparing such an explanation would of course themselves have to ask and find logical answers for some basic questions, and this might be a salutary exercise for all concerned.

4.2. LEARNING AIMS, METHODS, AND MATERIALS FOR FUNCTIONAL
LITERACY AND THEIR IMPLICATIONS FOR STAFFING

Margo Viscusi

Functional literacy for adults, and educational method
still in its infancy, is already producing noteworthy
innovations in learning programmes and materials for il-
literate adults. These, in turn, impose new approaches
to staffing for literacy activities.

These innovations result logically from several determin-
ing criteria of functional literacy. Before discussing
methods, materials, and staffing it is helpful to review
these criteria.

1. What is Functional Literacy?

According to UNESCO publications and documents, functional
literacy is education for illiterate adults at the service
of social and economic development. It gives working il-
literates the knowledge and skills required to increase
productivity and thus foster their own and national advance-
ment. To meet these aims, functional literacy is:

- selective: offered those who can benefit most from
literacy and, once literate, contribute most to national
development, i.e., workers in important sectors of the
economy;

- intensive: concentrated over a short period, so that
what is learned is immediately used;

- global: aimed at educating the whole person, not just
at imparting isolated knowledge and skills;

- integrated: combining literacy with other knowledge and
skills in one organic programme balancing practical and
theoretical learning; ideally, provided at work during
work hours;

- **tailor-made:** designed individually for relatively small groups: elaborated on the spot, with the participation of all concerned.

Some theorists insist that to be functional a literacy programme has to meet all these critera. But realists must accept that most current programmes termed functional do not. While these incorporate some pedagogical innovations (e.g., combining literacy with other knowledge and skills), they are often neither selective, nor intensive, nor tailor-made, nor truly integrated as described above.

Our purpose here is not to determine which literacy programmes are functional and which are not. Two practical guides describe this form of education in detail, [1] while reports on three work-oriented literacy projects within UNESCO's Experimental World Literacy Programme analyze its application in the field. [2] It is, however, well to note that there is a theory of functional literacy as well as a practice, and that frequent contradictions are evident between the two.

2. C h o o s i n g   t h e   C o n t e x t   a n d   T a r g e t   G r o u p s

Where should functional literacy programmes be developed, and for whom?

UNESCO's _Practical Guide_ states that a functional literacy programme should be a component of a development project,

---

[1] Practical Guide to Functional Literacy, Paris: UNESCO, 1973 (available in French and English)
La Formation du Personnel de l'Alphabetisation Fonctionnelle - Guide Practique, Paris: UNESCO, 1973 (available in French, soon to appear in English)

[2] On Iran, Mali, and Tanzania - numbers 9, 10, and 5 resp. in the series Educational Studies and Documents, Paris, UNESCO, 1071 and 1973 (available in French and English)

BEST COPY AVAILABLE

taking as its point of departure the objectives of this
project.[3] An example of such a project would be:

Country: Algeria

Development operation: Promote agricultural region of
                       Staouéli

Economic objectives: Increase production of exportable
                     commodities (citrus fruits, wines,
                     early vegetables)

Technico-occupational objectives: Improve production and
                                  marketing techniques

Socio-economic objectives: Develop management by workers
                           (auto-gestion)[4]

Several pilot projects included in UNESCO's Experimental
World Literacy Programme operate within government-sponsored
development projects in industry or agriculture. Indeed,
they were conceived to test whether functional literacy
can contribute to the success of such projects.[5]

---

[3] However, in some cases the overall objective is educational
that is, providing the learner with a higher level of
technical competence which will allow him to adapt himself
to new work situations, changes in agricultural methods
and crops, etc. See chapter 4 of the document on Mali
cited above, which elaborates this point.

[4] Practical Guide ... op. cit., p. 17

[5] The evaluation of results is still going on: a final re-
port is expected within a few months. It is clear that
this is a difficult proposition to test over the short
term, especially in an agricultural setting. When production
goes up, how much is this due to the introduction of new
materials and techniques and the special attention paid
a pilot area, and how much to the educational programme
alone? Conversely, when production does not go up, may this
not be attributable to poor distribution of materials
or climatic factors?

Even within the World Programme, not all functional literacy programmes serve development projects. Some have generalized objectives: improving health and nutrition, fostering national identity, increasing production of a crop. Others were first conceived as a means of making literate certain groups (e.g., unemployed adolescents, women) and then assigned a functional content (e.g., pre-vocational training, nutrition).

Still, these programmes differ from programmes imparting literacy skills alone in that they present literacy as a tool necessary for achieving economic and social objectives rather than an end in itself.

Literacy programmes that are functional (in that they serve another purpose beyond literacy skills) are by definition aimed at specific groups. A programme to increase maize production applies to farmers growing maize, while one encouraging family planning is for adults of childbearing age. Of course, the larger the target group for a programme, the further it will deviate from the model of functional literacy as tailor-made training.

3. F o r m u l a t i n g P e d a g o g i c a l A i m s

The overall objectives of a development project are determined by national and regional governments or by managements. But the aims of any learning programmes designed to foster these objectives are formulated by experts working among, and with, those the project will affect.

Experience in the UNESCO pilot projects suggests a methodology for this process.[6] It begins with careful study of the environment in which the project will operate (étude du milieu). A variety of experts - statisticians, demographers, psychologists, sociologists, economists,

---

6/ See Practical Guide ... op. cit., part 1

agronomists, public health officers, etc. - can contribute to this study.

The étude du milieu covers physical factors, e.g., in an agricultural project soil quality, availability of water. It covers economic and social factors, e.g., market demand for products, marketing organizations and transportation facilities; population distribution. Above all, it covers human factors such as motivation, aspirations, attitudes, relations between groups, and language as well as knowledge and skills. And it quantifies human resources available for organizing, teaching, and supervising literacy programmes.

Most, important, the experts making this study must engage the cooperation of all to be concerned by an eventual pedagogical intervention: local leaders, professionals, technicians, and illiterate adults. Their cooperation not only produces better data, it also serves to inform, reassure, and interest potential participants.

The environment study highlights major problems that hinder attainment of development objectives (or, in other words, changes in structures, activities, attitudes, technical competence, relationships between groups, etc., required to attain objectives).

The next step is to identify which of these problems can be attacked (or which changes effected) through an educational programme combining literacy and technical-vocational training. Functional literacy cannot replace obsolete machinery or reorganize an inefficient marketing system. Nor, probably, can it meet all learning requirements of a development system.

Once learning aims for functional literacy are established, it remains to determine how much potential learners already

BEST COPY AVAILABLE

know in relation to these aims. When an illiterate never
exhibits certain abilities, does he lack these abilities,
or only the opportunity to use them? When he can perform
a certain task, does he understand the principles underlying
it (which would allow him to modify behaviour fairly easily),
or has he learned these tasks by rote? Devising and ad-
ministering tests for illiterates is difficult: it is also
essential for a good environment study.

It would be a mistake to consider the environment study
approach suitable only for highly sophisticated programmes
within industrial or agricultural development schemes.
Creating a learning programme with any objective, even just
teaching people to read and write, raises some basic
questions: Who are the potential learners? What do they
already know? How feasible are their expectations? What
can they do with their new knowledge (e.g., are there
books to read, family planning clinics to visit)? Who is
available to organize and teach classes? Many adult literacy
efforts fail because such commonsense questions go unasked.

4. Elaborating Learning Programmes

With learning aims defined, programmes to accomplish
these aims can be devised.

Ideally, this is done by a multi-disciplinary team bring-
ing together pedagogical experts, specialists in technical
content (e.g., engineers, agronomists), and experts on the
environment (e.g., economists, sociologists, psychologists,
linguists). In this process, too, participation is crucial.
Thus, the team collaborates with people from the milieu
(e.g., factory directors, foremen, labour union represen-
tatives, cooperative officials, potential learners. The
learning programme reflects collective goals (social,
economic, educational), individual goals (the learner's
needs and desires), and realities of the environment.

Even in the UNESCO pilot projects designing truly
integrated learning programmes proved very difficult.
Several years of experiments, some successful and
some not, have produced a model for a functional liter-
acy learning programme (and a methodology for develop-
ing such a programme). [1] Of course, since functional
literacy is designed for a particular milieu at a given
moment, this model will be modified in practice.

Each functional literacy programme has one main
learning objective, e.g., better cultivation of cotton.
This objective is divided into logical, self-contained
learning units (e.g., planting, applying fertilizer).
These, often phrased in terms of problems, are called
sequences.

Next, the order in which sequences should be mastered
is determined. Since functional literacy is integrated
learning, this is harder than it sounds. Each sequence
must build on previous sequences, and develop the
learner for those to come. In terms of work-oriented
content, an order is usually evident, e.g., planting
comes before harvesting. However, planting might require
more complex reasoning, interpreting, and communicating
skills than harvesting. Further, some sequences might
interest learners more than others, or might need more
urgent attention (e.g., a factory programme could cover
avoiding work accidents before introducing work-connected
skills).

Each sequence integrates several kinds of learning
experiences. The learner meets a new technique or action -
let us call it a "gesture", for example, application of
fertilizer. He sees the gesture demonstrated, and he him-
self practices it. He views and judges the results.

_____

[1] See Practical Guide... op. cit., part 2

Simultaneously, he discovers the technical or scientific
principles underlying it, why it has the effect it has.
He masters whatever mathematical operations are necessary
to carry it out. He learns to interpret any symbolic
representations (e.g., plans, drawings, signs) related to
the gesture. He explores its social and economic conse-
quences, e.g., how it can affect production and income;
where the necessary materials come from and their cost.
He strengthens his ability to communicate orally about the
gesture by mastering vocabulary and language patterns
that translate aspects of the gesture into language.
(Language mastery, of course, is intimately linked to
conceptual understanding.) And he learns to read and
write the words that communicate about this gesture and
its technical, social, and economic foundations. Through
reading and writing he can conserve facts and ideas for
later reference as well as refer to other sources of
information on the subject.

Thus, each learning sequence involves several kinds of
activities: discussion, demonstration, practice, some
carried out in a group, some individually. The weight
given each activity, the order in which they are per-
formed (e.g., first demonstration then discussion, or
the reverse), the number of hours the sequence lasts,
its intensity (e.g. a session once a week or every day),
the location of various activities (in the fields, on
the production line, in a classroom), all these vary
from sequence to sequence, and from programme to pro-
gramme.

Finally, the learning programme as a whole and all of
its elements are modified continually through experience
by means of a system for feedback of information (see
Working Paper 3, pp. 121-124).

- 99 -

BEST COPY AVAILABLE

This necessarily bare and abstract sketch of inte-
grated learning within a functional literacy programme
should suggest how functional literacy differs radically
from traditional literacy programmes. Among the latter
belong those which simply use a work-oriented vocabulary
and base mathematical problems on everyday experience,
as well as programmes presenting literacy and vocational
training simultaneously, but separately.

5. Designing Learning Materials

Learning materials for functional literacy programmes,
like the programmes themselves, are designed for use in
a specific _milieu_. They are not acceptable until tested
with actual learners and instructors in this _milieu_.

Adaptation to the _milieu_ means learning materials
take into account users' aptitudes, tastes, and learning
needs. Choice of vocabulary, presentation of ideas, and
graphic design - all require intimate knowledge of the
adult learner.[8]/

It also means these materials allow for the abilities
and needs of _instructors_.[9]/ Often the instructor knows
only schoolroom methods; in addition to presenting
learning matter, learning materials must impose a system
of handling this matter that is suitable for adults.

In addition, functional learning materials are de-
signed with the physical constraints of the environment
in mind. Instructors travelling far to classes by foot
or bicycle cannot carry heavy books and charts: film
and slide equipment requiring electrical power is not
useable everywhere.

---

[8]/ For example, studies indicate that some illiterate adults
perceive certain illustrations (e.g., a drawing using
perspective) differently than literate adults. Effective
learning materials, while perhaps designed eventually

101

Learning materials for true functional literacy pro-
grammes illustrate the principle of integrated learning.
Thus, in all respects they relate to the programme's
learning aims. For example, a booklet designed to impart
literacy skills in a "better cotton growing" programme
will use some operations of cotton growing as subject
matter for text and illustrations and as a source of
vocabulary and writing and mathematical exercises; it can
also be shaped so the farmer can carry it in a pocket to
refer to or make notations in while in the fields.

Literacy learning materials fall into two general
categories. One provides the learner at the outset with a
block he will master gradually (the primer is the main
example). The other presents content in small units; as he
works through each unit, the learner keeps the relevant
materials and so gradually builds his own collection for
reference.

Many functional literacy programmes use a primer or
primers. However, these differ radically from the school
primers still used in some adult literacy classes. Often
they are supplemented with such aids as posters, flash
cards, flannelgraphs with elements that adhere to make
words or sentences or arithmetic problems, blackboards,
maps, etc. Sometimes an instructor's guide accompanies
the primer.

Other functional literacy programmes are experiment-
ing with sequential materials developed by learning
unit. Materials for a unit might include (a) for the group:
a poster or posters illustrating the learning problem

---

to develop visual perception, will begin with images the
learner can interpret correctly.

2/ The person leading learners in a functional literacy pro-
gramme is designated by various titles: teacher, instructor,
monitor, animator. To simplify the matter we use only one
- instructor - throughout this paper.

under consideration which serve as a discussion reference;
(b) for the instructor - a card, paper, or booklet (or
mixture of these) presenting the ideas, attitudes, and
knowledge to evoke from and transmit to learners as well
as instructions for conducting learning sessions: (c) for
each learner: various tools for imparting and practicing
literacy skills required to master the learning problem
(e.g., booklets, work sheets): and (d) for the group:
supplementary audio-visual aids such as slides, films, tape
recordings.

Sequential materials have many advantages. They do not
resemble school primers, and so differentiate adult from
school literacy. They do not discourage the learner by ex-
posing him to advanced lessons that seem very complex; he
receives learning assignments in manageable doses and ex-
periences a sense of accomplishment as he masters each.
They can be distributed according to learners' progress, and
units for future sequences can be modified from experience
with earlier ones. They allow for programme individualization:
some basic learning units can serve many learners, while
other, more specialized units can be grafted on to this
base to provide a variety of programmes.

It is easier to design and print a primer for many adults
than to keep experts and printing facilities continuously en-
gaged in producing and modifying highly specialized sequential
materials. However, the latter arrangement is more likely to
produce the individualized, flexible learning programmes that
are supposed to characterize functional literacy.

According to their objectives, functional literacy programme.
can also require learning tools for acquiring vocational or
technical skills. Sometimes these are actual objects: scales,
rulers, parts of machines. Sometimes they are teaching models.

These too must suit the environment: a nutrition lesson using unfamiliar utensils is hardly functional. Because such tools can seem commonplace compared to printed matter, they are sometimes overlooked; this oversight can mean disaster for a functional learning programme.

6. Developing Appropriate Teaching Methods

The most innovative learning programme is useless if the instructor presenting it forgets he is w   ng with adults and reverts to attitudes and actions   cal of schoolteachers. This can be avoided through (a) training of instructors (see below), and (b) designing the learning programme to facilitate use of teaching methods suited to the needs, interests, and abilities of adult learners.

What are these methods?

One is discussion. Functional literacy aims not just to impart knowledge, but also to get people to accept and practice new habits of thought and action. It is largely through discussion that this happens.[10] Presented the theme, or "problem", of a learning sequence, the learners are urged to discuss it. In this process they raise

---

[10] Jack Mezirow writes on this subject: "...experience strongly suggests that learning in groups is generally the most effective means for bringing about changes in attitudes and behaviour. The reasons are fairly obvious. In a group, competition for respect mobilizes a member's energies, the social support stimulates thinking, and the sifting of ideas in social interaction serves as an error-correcting mechanism. In traditional societies, moreover, individuals learn the meaning of new ideas and decide whether to change their behaviour through the social interaction of primary groups - the family, relatives, and neighbours. The influence of the group's opinion on individual action is well established. It appears to be a function of the degree of group consensus that the

questions, reveal what they already know, discover their attitudes. They also master oral vocabulary needed to conceptualize and communicate about the subject. They explore various solutions (e.g., retain old practice, try fertilizer and see, use fertilizer). Eventually they choose one and, most important, decide if they will adopt it.

Another important activity is watching a demonstration of a new action or technique. Demonstration has two objectives. One is pragmatic: to show how something (e.g. weeding) is done. The other is persuasive: to show results (e.g., healthier plants). The demonstrator must perform the action well and be recognized as an expert by learners.

A third activity is practice of newly acquired techniques and skills. Practice as a learning activity requires critical supervision. It also requires real tools and sites, e.g., a tool bench, a motor, a special plot. In an agricultural programme, learners can practice only at certain times of the year, and under certain conditions; this has important implications for the location and timing of programmes.

A final learning method, an extension of practice, is self-instruction or using new knowledge and skills creatively outside the location and hours of the learning programme. Self-instruction is the basis for permanent literacy and for continued education. The learning programme can encourage it in many ways: e.g., learners can be asked to compose phrases and sentences of their own between sessions, copy down and decipher words they meet on signs or elsewhere, seek new applications for mathematical skills.

---

individual perceives. When a group adopts a new norm there is powerful pressure on the individual to conform. "Educating Adults in Family Planning: a Rationale and a Strategy for Developing Countries." World Education Issues. Number 1, September 1972.

Selecting and Training Overall Staff

From the preceding, it is possible to state some characteristics of staff concerned with building up and offering functional literacy programmes.[11]

1. This staff will be multi-disciplinary. Carrying out the étude du milieu, designing programmes and materials, evaluation, etc. call for the participation of many kinds of experts.

2. Its work will be inter-disciplinary - that is, it will work as a group. Since functional literacy is integrated learning, a functional literacy programme cannot be designed or put into action by a group of experts working separately.

3. It will be flexible, ready and able to modify programmes on the basis of experience and feedback. and to adapt learning content and methods to new objectives and new milieux.

4. It will consider the adult learner a participant in, not an object of, the educational programme.

The best method of training staff for functional literacy is the same used in functional literacy programmes: namely, learning by doing. The mechanism found most useful for this training is a relatively new one, the operational seminar.

The operational seminar takes place on the terrain where a functional literacy programme will be offered. The participants, organized into inter-disciplinary groups, live and work in close cooperation with people from the milieu. They go through the steps in setting up a functional literacy programme described above: making the étude du milieu, determining aims, designing and testing learning programmes and materials. In addition, they select, and

---

11/ See La Formation du Personnel de l'Alphabétisation Fonctionelle, op. cit., part 2

BEST COPY AVAILABLE

devise a training programme for, teachers. The operational
seminar can also put the functional literacy programme
into action and evaluate short-term results.[12]

As interest in functional literacy spreads, training
in this method is becoming available in institutions as
well. Already, the UNESCO-supported regional centres ASFEC
(for Arab states) and CREFAL (for Latin America), as well
as two universities (at Nice, in France, and Indiana, in
the United States) offer training programmes for functional
literacy staff. However, there is general agreement that
any theoretical training should be supplemented by par-
ticipation in at least one operational seminar, as this
seems the most effective means developed so far for help-
ing people understand what functional literacy is and how
it works.

4. S e l e c t i n g a n d T r a i n i n g I n s t r u c -
t o r s

Concerning instructors of functional literacy programmes,
the following remarks are pertinent:[13]

1. Since they are inter-disciplinary, these programmes
may require more than one instructor for each group of
learners. For example, one person may present theoretical
material, lead discussions, correct literacy exercises,
while another or others make demonstrations and supervise
practice.

2. Just as functional literacy differs from school
literacy, the instructor in a functional literacy programme
differs from the schoolteacher. He is one member of a
group of which all members are equal. He may present
certain information, but this information becomes useful

12/ The operational seminar also produces a report. Such reports
are both a plan of action for the particular terrain studied.
and a guide to conducting an operational seminar. Several of
these reports are available through UNESCO's Literacy Division.
13/ See La Formation..., op. cit. part 3

only through group discussion and action.

Instructors in current functional literacy programmes come from all kinds of backgrounds. Since these programmes are designed to change habits of thought and action, it is not only the instructor's knowledge that counts, but also his or her ability to interact with and animate learners. For this reason, an instructor from the _milieu_ who understands and sympathizes with learners' problems is especially suitable: a former learner turned instructor is ideal but, unfortunately, also rare.

Logic dictates that training for instructors use the same methods that instructors are asked to employ. This means replacing lectures and memorization with discussion, demonstration, practice, self-instruction. School teachers intending to present functional literacy to adults will need _retraining_.

During the initial training period, instructors should come to understand the basic principles of functional literacy as well as grasp the content of the particular learning programme they will handle. Because these programmes rely so much on feedback, instructors will also need training in evaluation methods,- e.g., gathering data, eliciting judgements from learners on the programme's effectiveness, administering tests, keeping records.

As an educational method in constant evolution, functional literacy calls especially for in-service training and refresher courses for instructors. Some functional literacy projects have found an instructors' newsletter or bulletin helpful in dissemination information and building an _esprit de corps_. And in some countries radio and television are used for training instructors and other staff.[14]

14) See Literacy 1969-1971: Progress Achieved in Literacy Throughout the World, Paris: UNESCO, 1972, p. 65, for a description of some such programmes. See also Radio and Television for Literacy, Paris: UNESCO, 1971 (Reports and Papers on Mass Communications, 62)

BEST COPY AVAILABLE

4.3. PLANNING, ORGANIZING AND ADMINISTRATING FUNCTIONAL
LITERACY

Margo Viscusi

Most functional literacy projects of the kind described
in Paper II are relatively small-scale, pilot undertakings,
often operating alongside traditional, more massive
literacy programmes.[1]/ The methodology developed in such
·projects for designing learning programmes and materials
and for training staff can guide in launching national
functional literacy campaigns. But the planning, organization,
and administration of small-scale projects - many receiving
funds from outside sources, staffed in part with international
experts, and limited in duration - can only suggest patterns
for more permanent and widespread national programmes using
a functional approach. Some of these patterns are outlined
in this paper.

1. The Role of National Governments

Why concentrate on governmental efforts to provide func-
tional literacy? Private bodies - voluntary agencies,
commerce and industry, religious organizations, trade
unions, etc. - can and do offer functional literacy pro-
grammes.

However, the superiority of functional literacy, both
as a teaching method and as an investment, is supposed to
derive from its relationship to social and economic (and
sometimes political) development. In other words, functional
literacy programmes, if they really do awaken aspirations

1/ An exception is the UNESCO-supported work-oriented literacy
project in Mali, which was synonymous with the national
literacy programme. And Tanzania currently plans to use
literacy teaching programmes and staff developed by the
UNESCO-supported pilot project in the Lake Regions for a
massive functional literacy campaign on a national scale.

and prepare people to benefit from change, are most effec-
tive where social and economic advancement is a real and
evident possibility. Governments set national development
priorities and goals, i.e., they determine the overall
conditions in which functional literacy can thrive.

Further, as pointed out in Paper 1, functional literacy
has an important place in a system of life-long educat .n:
it should be one in a series of educational opportunities
open to adults. While private bodies can offer isolated
learning programmes, they cannot usually make available a
whole range of integrated learning experiences involving
informal education (e.g., through radio, television, rural
animation) as well as more formal education. This is the
work of a national system of education.

For these reasons, it would seem that primary responsi-
bility for providing (or, at least, overseeing and coordi
nating) functional literacy programmes should lie with
national governments.

2. The Conceptual Context: Policies and Planning

Two basic elements in an operational framework for
functional literacy would seem to be: (a) a national
literacy policy that explicitly recognizes that illiteracy
is a long-term problem and that a relationship exists be-
tween broad-based development of human resources and social
and economic advancement; and (b) government planning that
provides for functional literacy education as a component
in development projects where appropriate.

2.1 Policies - Sometimes Contradictory

There is a definite trend, launched by the Teheran Con-
ference and reinforced by the 1972 Third International

Conference on Adult Education in Tokyo, towards according adult literacy education, along with adult education in general, the role of major determinant in economic and social development. As a result, in countries where development has top priority and resources for adult literacy education are limited, one would expect to find a national literacy policy that endorses a functional (that is, development-oriented, selective) approach to adult literacy.

To what extent national policy-makers have taken this step is open to debate.[2] While a fair number of countries declare that they endorse the <u>concept</u> of functional literacy, very few indicate that actual literacy programmes will be closely tied to development priorities, selective, intensive, and so on. Some seem to compromise by offering both traditional literacy for the masses, and small-scale, functional literacy programmes for selected groups. And a fair number still speak of "eradicating" illiteracy. Rare is the national literacy policy stating that adult literacy education of any sort has a <u>permanent</u> place in the educational system.

Another indication of present policies towards adult literacy education are the recommendations of the Tokyo Conference on Adult Education.[3] Judging from this source, some countries have reservations about UNESCO's definition of functional literacy as strictly linked to development priorities. Recommendation I of the Conference reads in part:

> "...in addition to its emphasis on socio-economic develop-
> ment, functional literacy should also aim at the awakening
> of social awareness among illiterate adults so that they
> may become active agents in the building of a new and
> better society."

[2] See chapter 4, National Policies and Organization for Literacy, of Literacy 1969-1971: Progress achieved in Literacy throughout the world, Paris: UNESCO, 1972. The "policies" described are deduced from answers to a questionnaire sent by UNESCO to Member States in 1971 and reported on in this publication.

[3] Third International Conference on Adult Education, Tokyo,

And Recommendation 21, "Mobilization for the Eradication
of Illiteracy", directly contradicts the criterion of
selectivity in UNESCO's definition by asking:

> "...that Member States in which the illiteracy rate
> is still very high, launch wide-scale campaigns for
> the rapid eradication of illiteracy, mobilizing for
> this purpose the whole literate section of the
> population and providing them with methodological
> guidance."

2.2 Planning - usually insufficient

The principle is easy to state. Short-, medium-, and
long-range national planning to meet priority development
goals. Educational planning should take into account the
human knowledge, skills, attitudes, etc., called for by
development plans.[4]

Without a survey of national plans, we cannot state how
often national planning provides for functional literacy
and other development-related learning programmes for
illiterat adults. However, the concern shown at the
Tokyo Conference for coordinating the planning of adult
education as a whole with development planning and manpower
needs indicates that much remains to be done in this area.

---

25 July - 7 August, 1972. Final Report. (ED/MD/25 Paris,
26 October, 1972, available in English, French and Spanisch)
The Conference was attended by delegations from 82 Member
States of UNESCO and 3 non-Member States, as well as 4 other
United Nations Organizations and 37 international non-govern-
mental organiza ions.

[4] Summing up several years experience directing one of the
UNESCO-supported work-oriented pilot projects, Bernhard
Dumont writes:

> "In this way, a whole sequence of experiments, misunder-
> standings, and trial and errors gruadually put over the
> idea that, for a functional literacy attempt to be truly
> functional, there must be close relations between those
> responsible for economic development and those in charge
> of literacy schemes and the former must make what they

Ir its report, Commission I of the Conference
mentioned:

"...the need to integrate adult education planning
with the overall economic development plans of
countries and regions and with development strategy
as a whole."2/

And Conference Recommendation 8 calls upon UNESCO
Member tates to:

"Plan adult education programmes within the frame-
work of community development programmes, and link
them with present and future manpower needs, so
that efforts made in the education of adults can
have an immediate effect on the economic and social
development planning priorities in their respective
countries and, to this end, ensure that a close
relationship is maintained with the official body
responsible for the national and social plan."

3. The Practical Context: Legislation and Financing

Legislation cannot alone provide functional literacy
programmes for adults, but it can set the stage for such
programmes. Adequate financing, instead, is an absolute
requisite.

---

want quite clear to the latter, in an atmosphere of
mutual confidence of course."
Functional Literacy in Mali: Training for Development.
Educational Studies and Documents, No. 10, Paris:
UNESCO, 1973, p. 33

5/ It also warned, however, of
"... a danger that the public authorities would take
over sole responsibility for arranging projects",
commenting,
"... there was virtual unanimity in recommending de-
centralized micor-planning and centralized mac o-
planning, both taking into account the general needs
of communities...there was general agreement that
those responsible at grass-roots level should take
part in drawing up the plans..."

BEST COPY AVAILABLE

3.1 Legislation - an enabling factor

Of immediate importance to adult literacy education
are laws and decrees stating the adult's right to
education according to his needs, and creating the
necessary public institutions to provide such programmes.

Also very important for work-oriented literacy pro-
grammes are laws (a) requiring employers to establish
literacy programmes for all illiterate workers;
(b) providing for work release and paid leave for em-
ployees participating in such programmes: and (c) pro-
viding work-oriented literacy (ideally coordinated with
further vocational training and job placement services)
for the unemployed. Of course, care must be taken to see
that laws like the first two do not simply discourage
employers from hiring illiterate workers. One way to
avoid this is to grant funds to employers who provide,
or release workers for, literacy programmes.

Under a relatively new law in France, both employers
and employees contribute to a fund which must be used for
employee education (education permanente), to
be pursued during paid working hours or paid leave. This
law applies to all employees from those with post-graduate
training to illiterate foreigners. One effect of the law
has been to reveal the inadequacy of literacy programmes
available for the latter group. France seems alone in
recognizing the worker's right to undertake study during
paid leave for his own, rather than his employer's,
benefit.[6]

6/ See A Retrospective International Survey of Adult Education
(Montreal 1960 to Tokyo 1972). UNESCO: Third International
Conference on Adult Education, Working Document, pp. 32-33.
Also, Literacy 1969 - 1971, op. cit., pp. 33-34. The Tokyo
Conference recommended (Recommendation 6):
"...recognition, through legislation to that effect, of the
right to life-long education and training courses, whether
vocational or general, during working hours without loss

Sometimes special legislation is required before
a functional literacy programme can get underway.
An example is the decree of the Republic of Mali
(26 May, 1967) giving official recognition to a trans-
cription of four African languages to be used in functional
literacy programmes. The transcription itself was the work
of a consultative commission attached to the Literacy
Service of the Ministry of Education.

3.2 Financing - the proof of all policy

It is well known that adult education as a whole, of
which adult literacy is only a part, receives a pitifully
small share of the funds spent on education. According
to figures supplied recently by forty-four Member States
of UNESCO, twenty-three spend less than 1 per cent of
the total education budget on adult education including
literacy, ten spend between 1 and 2 per cent, six spend
between 2 and 3 per cent, and five (of which only two
are less developed countries) spend more than 3 per cent.[1]
Clearly, if adult literacy education is to receive serious
attention, expenditures on school and adult education
must be better balanced. Thus, Recommendation 9 of the
Tokyo Conference states that UNESCO Member States should:

> "...allocate a sufficient percentage of the national
> budget, and, in particular, of their education
> budget to adult education."

It is impossible to determine exactly how much money from
private sources (business, churches, foundations, etc.) is

---

of earnings, and also any paid study leave needed to
continue ... studies; ... legislation establishing the
right of unemployed workers to vocational,training
paid as working time..."

[1] Some public expenditures on literacy come from other budgets:
e.g., those of the ministries of rural development, agri-
culture, health, the interior (for police, prisoners), armed
forces (for recruits), as well as state enterprises.

spent on adult literacy education within each country.[8]
Nor are there exact figures on the amount of public and
private bilateral aid supporting this form of education.
To the extent that such sources support _functional_ liter-
acy programmes, it is evident that aid must be coordinated
with national development priorities and plans.

As for international sources, major grants from UNESCO
and the United Nations Development Programme usually finance
technical assistance to projects whose operating expenses
are met by national governments. A promising trend is the
granting of funds in trust by private and state bodies to
UNESCO; these funds are used to provide technical assistance
to government-sponsored functional literacy programmes.[9]

Obviously, the governments of less developed nations
with high illiteracy rates lack the budgetary means to
launch functional literacy programmes for all adults who
might benefit from them. At the same time, outside sources
of aid cannot support true functional literacy projects in
a vacuum, without taking into account government priorities,
policies, and programmes.

4. A s s i g n i n g   R e s p o n s i b i l i t y   f o r
   F u n c t i o n a l   L i t e r a c y

What governmental agencies or ministry should have the
main responsibility for planning, providing, administering
and coordinating functional literacy programmes? Any answer

---

[8] Nearly 70 per cent of adult literacy students in Kenya in
1969 were enrolled in classes run by voluntary agencies or
self-help groups (groups organized locally or by the national
women's organization). Some nineteen voluntary agencies, most
of them religious organizations, were running classes. In
addition, four industrial firms were running a total of ten
classes. See Bengt Linne, "Survey on Adult Literacy Work in
Kenya", May 1969 (mimeo). A resumé of this study appears in
Literacy Discussion, Vol. II, No. 1, winter 1971, pp. 39-43.
[9] For example, by the Swedish International Development

to this difficult question must consider many factors,
among which are:

(a) the link between functional literacy and develop-
ment planning goals, which implies cooperation with public
agencies responsible for planning as well as with public
and private enterprises;

(b) the inter-disciplinary nature of functional liter-
acy, which calls for involving various ministries (e.g.,
planning, education, rural development, health, agriculture,
information), non-governmental agencies (e.g., unions,
women's groups, youth organizations), and various institutions
(e.g., universities, teacher training colleges, cooperative
training institutes, research institutes);

(c) the participatory aspect of functional literacy,
which requires that those for whom functional literacy pro-
grammes are intended help plan and evaluate these programmes;

(d) the necessity, for historical reasons, of differen-
tiating adult functional literacy from school and traditional
literacy;

(e) the need for highly professional personnel and facil-
ities to design and produce materials, develop supplemental
aids (e.g., films, television broadcasts), carry out evalua-
tion;

(f) the need to avoid waste by coordinating and sometimes
consolidating literacy work offered by governmental and
non-governmental bodies; the desirability, in some cases,
of calling upon special groups (e.g., youth and women's
organizations, the military) for voluntary aid.

Authority (SIDA), for a functional literacy project in Kenya;
by a Swiss foundation, the Fondation Internationale pour la
Promotion Technique Accélérée de l'Homme Moderne (FGPCTE),
for a project in the Niger; and the Secondary Schools Students'
Association of Denmark and Norway, for a project in Zambia.

In most countries with government-sponsored functional
literacy programmes, responsibility for these programmes
rests with the Ministry of Education working through a
department or division of adult education and/or literacy.
There are exceptions: in Zambia, for example, the Depart-
ment of Community Development of the Ministry of Rural
Development is responsible. In Tanzania, responsibility for
all adult education including adult literacy laid with the
Ministry of Regional Administration and Rural Development
until January 1970, when it was transferred to the Ministry
of National Education.

Locating responsibility for functional literacy programmes
in the Ministry of Education has some obvious advantages:
availability of trained teachers to undertake literacy
activities and of school facilities to house them: experience
with the technical problems of producing and distributing
teaching materials. The dangers are equally obvious: confusion
of adult functional literacy with school or traditional liter-
acy: inability of teachers, supervisors, and administrators
to understand learning needs of adults: lack of experience
in providing post-literacy opportunities suitable for adults:
traditional scorn of the educated élite for manual work and
rural life (the stuff functional literacy is made of). For a
ministry of education to provide true functional literacy
requires a drastic change in attitudes and habits as well as
continual self-evaluation.

To coordinate disciplines, interests, and efforts, some
countries have established a national "advisory" or
"coordinating" committee; sometimes similar committees are
formed at regional, state, and/or local levels. In Iran,
for example, an Interministerial Coordinating Committee,
which groups representatives of several ministries under
the presidency of the vince prime minister for economic
affairs, was created in 1970 to oversee functional literacy
programmes.

It should be noted that the operational seminar for participants with various competencies and interests described in Working Paper 2 is an excellent means of fostering coordination between those concerned with a functional literacy programme.

5. A d m i n i s t e r i n g   O n - G o i n g   P r o g r a m m e s

"For the working groups responsible for functional literacy there is always the danger of too much red tape hampering all activities as well as of their neglecting the special problems of the various regions. All literacy activities have to be carried through flexibly and very close to the problems."[10]

This danger is ever-present; no country experimenting with functional literacy so far, it would seem, has developed perfect structures and procedures to overcome it.

Keeping in mind the particular needs of particular groups is easier in an industrial than in a rural setting. The first experiments in functional literacy involved industrial workers.[11] Industrial programmes (widely interpreted to mean programmes touching workers in any enterprise, even agricultural, who receive wages and can easily be gathered together during working hours) can call upon many diverse professionals with intimate knowledge of the milieu — literate workers, foremen, administrators. Also available for consultation and collaboration are, as the case may be, specialists within or attached to the industry such as engineers, vocational training experts, psychologists; printers, illustrators, etc., These people "speak the same language" as those administering the liteacy effort; having contributed to the latter, they will tend to watch its progress with interest.

---

[10] La Formation du Personnel de l'Alphabétisation Fonctionelle - Guide Practique, Paris, UNESCO, 1973, p. 14
[11] See Charles Maguerez, La Promotion Technique du Travailleur Analphabète, Paris, Editions Eyrolles, 1966

In industry, the effects of educational programmes on productivity and promotion are easier to measure than in a rural environment. And programmes in industrial settings are often physically closer to the administrative centre of literacy operations, and thus are easier to visit than learning groups in isolated rural areas. (Of course, industrial programmes present their own particular operational problems which require careful and diplomatic handling, e.g., strained relationships between various groups within the industry, learners' misconceptions about promotional opportunities available through education, an unsympathetic attitude on management's part toward worker development, difficulties of fitting learning sessions into the work schedule.)

In a rural setting, maintaining a dialogue between the central authority of a functional literacy project and the learners and their environment becomes extremely difficult. One device used to promote such a dialogue (e.g., in Mali and Tanzania) is the formation at village level of a "centre committee" or "literacy committee" of local leaders whose interest in functional literacy has been aroused by travelling organizers. The committee can determine demand for literacy education in the village, find a local for meetings (or arrange to construct one), designate a demonstration plot if necessary, nominate candidates for instructors from among local literates, pay small operating expenses, etc. The committee can also establish a timetable for learning sessions (very important in agricultural regions where the most enthusiastic learner, and even the teacher if he is a cultivator, cannot attend sessions at the wrong hour or the wrong season). The effectiveness of the village committee depends largely on whether village tradition encourages self-government and innovation through collective agreement.

Government-sponsored functional literacy programmes
operating in rural villages are often supervised by a regional
officer or inspector who reports to his superior or
directly to the headquarters for literacy activities. Given
the low educational level of many instructors, the supe -
visor's work is crucial. He must not only observe and gather
data, but also give advice and guidance. For learning groups
in isolated areas, he is the only contact with the source
of the learning programme, the only person who can gather
information on how suitable the programme is to local needs
and transmit this information to administrative headquarters.
He is also responsible for ensuring coordination between
all parties interested in the literacy programme at the
local and regional levels as well as for delivery, at the
proper time, of teaching materials and supplementary aids
to learning groups. And he usually makes his rounds on
roads of poor quality, rarely by car, more often by bicycle
or motorbike or even on foot.

The ideal pattern for administering on-going programmes
is clear: decentralization of the services that conceive,
devise, and adjust functional literacy programmes for the
individual milieu. Thus, a number of competent inter-
disciplinary teams of experts would work under a small,
centralized administration. These teams would be available
to settle on a given terrain for as long as required to
produce and monitor functional literacy programmes.

However, brushing aside the obvious disinclination
of many such experts to leave capitals and universities
for long sojourns in areas of little comfort, it must be
recalled that at present there are not even enough qualified
professionals to man centralized bodies responsible for
functional literacy in small scale projects. The main
rule to follow now would seem to be to keep in mind the
need for decentralization, for "debureaucratisation", as
personnel are formed and structures developed for future

12/ See La Formation du Personnel ... op. cit., pp. 15 ff.

operations. Again, the operational seminar is useful in
nuturing the ideal of decentralization until means permit
its realization.

6. Building Institutions

If, as indicated in Paper 1, the problem of illiteracy
will indeed plague nations for decades to come, it is
imperative to recognize this fact and abandon the ad hoc
approach to adult literacy education that now prevails.
One way to achieve this is to create semi-permanent
institutions serving adult literacy education, and grant
them the professional recognition and the funding they
require to plan and carry out long-term programmes.

An area of effort that seems to lend itself to formation
of an institution (or "institute" or "service" or "centre",
whatever name is chosen) is the design, printing, and dis-
tribution of functional learning materials for adults -
both for literacy programmes and for post-literacy use.
Another is the training of teaching and supervisory per-
sonnel. A third is evaluation of programmes, as described
below. A fourth is the storage and diffusion of information
and documentation. A fifth is coordination of the adult
literacy work carried out by various agencies.[13]

Institutionalizing certain aspects of adult literacy
work does not always require creating of large new organi-
zations. For example, in the area of personnel training,
Tanzania has given institutional support to functional
literacy education for adults by encouraging teacher-train-
ing colleges to offer courses on teaching literacy to adults
and on developing learning materials for functional literacy
programmes and reading materials for new literates.
Tanzania has also asked the Institute of Adult Education
of the University of Dar es Salaam to develop training pro-
grammes for supervisors and evaluators of functional liter-
acy programmes.

---

[13] The Tokyo Conference recommended (Recommendation 9) that

BEST COPY AVAILABLE

Where non-governmental organizations have been carrying on specialized work (e.g., production and distribution of printed materials, research on language transcription) and have built up facilities and an experienced staff for this work, these organizations can be recognized, encouraged, and perhaps subsidized by national governments.

7. E v a l u a t i o n: A n A i d f o r D e c i s i o n - M a k e r s

Any learning programme in which learners are tested as they begin and when they finish involves evaluation. But applied to functional literacy, "evaluation" usually means something much more complex than educational testing, something more in the nature of "information-gathering analysis, goal-setting, guidance, measurement of results".

Evaluation in this sense is widely considered an indispensible element of all true functional literacy programmes. This is partly because functional literacy was launched on an international scale through the World Experimental Literacy Programme. The pilot projects of the W.E.L.P. were, at least in theory, experimental, and experimentation involves evaluation. Also, functional literacy supposes measurable results in terms not just of mastering of skills, but also of use and retention of these skills and of the social and economic consequences their use can have.

UNESCO Member States

"Establish, in order to promote information and knowledge about adult education, national institutes of adult education to act as national documentation centres and clearing-houses for information on adult education at both national and international levels, to coordinate adult education activities throughout the country, and ensure close cooperation between government agencies and private adult education bodies."

As conceived in the WOALP, evaluation has several
roles:

(a) before the project begins: gathering information
(during the étude du milieu) and, in collaboration with
others, setting the goals (or "benchmarks") the learning
programme is expected to achieve (as we have seen, these
can range from attainment of literacy and vocational
skills to such difficult-to-measure goals as changing
attitudes, beliefs, and actions and improving production,
standard of living, etc.);

(b) during the project: gathering information on pro-
ject operations and results: feeding back this information
to project staff concerned with project design so that
on-going projects can be adjusted accordingly; carraing
out interim testing to determine short-term progress
toward goals: giving advice on adjustment of goals if
necessary;

(c) at the end of the project (or of individual learn-
ing cycles): making final measurements of results versus
goals: presenting observations on, or lessons to be
learned from, the project.

The considerable difficulties met by the evaluation
units of WOALP projects (e.g., the scarcity of qualified
evaluation personnel, the tensions sometimes evident
between evaluation and operating staff, problems in find-
ing adequate testing instruments) illustrate some of
the difficulties involved in educational research in
general. They also indicate some lessons for evaluation
of future functional literacy programmes:

(a) Evaluation seems to be most useful when intimately
associated with programme design and operations. If the

evaluators are available to ensure that programmes are
devised on the basis of solid information and reasonabl
expectations and to check progress at frequent intervals,
these programmes are most likely to attain set goals,
and the evaluations experts themselves will be better
equipped to measure and interpret results at the end.

(b) While such evaluation activities as directing the
étude du milieu, designing testing instruments, devising
reporting systems, processing and interpreting data, etc.,
are highly technical jobs requiring the collaboration of
specialists, the evaluation acti ity itself should be
shared by many of those involved in the learning programme.
For this to happen, evaluators must be willing to explain
to everyone associated with the project, from administrators
to instructors and even learners, what they do and why.
They must also provide quick training to non-specialists
(e.g., instructors, supervisors, college and university
students) needed for such evaluation activities as data
gathering. test administration, data processing.

(c) For evaluation to be useful, the nature of its contrib-
ution must be clear. Those responsible fo education pro-
grammes, from instructors to high officials of the
directing ministry. obviously want these programmes to
"succeed", that is, to show good results in terms of costs
and expectations. They are naturally suspicious of anyone
whose job it is to judge this success, especially if they
feel the evaluator cannot know all the facts that might
mitigate a harsh judgment. They find it difficult to accept
that evaluation, by pointing out and analysing both the
strength _and_ the weaknesses of an educational programme,
is not merely criticizing their work but indicating how
and under what condition such programmes can be improved in
the future.

Evaluation of high professional caliber is costly in
terms of personnel and efforts. The cost is worthwhile
only in a climate of free discussion, where negative as
well as positive findings are considered significant
but not threatening. To achieve such a climate, it is
necessary to clarify the difference between scientific
inquiry and policy-setting. Education serves many goals,
social, economic, cultural, political, etc. Thus, decisions
about education are, in the end, matters of policy, of
assigning priorities to these goals. Evaluation can pro-
vide valuable objective information about the effective-
ness of educational programmes in terms of one or more
goals, as well as about comparative costs of achieving
these goals through various means. But it is up to policy-
makers to decide which goals will prevail, and which means
of achieving them will be chosen. Of course, the more facts
they have at their command, the better equipped policy-
makers will be in reaching these decisions.

8. The Contribution of Bilateral
   and International Aid

Of all forms of education, adult literacy is the most
deeply rooted in local culture. A major strength in func-
tional literacy is that it recognizes that becoming
literate (in a functional sense) means transcending the
small, parochial group bound by an oral tradition and
joining the much larger group of those able to communicate
with standardized symbols and concepts translatable from one
written language to another. This transition involves a
profound change in the adult. A programme meant to effect
such a transition must begin by reaching into the particular
non-literate culture of the prospective learner. The il-
literate adult can be motivated and helped to become func-

tionally literate only by those who are familiar with
his condition, who know his language, intellectual
habits, and attitudes, and who understand his problems,
doubts, and aspirations.

A second major strength of functional literacy is
that it recognizes that people can become permanently
and usefully literate only in a society and at a period
in time in which change and advancement are real and
evident possibilities. Such a setting is chieved through
a combination of realistic development planning, invest-
ment of capital, and human effort, and above all
commitment to democratic ideals and practices on the part
of those who direct the society's evolution.

No outside source of aid can provide the essential
elements of a propitious climate for functional literacy.
Nor can outside aid produce dedicated and sympathetic
national personnel to design and administer functional
literacy programmes, to extend a hand from the literate
to the illiterate classes, once this climate and people
with this attitude are present, though, bilateral and
international aid can help in many ways. Here are just
a few suggestions:

8.1 <u>General assistance, in cooperation with national govern-
ments and non-governmental organizations</u>

1. Support, and disseminate findings of, research
into the effects of illiteracy, relationship between
illiteracy and development, relative effectiveness of
various learning methods and materials, etc.

2. Establish and support regional and international
institutes or centres concerned with various aspects
of functional literacy, e.g., transcription of local
languages, book production and distribution, training
of specialized personnel.

3. Establish and support institutes, documentation centres, publications which gather and diffuse information and opinion on adult illiteracy and on functional literacy programmes, on a regional or international level.

4. Convene regional and international meetings, seminars, and conferences on questions related to adult illiteracy and functional literacy efforts; publish and distribute discussions and findings.

8.2 <u>Assistance to individual countries:</u>

1. Provide technical assistance in drawing up national plans for development and for education and in gathering and processing data required for such planning.

2. Provide technical assistance to functional literacy projects, e.g., experts in low-cost printing of learning materials, in radio and television broadcasting, in evaluation.

3. Supply necessary and appropriate materials to such projects, e.g., paper for printing, vehicles, film projectors, printing presses.

4. Finance, or provide, training abroad for national experts who can benefit from such training.

5. INTRODUCTION TO THE WORKING GROUPS

   Representatives of UNESCO, the German Adult Education As-
sociation and the German Foundation for International De-
velopment asked the three working groups to include in
their considerations the following proposals uf the organiz-
ing institutions. These proposals are followed by a cata-
logue of problems worked out to serve as a guideline for
the discussions of the working groups. The catalogue may be
considered as a summary of the existing problems, although
it never can be complete, since development goes on.

5.1. STATEMENT OF UNESCO
John C. Cairns

The timing of the Symposium is particularly appropriate

a) in relation to preparation of UNESCO's next short-term
   programme (1975/96) and its medium-term programme
   (1975/80),

b) in relation to possible expansion of functional liter-
   acy in Member States.

Many UNESCO divisions and units are concerned with liter-
acy and adult education, in addition to the Literacy and
Adult Education Divisions themselves. For UNESCO, the Sym-
posium recommendations might help in indicating possible
priorities, e.g.:

- Institution building. Should this receive more emphasis?

- Training. What types of training should UNESCO concen-
  trate on?

- Research. How can UNESCO best stimulate effective re-
  search. How can it develop research potential in develop-
  ing countries?

- Documentation and dissemination of information. How can
  this benefit developing countries more effectively?

- Seminars, meetings. What types are best? Expert meetings?
  Seminars for decision-makers? National or regional?

- National Boards and Associations for Adult Education.
  Can these be strengthened to play an important profes-
  sional role?

- Rural development. Should this not receive more adult
  education attention?

A reaffirmation by the Symposium of the value of the func-
tional literacy concept would be helpful to many governments
and literacy workers. Similarly, any conclusion which

strengthened the role and status of adult education in the broad sense would be timely.

For developing countries, the recommendations would be most valuable if overted to decision-makers, primarily to make them aware of needs for adequate planning, financing, and staffing for functional literacy and adult education. Such recommendations would also assist adult education workers and associations in their discussions with overnments.

The following points might be stressed:
- Need for a more suitable balance between resources for school education and adult education;
- Need for long-term approach to functional literacy and adult education;
- Need for development of institutions, structures, organizational framework;
- Need for increased professionalism;
- Need for university involvement;
- Need for coherent adult education policies within overall education and related to national priorities:
- Need for fuller utilization of international experience (through documentation, etc.);
- Need for functional literacy and adult education as basic components in development projects.

For donor countries and organizations the recommendations might specify types of projects and activities suitable for external assistance. At present, bilateral aid in this area is often limited by a lack of suitable requests.

The report might also consider the role of World Bank and UNDP as important funding sources.

5.2. STATEMENT OF THE GERMAN ADULT EDUCATION ASSOCIATION (DVV)
Werner Keweloh

The DVV considers its educational measures in the respec-
tive partner countries as part of its overall policy, not
as a purpose in itself or as a "help". The DVV neverthe-
less attempts to adapt its programmes and projects to
the declared policy of the German Government as well as to
the expressed will of the African, Latin American and
Asian partners. The basic considerations are as follows:

1. How can partners or potential partners be involved
    in the elaboration of development programmes in the
    field of adult education and adult literacy?

        Aspects: contents,
                    methods,
                    channels of information.

2. Flexible cooperation should be established between
    governmental and non-governmental bodies.

3. It is necessary to group the individual programmes
    and projects of aid-giving organizations:

                    policy,
                    planning,
                    institutions,
                    methods,
                    media.

4. In the field of adult education the planning and
    organizational capacities have to be strengthened
    by partner and donor organizations:

                    management assistance,
                    training,
                    long-term projects,
                    on-going programmes,
                    integrated aid,
                    regional programmes,
                    mass media,
                    and all measures which will create
                    jobs have to be supported.

5. In the teachers' training programmes the following
   principles have to be discerned:

>   documentation and research as pre-
>   requisites of training,
>
>   functionality of training,
>
>>   cognitive aims,
>>   affective aims,
>
>   and further training in regional
>   centres or foreign ministries.

6. How can donor countries/organizations contribute to con-
   tinuing training of adult educators?

>   Study tours,
>   international conferences,
>   university training.

7. Emphasis must be laid on training and supporting services.

8. As to the institutions, it is suggested that primarily
   residential centres are considered as training facilities.

9. The role of private associations in the field of adult
   education should be analysed with a view to aid-pro-
   grammes.

10. International and national aid-giving countries should
    coordinate their measures as far as possible.

11. International and regional associations need the support
    of donor countries

>   (African Adult Education Association)

12. Legislation on adult education should be motivated:

>   recognition of adult education by
>   governments' establishing infrastructure,
>
>   position and remuneration of teachers,
>
>   budget allocated to adult education
>   and literacy.

5.3. STATEMENT OF THE GERMAN FOUNDATION FOR INTERNATIONAL DEVEL-
OPMENT

Josef Müller

Consequences of the Educational and Scientific Aid Pro-
gramme of the Federal Republic of Germany.

1. Basic considerations on aid in the field of functional
   literacy:

   - Concentrating aid supplied within the framework of
     German development policy on a nucleus of selected
     countries or on such countries as undertake for them-
     selves the appropriate efforts to build up a work-
     and environment-oriented education system;

   - Promoting the national aims of the recipient countries
     by:

     o Aid in building up a self-supporting work- and
       environment-oriented education system;

     o Fitting in educational aid measures and coordination
       with multilateral and bilateral aid measures;

     o Concentrating new aid measures on the education
       needs of wide sections of the underprivileged popu-
       lation;

     o Placing emphasis upon measures serving to bring about
       better utilization of human, physical and technolog-
       ical resources in the education sector;

   - Aid in setting up the necessary structures;

   - Avoiding the creation of new recipient country depen-
     dencies in the spheres of finance, technology or per-
     sonnel, even though education in particular is a sector
     in which it is generally only long-term measures
     that produce perceptible improvements;

   - Promoting efficient organizations and institutions and
     supplementing effective measures by allocating funds
     (as a rule through the competent German authorities).

2. Approaches for aid measures:

   - Supporting and advising the education administration;

   - Supporting and extending the infrastructure of out-of-
     school education (national training centres, production
     centres and printing shops for teaching materials,
     libraries and library services);

   - Utilizing mass media;

- Supporting regional organizations and institutions
  (including volunteer services) and providing aid
  through difficult periods;

- Allocating study grants (in the country concerned or
  in a "third country") in support of existing training
  centres;

- Coordinating training programmes conducted in recipient
  countries by German organizations with programmes
  being carried out by international organizations and
  by the national authorities in the recipient countries
  concerned (regionalization?);

- Supporting research plans (especially evaluation,
  statistics, documentation).

BEST COPY AVAILABLE

5.4. CATALOGUE OF PROBLEMS[*]

1. Functional Literacy in the Context of Life-long Education
   Questions of Literacy Policy

   1.1 Continuing need for adult literacy education

   - prerequisites of eradication of illiteracy
   - adult literacy, no short-term task
   - traditional primary school system, no long-term solution to literacy
   - integration of formal and non-formal education (multi-functional centres instead of schools)
   - functionality of formal schools
   - renewal of formal schools derives from adult education
   - governmental recognition of adult education and literacy
   - integration of adult literacy into national and international plans
   - effectiveness of mass literacy campaigns
   - education for the parents
   - pilot projects and experimental programmes.

   1.2 New concepts of literacy

   - changing definitions (when is an adult literate?)
   - concept of functional literacy
   - differnce between traditional literacy and functional literacy
   - traditional literacy for masses - functional literacy for selected groups only? (priorities, criteria for selection)
   - links of functional literacy with other educational needs of illiterate people
     o consecutive integration of literacy with other kinds of education (vocational training, cultural education, community development, etc.) - priorities!
     o simultaneous integration

---

[*] elaborated by Werner Kewelch on the background of the plenary discussions

- links with development projects/programmes (work orientation, manpower needs only?)
- relation between literacy, social-economic development and culture (priorities?)
- literacy as a distinct stage of consciousness and of mental agility

- interaction of economic, social, political, historical, scientific, and technological factors
- links between class and field work (operational adult literacy programmes
- diversions between concepts and operational aspects
- decision on innovations on the national level
- decision on language of instruction
- priority of rural development in adult literacy
- concentration on active population, development areas and productive units·

1.3 Literacy_environment

- mobilisation of public opinion against illiteracy
- preliteracy programmes to help illiterates articulate learning needs
- demonstrations of practical value of literacy
- post-literacy programmes
  (reading materials, special newspapers, libraries, radio and/or TV discussion groups, corresponsence courses, participation in political and social organizations)

1.4 Coordination_of_adult_education_and_literacy_projects

- coordination of agencies carrying out adult education and literacy
- coordination of contents
- coordination of media
- national boards of adult education
- regional district and class committees
- information channels from basis to top and vice-versa

2. Contents and Methods of Functional Literacy
   (Pedagogical Approach)

   2.1 Concept of functionality

   - narrow concept
   - wider concept
   - functionality of adult literacy (different concepts)
   - flexible approach

   2.2 Context and target groups

   - étude du milieu
   - link with development projects
   - specification of groups
   - special groups (unschooled youth, nomads, age
     groups, etc.)

   2.3 Learning needs of illiterates

   - methods of identification (participation of
     illiterates)
     (role of adult education organizations/agencies)
   - priorities
   - adaptation of programmes/plans to the needs
     identified   .

   2.4 Consequences of the concept of functionality for
       designing of literacy programmes

   - selective programmes (criteria for selection?
     priorities?)
   - intensive programmes
   - global programmes
   - integrated programmes
   - tailor-made programmes

2.5 Pedagogical approach

- identification of motives to learn
- assessing of knowledge and background of illiterates
- establishing of learning aims
  o collective aims
    cognitive aims
    affective aims (conscientization)
  o individual aims
    cognitive aims
    affective aims
- sorting out the most essential needs (didactic priorities)
- baseline work
- motivation of adults, selective and intensive approach
- diversity, specificity, generality
- data banks with international validity
- motivation of instructors

2.6 Elaboration of literacy programmes

- participation of illiterates
- adjustment of teaching units and sequences to the main objectives
- modification of programmes by experience, feed-back and evaluation
- teaching environment
- drop-outs
- groups
- testing materials

2.7 Teaching methods

- methods different from school teaching
  discussion
  demonstration
  practice
  self-instruction

- methods of alphabetization

  global
  synthetic
  eclectic
  P. Freire

- combination between theoretical teaching and practical work

- language problems (vernacular language for industrial sector, local language for agricultural sector?)

2.8 Teaching_and_learning_materials

- design of materials and tools according to the needs of target groups and possibilities of instructors

- testing of designed materials and tools

- production according to the test results (primers or sequential materials?)

- distribution, problems of transport

- mass media and audio-visual aids

  o prerequisites
  o experiences with different media
  o multi-media approach
  o wall papers
  o radio-vision
  o demonstration plots
  o mobile libraries

2.9 Selecting_and_training_of_staff

- composition (multi-disciplinary, inter-disciplinary)

- training methods (learning by doing)

- operational seminars and workshops

- cooperation between technical and pedagogical staff

2.10 Selecting_and_training_of_instructors

- prerequisites (link with milieu, etc.)

- training for theoretical and practical work

- differences between instructors and school teachers

- full-time, part-time instructors (school teachers, students, etc.)
- in-service training and refresher courses (use of mass media, special newsletters for instructors)
- functionality of training
- methodology as part of the training
- recruitment of instructors
- foreign training
- remuneration of instructors

3. Planning and Organization of Functional Literacy

3.1 Respective role of national governments and other bodies

(e.g., adult education organizations, commercial enter-prises, voluntary organizations, churches, Koran schools, trade unions)

- the role of universities
  o training
  o research
  o evaluation
  o integration of subjects
  o redefinition of aims

- the role of national institutes of adult education
  o teachers' training
  o curriculum development
  o audio-visual sections
  o documentation, data banks

3.2 Policies and planning

- place of adult education (literacy) in the national plans of education
- relative priorities between formal and non-formal education
- traditional literacy for masses – functional liter-acy for selected groups (criteria for selection, priorities? cf. 1.2)

- coordination of adult education (planning) with
  economic development plans, manpower needs and
  other national priorities
- implication of language policy for literacy planning
- concentration on active opulation
- concentration on development areas
- concentration on homogenous and productive units

3.3 Legislation and financing

- necessity of laws requiring

  employers or others to establish literacy programmes
  work release
  paid leave
  funds for emploees' education

  transcription of local and national languages
  (Mali Somalia)
- budget for adult education (usually small!) - balance
  between adult education and formal school education
- relation between cost for traditional literacy and
  functional literacy
- coordination of resources (according to government
  priorities, policies and programmes)
- legislation for literacy organizations, responsib-
  ilities, instructors, remuneration, financing
- costs of operational phase
- costs of pre- and post-literacy work
- costs of research and evaluation

3.4 Responsibilities for functional literacy at the national and local level

in relation to the

- link between functional literacy and development
- inter-disciplinary nature of functional literacy
- participatory aspect of functional literacy

- difference of functional literacy from school and
  traditional literacy
- special trained staff and instructors
- necessity of voluntary aid

coordination

- interministerial coordination
- advisory committees
- coordinating committees
- national councils
- national, regional, local boards

3.5 Administration of on-going programmes

- relative marriage of centralization and decentral-
  ization
- communication lines (feedback for programme improve-
  ment, etc.)
- administration according to requirements of the area
  (industrial sector, rural sector)
- separate administration for functional and traditional
  literacy?

3.6 Institutional structures needed for literacy and adult
    education

- in a narrow sense (centres for training, production
  of materials, for documentation, for inspection, for
  evaluation, etc.)
- in a wider sense (coordination centres, radio and
  TV stations, film units, universities, etc.)
- experimental pilot projects
- the role of pressure groups in adult education and
  adult literacy

3.7 Evaluation

- specifying programme objectives
- determining measures of these objectives
- design considerations
- comparison of measurable results and objectives
- feed-back for programme design
- organization of evaluation
- evaluation in a critical sense
- evaluation of failures
- reliability of statistics
- other procedures of revision and project modification

3.8 Outside aid

- scope and limitations
- strategy and limitations for maximum effectiveness
- relationship between external agencies and national programmes
- adequate place of adult education and literacy in foreign aid programmes

  o multilateral (UNDP)
  o bilateral
- possible fields of foreign aid
  (research, establishment and support of institutions and centres, meetings, workshops, conferences, seminars, materials, experts, training abroad, etc.)

6. REPORT OF THE WORKING GROUPS, MAIN CONCLUSIONS

The three working groups dealt with the following:

- Literacy and adult education policy
- Contents and methods of functional literacy and their implications for staffing
- Planning and organization of functional literacy.

This report of the working groups, leading to a summary of the main conclusions (page 173), recapitulates the work of the Symposium. The report and the main conclusions were discussed in plenary session and adopted by the delegates.

6.1.   WORKING GROUP I

1.   L i t e r a c y   a n d   A d u l t   E d u c a t i o n
       P o l i c y

1.1   New Concepts of Literacy and Adult Education

1.1.1 The past decade has seen significant changes in the con-
       cepts of literacy and adult education.

       Functional literacy, formulated by the 1965 Teheran Con-
       ference of Ministers of Education, has been implemented
       in more than a dozen large experimental projects and in
       many smaller activities. These projects, which integrate
       literacy with other elements (usually technical or voca-
       tional) are problem-oriented, linked to development, and
       are based on differentiated programmes directly related
       to specific learning needs of adult participants.

1.1.2 The role and increasing importance of adult education was
       emphasized by the 3rd. International Conference on Adult
       Education (Tokyo 1972), which stressed that adult education
       should be strengthened within overall educational systems,
       in a context of national development planning and in the
       framework of life-long education. In these conferences
       and others, functional literacy and adult education have
       been seen not as ends in themselves, but as essential
       means to help solve the increasingly complex problems
       faced by individuals and societies in the modern world.
       The acceptance of life-long education as a basic frame-
       work for all educational development implies much greater
       priority for the education of adults. At the same time,
       recent educational thinking, in stressing the importance
       of non-formal and informal education, has shown that
       education cannot be confined to the narrow perspectives
       of formal schooling. Associated with these developments has
       been the emphasis on teaching how to learn, on participation,
       and on the needs of educationally underprivileged. These
       ideas, embodied in the report of the Tokyo Conference, are
       of great importance to adult education and literacy.

1.2   Adult Education as an Essential Factor for Development

       The arguments for priority attention to the education of
       adults are now overwhelming. On grounds of efficiency,
       because the time lag between learning and application is
       much shorter than in the formal education systems, and

because much formal education often has proved to be
dysfunctional in the sense that it has led neither
to productive work, nor to social integration into the
community. On grounds of equity, because the adults
have become educationally underprivileged in comparison
with the children and the young. Furthermore the
parents' lack of education has proved an important
obstacle to the children's learning.

1.2.1 The important role of functional adult education as
an essential factor in development is now recognized
in principle by many governments, but concrete steps
to implement this principle and to give adult education
its rightful place as a force for change and for the
amelioration of individual and social problems, are
o.ten lacking. In many cases, this is because develop-
ment is seen too narrowly in terms of capital and
technological inputs, and the crucial potential of the
human element is ignored.

1.2.2 Although adult education alone cannot bring about
development, it is also true that well balanced social
and economic development cannot be chieved without the
constructive participation of the adults concerned.
Development comes from the interaction of a complex of
inputs, of which functional adult education is an important
element. By such education, man becomes an active agent
in the improvement of his own condition and in the
creation of his own future.

1.2.3 Since development brings change, adult education must
help prepare people to understand change, and by parti-
cipating, to shape it in suitable ways. Failing such
participation, adults may fear or resist development,
and its potential value will not be realized.

1.2.4 Because adult education entails economic, cultural,
political, and social training and awakening, its
effective implementation requires an inter-disciplinary
approach, based on a continuing working cooperation
among different ministries within the framework of a
clear national policy. To be fully meaningful, such a
policy should be based on the maximum participation
of the adult concerned.

1.3 <u>Literacy as an Essential Element for Effective Adult Education</u>

In most developing countries however, effective participation of adults in the building of their own societies is difficult if not impossible because of mass illiteracy which constitutes a major handicap to the communication of ideas and symbols. The implementation of other programmes of continuing adult education, which is a prerequisite for the process of modernization, is also often impeded or rendered impossible because of the inability of illiterate adults to participate. For these and other reasons, the reduction of illiteracy is one of the major priorities of adult education in developing countries. All available data, however, indicate that this is a long-term problem, and that, because of budgetary constraints, wastage and other factors, it cannot be achieved in African countries simply by the expansion of formal schooling. What is required are well planned functional adult literacy programmes, closely integrated with development activities, and concerned as part of a continuing system of adult and life-long education which is flexibly linked to the formal school systems.

To be effective, such programmes must have a proper adult education institutional base and infrastructure. They also require thorough planning, preparation, and much more financing than most societies have provided to date. Most important, they should support, and be supported by, coherent national policies. If, as is universally admitted, adult literacy is a major problem, then clearly it should be treated as such, and should receive serious attention both within educational and overall national budgets and plans.

1.4 <u>The Literacy Milieu</u>

1.4.1 In all literacy programmes, the milieu of the learning group is of great importance. In functional literacy, where programmes are specific rather than general, the ecological approach which is employed is directly based on a study of milieu and from this study problem-oriented programmes are prepared. Normally, these programmes will be most successful if linked to development projects, and if change and modernization are already under way in the area. In such cases, literacy becomes a necessity, and favourable motivation and literacy supportive factors are likely to be present. Unless

literacy is of practical value for the adult learner
within his particular milieu, and unless he can use
literacy and functional skills regularly, they will
have little real relevance and their retention cannot
be expected.

1.4.2 Although literacyprogrammes in their entirety should
be centered on the milieu and on the problems of the
adults concerned, in many cases insufficient attention
is given to the preliminary or pre-programme stages
at the local level. In addition to information, creation
of local groups, study of problems, accumulation of
data for curricular preparation etc., it is essential
to obtain the participation of the adult learners and
their awareness of the value and purpose of the
programme.

1.4.3 It is equally important that functional literacy
activities be conceived as part of a continuing process
of adult education and development. In practice, this means
that the formal attainment of functional literacy skills
is not enough; what is required is the continuing and
constructive use of such skills by the adult as he
participates in the day to day process of change and
modernization. To ensure this, the attack on illiteracy
should include an important role for rural newspapers,
village and mobile libraries, and radio and other mass
media; it should also be directly related to the intro-
duction of such factors as local roads and markets,
cooperatives, credit facilities and agricultural modern-
ization within an overall development context.

1.5   Transition to Large-Scale Programmes

1.5.1 At present, various governments are considering the
transition from relatively small-scale literacy activities
to mass functional programmes. This is encouraging, since
it indicates the value that such countries give to
functional literacy. Nevertheless, large-scale functional
programmes will pose difficult professional and admini-
strative problems for which no clear answer yet exists.
Historically, mass programmes have been successful on
only a few occasions and under special circumstances.
To ensure that the disappointments of the past are not
repeated in the future, great care will be necessary.
It is likely that large-scale functional literacy ex-
pansion will be most effective in those countries

which possess adequate adult education infrastructures,
and whose social and political philosophies encourage
both maximum mobilization of institutional resources,
and maximum participation by the adult learners them-
selves.

1.5.2   The strategies for large-scale expansion for functional
literacy will vary. In some cases, concentration may be
on the economic sector (i.e., by extension of certain
industrial and agricultural programmes); in other cases
there may be expansion geographically in certain dis-
tricts or areas. Various combinations are also possible.
Whichever strategy is employed, selectivity need not
be precluded, in the sense that priority may still be
placed on those occupations or areas where conditions
are most favourable and where the need for functional
literacy, and its potential impact, is greatest. It is
also apparent that large-scale programmes will be best
implemented by stages, enabling professional and admini-
strative aspects to be assessed, modified, improved and
consolidated step by step as the programme develops.

1.5.3   Since the functional concept is based on selectivity
and specificity, mass expansion could lead to a
considerable loss of these qualities. In the develop-
ment and modification of curricula, therefore, and in
the choice of strategies, special efforts will un-
doubtedly be required in order to maintain as much
functionality as possible, and to ensure that pro-
grammes continue to be based closely on the particu-
lar needs of learning groups concerned.

1.5.4   In terms of planning, organization and administration,
staffing and training, the implications of mass pro-
grammes will be very great. The financial resources
necessarily will be considerable. These elements in
particular were lacking in many of the unsuccessful
literacy campaigns of previous decades which were too
frequently characterized by improvised ad-hoc approaches.
These experiences from the past may therefore serve as
effective guidelines for the future.

6.2.   WORKING GROUP II

?.   Contents and Methods of Func-
       tional Literacy and their
       Implication for Staffing

Introduction

The Working Group had some difficulties in making
generally applicable recommendations or suggestions
for a field which, by definition, consists of
diversified selective pedagogical action aimed at
solving the concrete problems of separate socio-
occupational groups. In order to overcome this
contradiction it tried to identfy the largest
common denominator from the variety of experience
and tried to find a compromise between the apparent
and probably desirable trend towards a uniform
methodology and the multiplicity of strategies,
approaches, and situations which result from im-
balanced development and cultural, ideological,
political and linguistic differences. The Working
Group tried to analyse those aspects and dimensions
which are fundamental necessities and prove to be
preconditions for functional literacy in the service
of development.

2.1   Integration with Development

The impact of functional literacy both as a method of
training and as an instrument of development will depend
in its close and, if possible, organic integration with
development at different levels.

2.1.1 At the level of development policy, the role which func-
tional literacy plays in manpower and employment policy
should be clearly defined. The greater the contribution
made by human resources to development (e.g., by apply-
ing an investment policy of employing more labour -
labour intensive), the more effective functional literacy
will be.

?.1.2 At the planning level functional literacy must be inte-
grated with the national development plans and with
regional programmes, if any, so that it becomes an

integral part of development projects as far as the
training and the technical upgrading of the manpower
needed to implement these projects is concerned.
Functional literacy should be planned on an inter-
sectoral basis even if it is considered to be a com-
ponent of the educational and training system.

2.1.3 At the level of government activities functional
literacy pre-supposes the following:

- a horizontal approach transcending administrative
  structures which are mostly vertical;

- inter-ministerial cooperation, preferably of an
  organic nature (e.g., establishment of a National
  Council of an Interministerial Committee for Func-
  tional Literacy). At least, it should be clear that
  no institution can claim to have a monopoly in this
  field.

2.1.4 At the level of development structures and zones
Functional Literacy will generally be combined with
measures to develop economic growth poles in the in-
dustrial enterprises and, generally speaking, in or-
ganized sectors of society. It should not adapt it-
self to the indifferent and passive attitudes of the
development structures, on the contrary, it needs
their interest and their cooperation until, ideally,
there is total involvement in all educative efforts.

2.2 Objective-oriented and Problem-oriented Approach

Functional literacy should be oriented towards the
attainment of clearly defined objectives and specific
problems which influence social change and economic
development. Seen within this perspective, functional
literacy in Africa, which consists mainly of rural
areas, should be linked to the modernization of rural
life and the increase of agricultural productivity,[1]
without, however, destroying the composition and the
equilibrum of the natural environment.

2.3 Liaison with Formal Education

Functional literacy is an integral part of the overall
development efforts of society and should foster com-
plementarity and interaction between formal and non-
formal education, and should in the long term, enable
the adoption of a strategy for life-long education.

---

[1] A considerable minority of participants suggested that func-
tional literacy should not only be linked with economic
growth but with change of social structures, too.

BEST COPY AVAILABLE

2.4   <u>Scientific Aspect</u>

Functional literacy should be viewed as a process of
applied research. This implies:

- an inter-disciplinary approach,

- the design and installation of machinery and pro-
  cedures for evaluation, permanent improvement and
  feed-back,

- cooperation with universities and research centres;
  such cooperation is necessary in order to enable
  functional literacy to play a leading role in the
  dissemination and propagation of scientific research
  findings, particularly in those fields which affect
  the very roots of development, e.g., agriculture,
  animal husbandry, elementary industrial technology,
  etc.

- permanent interaction between action and reflection
  in order to progressively raise the level of effective-
  ness and rationality of the educational process.

2.5   <u>Diversification of Programmes</u>

The questions of how much diversification and how much
specificity there should be in functional literacy
programmes is relative and cannot be defined in abstract.
The number of programmes in the different countries re-
presented in the Working Group varies considerably from
country to country, e.g., four in Ethiopia, five in
Ivory Coast and in Tunisia, seven in Tanzania, twelve
in Mali, nineteen in Iran. The diversity of the programmes
generally depends on a number of factors, the most
important of which are:

- the complexity - which varies from country to country -
  of the regions, the sectors, the goals and the
  development problems,

- the establishment of national priorities in economic
  and social policy,

- available resources, in particular, available staff,
  which often leads to a confusion between which is
  desired and what is possible.

The experience gained in certain pilot projects gives
reason to believe that the problems of programme formu-
lation become less and less acute in proportion to their
increase in numbers (more efficient designers, an in-
crease of common factors in the different programmes).

153

2.6 Special Groups of Illiterates

The decisions to be taken on the special groups will
be influenced by the principles governing integration
with development and selectivity. For example, to take
the Nomads, it must first be ascertained whether they
make up an important part of the working population
and play an important part in generating national
income, and whether they are interested in develop-
ment activities.[1] Depending on the answers to these
questions, the decision to initiate action can be
affirmative as in the case of Somalia, or negative, as
in the case of Mali. Unschooled children and adolescents
unfortunately present a large group in some African
countries where a substantial percentage of the school-
age population cannot attend primary school. These young
people can attend functional literacy courses, even under
the age of 15 which has been generally fixed as the lower
limit for admission. If possible, they should attend the
courses oriented towards occupational problems with which
they are often confronted at a very early age.

2.7 Study of the Learner's Milieu

Without doubt the study and the acquisition of knowledge
of the learner's milieu is the decisive phase in the pro-
cess of functional literacy. It imparts meaning to the
concepts of integration with development and orientation
towards concrete objectives. The study of the learner's
milieu serves three purposes at the same time:

2.7.1 Precise identification of objectives and problems linked
to economic development and social change within a
specific geographical, economic socio-cultural and tech-
nico-professional context. Two difficulties are often
encountered in this process:

- In most cases economic objectives are formulated
  without taking into account their implications and
  their effect on human beings which have not been
  studied enough. Often they are material objectives
  which aim at maximizing the production factors with-
  out giving due consideration to the men involved.
  The administration of the measures is the sole con-
  sideration and it often leads to techniques which
  are too sophisticated for the people concerned.

---

[1] Development should not be reserved for an elite important
in generating national income. But programmes for Nomads
should be designed on the basis of special studies on
their milieu and cultural background.

- The ability to identify objectives and problems
in a rational manner varies appreciably from sector
to sector or from country to country, and probably
depends on the level of development of a given
society or social group.

2.7.2 Participation of the future participants in the
identification of their problems and the analysis of
objectives which concern them. This is firstly a
democratic necessity and secondly an aid to greater
effectiveness.

2.7.3 Means of giving information, arousing the awareness
and the motivation of the potential participants in
functional literacy programmes.

2.8 <u>Curriculum Development</u>

Once the objectives have been defined with the aid of
the studies of the learner's milieu, the curriculum
for functional literacy can be laid down within the
framework of an educational stategy which contains
the following factors:

2.8.1 Give priority to those objectives which are the
most important and functional, the most precisely
defined, quantitatively and qualitatively measurable
wherever possible;

2.8.2 Identify the problems which prevent or low down the
attainment of these objectives, action will be initiated
on the basis of the problems themselves;

2.8.3 Select those objectives and problems which can be
tackled and solved by means of educational and train-
ing measures;

2.8.4 Transform these educational objectives into
knowledge, skills, attitudes, by defining the level
of performance attained in each case;

2.8.5 Introducing a systematic order and structuring the
objectives in the syllabus which are made up of
elements of technico-professional and socio-economic
knowledge. One principle of systematic order which
is often adopted is the calendar of agricultural
activities which follow the order and the logic of
life. Some compromises will prove to be necessary,

155

particularly in view of the intermittent nature of
agricultural work;

2.3.6 Formulate a curriculum by including the formative
components of abstract thought: elementary science,
mathematics, graphicacy.

The application of the principles will make it
necessary to establish an inter-disciplinary curri-
culum design in which specialists on curriculum con-
tent (what should be taught?) will cooperate with
specialists on methodology (how should it be taught?).

2.9 Educational Methods and Techniques

2.9.1 Literacy method.
Three considerations were made:

- The determination of the literacy method is the
decision of the governments'because it depends on
the cultural and linguistic characteristics of each
country as well as on its educational tradition;

- All methods (analytical, global, eclectic) can be
combined with other training aspects in the process
of functional literacy which explains the sub-
ordination of the teaching of the language to other
educational objectives:

- In case of uncertainty experiments are desirable
to determine the best method.

2.9.2 Educational principles of functional literacy.
Three principles should inspire functional literacy:

- active pedagogics based on group discussion and
significant dialogue between teachers and learners;
such pedagogy means teaching and practising parti-
cipation, the basis of democracy;

- a combination of knowledge and know-how strengthen-
ing reciprocally theoretical teaching and practical
demonstration;

- an educational technique based on the solution of
problems (problem-solving approach) resistent to
forgetting, capable of leading to self-teaching by
developing the aptitude to solve at first similar
and later on different and more and more difficult
problems.

1/ This was not accepted by a considerable minority.

2.10   Instructional Material

Two problems were studied in particular:

2.10.1   Contribution of the information media to functional
literacy. As the number as well as the scale of ex-
periments were insufficient no clear-cut judgement
can be formulated. We have limited ourselves to re-
iterate the constraints imposed by the use of these
media:

- Heavy initial capital expenditure (hardware) as
illustrated by the fact that in Ivory Coast the
setting up of five TV transmission antennas amounted
to approximately 20 millions.

- The software problems are of great importance and
depend on the availability of personnel, rare by
definition, with a long training period and who
have to avail of qualities such as creative
imagination and innovation capacity which are rarely
part of institutionalized training.

- The maintenance costs are very high, compared to the
capital expenditure because of the often unfavourable
natural conditions (humidity, insects), because of
lack of qualified maintenance pers nnel, because of
insufficient care when using the material.

- Planning the use of an audio-visual medium is already
quite a complicated operation which has to be done
from an intersectoral perspective; no information
medium should be earmarked for one use only.
The situation is even more complicated in case of
combined utilization of several media (multi media
approach).

- It is indispensable to integrate in one simple
curriculum design team the mass media technicians
and the educators, but first they have to be taught
to find a common language and to work together.
Therefore, it is important to take into account a
"common language" for educators and technicians
even when both groups are being trained at teacher
training colleges and universities.

2.10.2   Educational techniques:

The use of new learning techniques such as semi-pro-
grammed instruction or the guided discovery opens
new perspectives. These techniques favour, above all,
the preparation of teaching units or modules which can
be combined to integrated knowledge blocks. These might
lead to multiform programmes related to the demand

(needs and interests of the users) or as a function of the requirements of the socio-professional milieu. Respective experience was gained in Iran. One of the advantages of this technique is that it might lend itself to exchanges between countries and even to a centralized preparation which could in the future facilitate the work of regional (i.e. ASFEC) or international institutions.

2.11   Teaching Staff

2.11.1   The selection and the training of the teaching staff are a crucial aspect of functional literacy in view of the diversity of the content, the demands of active pedagogy and the contraints imposed by the different methods.

2.11.2   The selection of the instructors could follow the principle according to which the best instructor will be the one who:

- is as close as possible to the adult and his problem and who is the best accepted by the community;

- is the best informed on the development objectives, on their structures and mechanisms.

The instructor should also be more of an advisor and a development agent than of a teacher, somebody to talk to those involved in the development. It will be difficult to find this ideal instructor bearing in mind, that in many African and Asian countries there is less than one agricultural extension worker for 3 000 farmers. One, therefore, has frequently to draw on instructors not fulfilling all these requirements: teachers, students, educated memebers of the community.

It is, therefore, necessary to make up for the shortage of personnel by providing highly effective training and re-education programmes and by using autodidactic material. The preparation of instructional material should take account of the level of the instructors, remembering the rule, that the less an instructor is qualified the more structured the material he is using has to be.

2.11.3   On the farmers' level in the village the necessarily fragmented administrative approach has to find again its fundamental unit, because it is the same man who gets advice from the agricultural extension worker,

applies health recommendations, participates in
the village council or in the assembly of the cooperative.
It is indispensable that this man integrates into one
convergent and reconciled vision all the different
messages, impulses, directives which were transmitted
to him in discontinued and sometimes contradictory
way. Functional literacy offers an exceptional
opportunity on this level which is essential for
harmonizing the different aspects of the development
policy.

2.11.4 In order to facilitate in the future the selections of
competent instructors for functional literacy it will
be advisable to put functional literacy perceived as
a communication and extension technique on the curriculum
of institutions such as: teacher training colleges,
schools for home economics and social services, vocational
education centres, agricultural colleges.

2.12   Participants

2.12.1 Selection Criteria

If the homogenity of the groups is a consequence of
the postulate of selectivity and diversification of
functional literacy, the socio-professional homogenity
is here the principal factor. The homogenity from the
point of view of age is only a secondary factor.

2.12.2 Mechanisms of participants

Functional literacy classes should be considered on
the basis of the example of the literacy committees
of Tanzania as autonomous of responsible adults whom
it is advisable to associate with the many aspects of
the educational action. They, for instance, could decide
on questions referring to the adults sharing in the
costs of literacy programmes or the introduction of
a reward and punishment system aimed at maintaining
innovations or at reducing absentism or drop-outs.

2.13   Evaluation

2.13.1 Collection and standardization of data.

There can be no science without data and the efficiency
of all educational efforts will depend on the establish-
ment of a coherent and controlled system of information
and feed-back.

The conditions for international standardization
of statistics and data on literacy (traditional
and functional) should be studied in order to
enable intra-national and international comparisons.

!.13.2 Evaluation system

The establishment of an evaluation system gives
rise to many complex problems, as was evident in
the course of the experimental world literacy pro-
gramme. It appears that every system must give
due consideration to the distinction between:

- evaluation of pedagogical impact (this is based on
  psycho-pedagogy and are made up mainly of tests;
  the design of such tests for functional literacy
  poses many difficult problems; component tests,
  integrated tests, functional tests);

- evaluation of the socio-economic impact of func-
  tional literacy which entails the use of social
  sciences (economics, sociology, anthropology).

2.14   Methodology, Planning and Organization

Functional literacy is a very complex concept which
becomes even more complex if it is defined in terms
of development and for which there is no unanimously
accepted definition. No doubt this complexitty ex-
plains why so much ambiguity and misunderstanding
still prevail in the use of the term "functional
literacy". This situation gives rise to concern,
since it hampers or renders more difficult the indis-
pensable dialogue between the initiators of develop-
ment and educationists.

In view of the complexity of the functional literacy
concept an intelligent and differentiated information
policy is necessary. UNESCO and other organizations
or governments, therefore, should promote information
on the concept, terminology and methods of functional
literacy, notably in the form of sound films, audio-
visual material, radio broadcasts, methodological
manuals, extension documents, interviews, round table
discussions, conferences including discussions and
seminars.

6.3   WORKING GROUP III

3.   P l a n n i n g   a n d   O r g a n i z a t i o n
      o f   F u n c t i o n a l   L i t e r a c y

- The implementation of the policies and the
  application of the methods outlined above require
  administrative action and vertical and horizontal
  coordination at all levels. The spontaneous ad hoc
  growth has many advantages, but there is also a
  strong need for professional development and the
  establishment of the institutions which can serve
  as "the heavy industry of adult education" in the
  sense that they produce the outputs that are needed
  as inputs elsewhere in the system.

3.1   The Need for an Overview of Adult Education

Adult education must be seen as one large and com-
prehensive enterprise. Only then can it be realized
that however decentralized and autonomous the many
c mponent parts may be, they are dependent on one
another. Expansion in one sector, such as functional
literacy necessitates simultaneous or prior development
of other sectors.

3.2   Towards Learner-centred Systems

3.2.1 Any system of adult education, however loose and in-
       formal, should be constructed, not merely to convey
       predetermined knowledge and skills. The guiding
       principle must be to respond to the needs, interests
       and concerns of the adult learner, so as to enable
       him to fulfill the various and discharge the various
       functions he assumes during his life. It is, there-
       fore, essential that the teacher, and anybody else
       who assists an adult in pursuing his learning should
       develop an awareness of the actually existing motivations
       to learn.

3.2.2 Once provisions relevant to the existing motivations
       have been made, and once the adult has proved to him-
       self that he can learn and that he or his community
       will benefit from that, confidence will develop and
       further motivations to learn will manifest themselves.

3.2.3 On the other hand, there is a strong need to motivate
the educationally privileged to shoulder the responc-
ibility of sharing their knowledge and experience
with the less privileged members of the community
and playing their full part in making the right of
access to education a reality.

3.3 Learner Participation in Decision Making

3.3.1 Administrative arrangements for functional literacy
and other forms of adult education must take account
of the need for active participation by the learners
themselves in all decisions related to the planning
and the pursuit of the learning. Teachers must be
taught not only to convey knowledge and skills but
to be attentive listeners and good observers fully
sensitive to the learners they are trying to serve.

3.3.2 A programme, however carefully prepared, will never
reach its highest degree of functionality unless the
teacher can help the individual learner to relate
its contents to his experiences, his interests and
his problems.

3.4 Administration Viewed as On-going Support

Functional literacy teachers and other teacher of
adults, many of whom are volunteers, need not only
some initial training. They need recurrent training
and continuous backing up and support. The admini-
strative structure must be designed to provide such
on-going support by making available to the teachers
both the necessary supplies of educational materials
and the information and advice which he needs in his
work. In return teachers should be expected to
communicate the experience they gain to the agencies
to which they belong.

3.5 Coordination at Local Level

3.5.1 The need for coordination and lively communication
is as great at local as at central levels. If adult
learning is to be closely related to the interests.
concerns and activities of the learner (and how
else can it be functional?), it is essential to
avoid a monopoly of provision. Decentralized provisions

BEST COPY AVAILABLE

offered by a considerable range of government services
and private agencies will be necessary but it is highly
desirable that each providing body can plan and carry
out its activities in full knowledge of what others
are doing and with full access to the experience gained
elsewhere.

3.5.2   There is thus a strong case for local adult education
committees or councils which can facilitate the ex-
changes and the coordination. It is, however, also
desirable at local level to have one government
officer designated as answerable to government in
matters related to adult education, but his functions
should be to encourage and facilitate and not to
impede. Such an officer can provide a valuable link
in the chain of communication between participants
in adult education and central authorities.

3.6   Coordination at National Level

3.6.1   At the national level there is a clear need to set up
or strengthen a central administrative unit, [1] the
status of which will inevitably be a reflection of the
real priority accorded to the education of adults
by the government.

3.6.2   Such a unit must not only coordinate adult education
action and planning for the development of adult
education. It must also be one of the partners in the
efforts to develop the relationships between adult
education and formal education in the overall context
of life-long learning, and between overall national
development and educational development. Among its
functions would be to secure that adult education
interests are represented in councils and boards con-
cerned with development planning, the mobilization of
human resources for development, the use of foreign aid,
as well as cultural development, reform of the formal
school system, etc., for it is now beyond doubt that
adult education can provide very significant means to
achieve a considerable number of primary objectives.

---

[1] which should not exclude the establishment of decentralized
    special services (cf. 3.10.1 and 3.13)

3.7   National Adult Education Boards

The administrative unit should also serve as the
Secretariat for a National Adult Education Board, or
Council, on which would be represented a fairly wide
range of governmental and non-governmental adult
education agencies, representatives of workers and
employers, farmers and cooperators and other concerned
interests. Such a Council can perform important func-
tions in coordination, policy formulation and the
initiation and legislation appertaining to adult
education.

3.8   Legislation

Such legislation might specify the conditions under
which financial support and other assistance is avail-
able for adult education; it might enable local
authorities to make provision for adult education, or
render it obligatory for them to do so under certain
conditions; it might specify the obligations of employers
with regard to workers' education, impose training levels,
and some of the arrangements for the administration
and coordination of adult education might find its way
to the statute book. Definitions of various branches
of adult education would have to be incorporated in the
legislation. The wish was expressed that UNESCO should
be able to respond to requests from member states for
information and advice in matters of adult education
legislation.

3.9   Machinery for Inter-ministerial Coordination

In addition to a fairly large national Council many
governments had found it useful to institute a smaller
committee or similar machinery to take care of inter-
ministerial coordination in matters of adult education.
Interministerial cooperation is particularly essential
for the success of integrated programmes like func-
tional literacy.

3.10 Basic Professional Services

3.10.1 Although the central administrative unit would have
overall responsibilities, governments which wish to
embark on a comprehensive plan for functional literacy
and adult education must consider the establishment
of several specialized services. which will often be
managed separately, but nevertheless are essential.

3.10.2 In addition to adequate machinery for planning and coordination referred to above, there is a need for the following services:

- Training of the various categories and levels of personnel required including the personnel to man the services listed below;

- Research and evaluation;
  Development and production of teaching materials including programmes for radio and TV, film and other software;

- Documentation and information services;
  Library services including village libraries served by district libraries;

- Newspapers and magazines, including locally produced rural newspapers;

- Correspondence education.

3.11 <u>National Institutes of Adult Education</u>

3.11.1 Often it has been found effective to entrust some of these services to a national institute of adult education, which sometimes is a constitutive part of a university and has easy access to specialists from a wide range of disciplines.

3.11.2 Institutes of adult education which are both engaged in making direct provisions for adult learners, and in the development of adult education through research, training and productions of materials are often particularly well placed to bridge the gap between theory and practice, and build up the expertize needed for a development of adult education which takes account both of the needs for quantity and quality in the total operation.

3.12 <u>The Heavy Industry of Adult Education</u>

However institutionalized, these basic services constitute the heavy industry of adult education. In their absence it is difficult to man and run large-scale operations. When they are well established it is a relatively easy matter, both to work on a large scale, and to bring about innovations and change in programmes.

.13   <u>Coordination at Intermediate Levels</u>

Between the local and the national level it is useful
to have intermediate coordinating bodies at district
and/or provincial level. The functions that can be
carried out at these intermediate levels will largely
depend on the size ^ the overall adult education
enterprise. The larger the scale of operations, the
more it will be possible to decentralize arrangements for
training, production and distribution of materials, etc.
Such a deliberate policy of gradual decentralization
will in itself contribute to skill development in the
various regions of the country.

.14   <u>Administration and Communication</u>

.14.1 The opportunities for adult learning depend greatly on
effective communication both vertically and horizontally.
Information is constantly relayed between specialists,
policy-makers, implementers, educators and popularizers
and the public. Vertically it is desirable that messages
from centres of knowledge, ideas, and research can reach
out to the people with a minimum delay and with minimum
distortion, and that experience gained and ideas developed
at the grass roots level can reach the centres.

.14.2 Horizontally the need is to ensure lively communication
between all government agencies and voluntary bodies
that provide learning opportunities. The possibilities
of distortion, or total breakdown are numerous, and both
in the planning and the administration of adult education
it is essential to these risks at whatever level they
may occur.

To facilitate both horizontal and vertical communication
it is desirable, in addition to the usual letters and
circulars, to make use of news-letters of various kinds
and provide access to services of documentation and
information. A precondition is the compilation of
relevant names and addresses in directories of various
kinds.

3.15   <u>Particular Aspects of Planning for Adult Education and
Functional Literacy</u>

Adult education and adult literacy are in many ways
different from the education of children. This has also
certain implications for planning:

BEST COPY AVAILABLE

3.15.1 An educational system, which is based on voluntary
participation, multiple didactic differentiation,
parallel subsequent and simultaneous, even occasional
learning, can only be planned and administered
with great difficulties, even when decentralized.
Therefore, adult education and functional adult
literacy require special attention both in the plan-
ning of the total framework and the components.
The definition of objectives, the duration needed
for attainment, the identification and mobilzation
of financial and human resources, the setting up of
appropriate infrastructures, the carrying out of
periodical assessments and evaluations are among
the important aspects to be specially considered
in the planning process.

3.15.2 The need for training at all levels, particularly of
high level professional staff, must be foreseen in
advance.

3.15.3 The planning of functional adult education and literacy
can best be integrated with overall development plans
when adult educationists are represented on the
national planning machinery and participate in the
planning process.

3.15.4 Seminars and courses on planning are needed for
adult educationists, and planners may find it useful
to study adult education. Indeed, much could be
gained by closer cooperation between the two pro-
fessions.

3.16   External Assistance

The right of man to education has been internationally
recognized. The illiteracy of more than one third of
the adult population of the world is a concern to the
conscience of man. Our world is based on human interrela-
tion, cooperation and communication in which literacy
is an essential element. Therefore, a substantial inter-
national contribution to the fight against illiteracy
is not only called for, but is logical, and is in the
interest of the aid given by countries and organizations
themselves.

3.16.1 Although the main resources and efforts being devoted
to the eradication of illiteracy must come from the
developing countries concerned, bilateral and inter-
national support, harmonized with national development
plans will strengthen these national endeavours.

3.16.2 Since educational projects require a considerable
period to have their full impact on development,
external assistance should be of a long-term
character.1/

3.16.3 To avoid overlapping programmes and unfruitful
competition, international, bilateral and national
resources should be coordinated as much as possible
in the planning and implementation of programmes.

3.16.4 In the field of adult education, particularly
where participation and partnership play an essential
role, programmes of external aid should be con-
sidered as joint undertakings. Starting from the
initial decision making process on policies and
particular projects, the will of the partner 2/
countries must be respected. Ideological con-
ditions and indoctrination must be avoided.

3.16.5 The following areas call for special consideration
in aid programmes:

- strengthening of planning and organizational
  structures;

- special consideration of the "heavy industry" of
  adult education, such as National Centres, basic
  services for professional development, material
  production units, library services, which while
  initially costly are essential for economy in the
  long run;

- supporting the development and most effective
  utilization of mass media;

- aid to functional literacy and adult education as
  components of development projects, in order to
  create employment opportunities, including self-
  employment;

- initiation of self-supporting projects or measures
  which have a chance of attaining at least partial
  self-support, such as cooperatives, correspondence
  courses, adult education periodicals, almanachs,
  etc.;

- assistance to voluntary associations of adult
  education;

- assistance to regional organizations and institutions;

- maintenance of successful on-going projects and exist-
  ing institutions until they can be taken over by
  national sources;

1/ not excluding flexible short-term aid
2/ Partner countries in this context are recipient countries.

- assistance in the training of personnel who can
  have a multiplier effect in the field of adult
  education and literacy.

3.16.6 In many cases, part of any aid given should be in cash
to enable governments and partner organizations to
reduce costs and to purchase locally available equip-
ment.

3.16.7 Fellowships and scholarships as components of foreign
aid need not be restricted to training abroad, but
should include provisions for training on the spot
and for study visits to other developing countries.
Fellowships should also combine theoretical and
practical training. When externally assisted training
is carried out in the developing countries, it should
utilize and, if possible, strengthen national or regional
training centres, and fellowships should be provided
for courses in these institutions.

3.16.8 Requests for external assistance in the field of
adult education and literacy should consist of concrete
project descriptions and details of budgetary calculation,
to increase their possibilites of favourable consideration.

3.16.9 It is important that countries desiring external
assistance for adult education and literacy give ade-
quate priority to such programmes both in their national
development planning and in the context of country pro-
gramming.

3.16.10 Finally, if this Symposium considers that governments
and international agencies should accord a much higher
priority to meeting the needs of adult education, it
is not only because the education of adults by itself is
an important part of development. It is also because
adult education can provide significant means to achieve
a considerable number of primary development objectives.

6.4. SUMMARY OF THE MAIN CONCLUSIONS

The Symposium, having considered the matters set forth
in the preceding section of this Report, came to the
following main conclusions:

1. Governments should be as concerned with the education
   of adults as with the education of children, and this
   concern should be reflected in the allocation of
   resources.

2. The essential step in the development of adult education
   (including literacy) is the formulation of comprehensive
   policies related to national priorities.

3. In view of the need for permanent provisions for adult
   education, governments should take a long-term view
   and establish the necessary institutions and structures.

4. To meet the diversified needs of adults, a wide range
   of provisions1/ must be made by various organizations
   and at different levels.

5. Coordination should not seek to impose uniformity; rather,
   it should aim at linking educational activities with
   the solutions of the problems of the nation and the
   individual.

6. Such coordination may be achieved through national boards
   and councils and appropriate committees at various
   levels. Institutes of adult education and adult education
   associations also have a vital role.

7. An appropriate human resource development component,
   which in many cases may be functional literacy, should be
   an integral part of any development project.

8. Documentation and information services play a key part
   in the overall structures of adult education, as they
   provide access to both national and international
   experience.

1/ including counselling services

9. In view of the increasing amount of material becoming available about functional literacy, largely through the Experimental World Literacy Programme, universities should consider their opportunities and responsibilities in this field of research and study.

10. To exploit the potential educational value of mass media, adequate provisions should be made for the training of technical and professional personnel, especially scriptwriters and programme producers.

11. Governments can by removal or reduction of licence fees and duties bring radio and other media within reach of more people.

12. The experience gained in functional literacy methodology appears to be highly relevant for the renovation of formal school education.

13. Any policy for the education of children should take into account the decisive role played by the parents, and the multiplier effect of adult education in this matter should be realized.

14. There is little value in providing rudimentary literacy skills only. Programmes must be conceived which enable the learner to utilize and develop the skills acquired.

15. The identification of the learning needs of the adult in the context of his environment must be a primary concern in the design of any programme of functional literacy, and the adult learner should himself be involved in this process.

16. The transition from small- to large-scale functional literacy programmes presupposes concrete programmes developed in the light of initial surveys and studies, detailed plans of action, and adequate institutional basis and effective adult education infrastructures. Results and findings of the evaluation of pilot experimental projects should be taken into consideration.

17. The best strategy for achieving universal literacy in a country may well be to proceed with the functional approach stage by stage, meeting the demands that manifest themselves whether from geographical areas or occupational groups.

18. Governments should endeavour to create a positive
atmosphere for the participation and commitment
of individuals and social groups to programmes of
functional literacy so that they realize their
significance for personal and national development.

19. Before deciding on language(s) to be used in func-
tional literacy programmes, consideration should be
given to pedagogical, economic, cultural and political
implications.

20. Literacy classes are not enough to ensure continuing
literacy. Village libraries, rural newspapers and other
reading matter as well as facilities for continuing
adult education are essential to create an environment
in which it is meaningful to acquire, retain and
develop literacy skills.

21. Booklets in which certificates for various types and
levels of educational attainments can be entered are
preferable to the present single certificate system
often used in literacy programmes, since such booklets
better sustain motivation for continuing education.

22. The unique potential of the African Adult Education
Association and other regional and international
associations in promoting and strengthening pro-
fessional and regional cooperation in adult education,
should be recognized.

23. Country programming exercises provide new opportunities
for governments to seek external aid for adult education,
including functional literacy. Adult educationists
should be associated with the preparation of such pro-
grammes.

24. The understandable wish to achieve immediate results
should not cause providers of external aid to lose sight
of the need to develop permanent institutions and
structures on which future developments depend.

25. World Bank, UNDP, and other aid giving multilateral and
bilateral agencies are urged to give very high priority
while considering proposals for assistance to develop-
ment programmes with which adult education and functional
literacy components are integrated.

26. The conditions for international standardizations
of statistics and data on literacy (traditional and
functional) should be studied in order to enable
intra-national and international comparisons.

27. In view of the increasing role of adult education in
development, counselling services for adult learners
should be set up to help them identify their needs
and future opportunities.

28. Governmental and non-governmental organizations
should take advantage of the documentation facilities
and information services provided by the international
and regional information centres.1/

29. Adult education including adult literacy should form
a significant part of the curriculum in teacher train-
ing colleges and university courses in education.

30. The Symposium appreciates the results and conclusions
arrived at and thanks the organizers of the meeting.
It recommends that similar meetings take place in
other regions.

1/ Such as the International Institute for Adult Literacy
Methods (I.I.A.L.M.), the Regional Centre for Functional
Literacy in Rural Areas for the Arab States (ASFEC)
and the Centro Regional de Educación Funcional para
America Latina (CREFAL).

7. EVALUATION

In order to determine to what extent a meeting of this
sort in Berlin can in effect be an adequate instrument of
development policy and furthermore to obtain criteria for
the improvement of methods, a brief evaluation was carried
through by means of interviews held with the participants
from abroad at the beginning and at the close of the Sym-
posium.

EVALUATION

Helga Rudinger

With regard to frequency of participation in similar
meetings the participants in this Symposium had taken part
relatively often in such conferences.

Satisfaction at having participated in the Symposium was
relatively high at the close of the meeting (only two par-
ticipants were not satisfied). It was felt that good ideas
had been exchanged and that a number of valuable proposals
for follow-up measures and future cooperation had been ini-
tiated.

Concerning the effects of the Symposium, most of the par-
ticipants felt that much would depend on their own activi-
ties, and they were hoping for further help from the orga-
nizers. Only three participants expected no further actions
after the Symposium.

At the start of the Symposium most of the participants
were quite satisfied with the programme, and at the close
of the meeting satisfaction was again expressed. The par-
ticipants emphasized in particular the high value of the
personal contacts made.

The bilingual composition of participation was accepted
in general; regret was expressed that the Francophone group
was so small. It was felt that more participants, mainly
from other African countries, should have been invited.

Half the participants felt that the time allotted them
for the reading of papers had been sufficient; the rest of
the participants found the time too short.

One third of the participants were of the opinion that
there had been too little free time at their disposal; the
other participants were satisfied with the scheduled free
time.

It was the general consensus that a Symposium was a good
vehicle for reaching a defined aim such as this meeting had
had.

With regard to the organization of the Symposium, there
was approval in general. However, a number of areas for im-
provement were mentioned: the programme was too crowded;
the organizing staff was overburdened with work; the cul-
tural programme was too short; the supporting service was
not fully satisfactory.

As to the location of the Symposium in Berlin, opinion
was equally divided. Half the participants felt that Berlin
was a suitable place, the rest would have preferred a loca-
tion in a developing country. None of the participants
changed their opinion in this respect during the course of
the Symposium.

One third of the participants felt that they had not had
enough time to become acquainted with Berlin. The remaining
two thirds were quite satisfied with their Berlin visits.

- 181 -

8.   PROGRAMME

PROGRAMME

__Tuesday, 14 August__

Arrival

__Wednesday, 15 August__

10 a.m.   Welcome addresses and opening
                           of the Symposium by

                           Dr. Erika Wolf, MP, Vice President,
                           Board of Trustees, German Foundation
                           for International Development

                           Keynote lecture:

                           "Functional Literacy Projects
                           In the Context of Adult Education.
                           Results and Innovative Effects"

                             Mir Husain, UNESCO, Acting
                             Director, Literacy Division

                           Discussion

                           Introduction to the programme
                           and papers of the Symposium

                             Dr. Josef Müller, German
                             Foundation for International
                             Development, Education and
                             Science Branch

3 p.m.   Individual reading of country
                           reports and working papers

__Thursday, 16 August__

Section 1:   __Information and Problem Identification__

9 a.m.   Hearing of country reports
                           (implication of the experiences
                           of pilot projects for large scale
                           programmes of adult literacy)

3 p.m.   hearing of country reports (contd)

7 p.m.   Reception given by Dr. Erika Wolf
                           at Villa Borsig

Friday, 17 August

9 a.m.	hearing of country reports (contd)
Afternoon	'ree

Saturday, 18 August

9 a.m.

"The Paulo Freire Method of Conscientization and Literacy"

Introduction by
Rogerio de Almeida Cunha,
Presently University of Münster,
Germany

Discussion

11 a.m.

Constitution of three working groups. Discussion of the catalogue of problems

1. Functional literacy in the "ont." of life-long education

    ...man: Prof. E. A. Tugbiyele, Nigeria

2   'ont' s and methods of
      ...onal literacy and their
    .implications for staffing

    Chairman: Z. Mpogolo, Tanzania

3. Planning and organization of functional literacy

    Chairman: Paul Bertelsen, UNESCO

3 p.m.   Working groups (contd)

5 p.m.   Plenary session: catalogue of problems (final version)

Sunday, 19 August

10 a.m.   Sightseeing tour of Berlin

Monday, 20 August

Section 2:   Problem Solution

9 a.m.   Working groups (contd)

3 p.m.   Working groups (contd)

Tuesday, 21 August

9 a.m.   Functional literacy in the context
                         of life-long education

                         Introduction to the plenary
                         discussion by Prof. E. A. Tugbiyele

                         Plenary discussion (contd)

3 p.m.   Contents and methods of functional
                         literacy and their implications
                         for staffing

                         Introduction to the plenary
                         discussion by Z. Mpogolo

                         Plenary discussion (contd)

Wednesday, 22 August

9 a.m.   Planning and organization
                         of functional literacy

                         Introduction to the plenary
                         discussion by Paul Bertelsen

11 a.m.   Lecture:

                         "Documentation and International
                         Exchange of Experiences in the
                         Field of Functional Literacy"

                         Dr. Ahmed Fattahipour, Acting
                         Director, International Institute
                         for Adult Literacy Methods,
                         Teheran

                         Discussion

Afternoon   Free

<u>Thursday, 23 August</u>

9 a.m.   Meeting of the three working groups

3 p.m.   Working groups (contd)

<u>Friday, 24 August</u>

9 a.m.   Drafting committee session

3 p.m.   Visit to museums

<u>Saturday, 25 August</u>

9 a.m.   Plenary session: findings of the
                            working groups; proposals and
                            recommendations of the Symposium

2 p.m.   Summarizing lecture:

                            <u>"Implication of the Experiences
                            Gained from Pilot Projects for
                            Large Scale Programmes of Adult
                            Literacy in Context of Adult
                            Education"</u>

                               J. C. Cairns, UNESCO, Director,
                               Adult Education Division

4 p.m.   Close of the Symposium

9. LIST OF PARTICIPANTS

9. LIST OF PARTICIPANTS

I.   Delegates from African and Asian Countries

ETHIOPIA

1. A B E J E, Haile Yesus
    Assistant Minister
    Department of Elementary
    and Adult Education
    Ministry of Education
    and Fine Arts
    POB 1367
    Addis Ababa

2. G O B E N A, Merga
    National Director
    Work Oriented Adult
    Literacy Project
    POB 2269
    Addis Ababa

IRAN

3. B A Z A R G A N, Farideh
    Literacy Researcher
    International Institute for
    Adult Literacy Methods
    POB 1555
    Teheran

4. F A T T A H I P O U R, Dr. Ahmed
    Acting Director
    International Institute for
    Adult Literacy Methods
    POB 1555
    Teheran

IVORY COAST

5. N N E B E - A G U M A D U, Samuel
    Responsable des pays anglophones
    Institut Africain pour le
    Développement Economique
    et Social (INADES)
    BP 8008
    Abidjan

6. D I A R R A L A S S I N A
    Directeur de la Jeunesse et des
    Activités Socio-Educatives
    Ministère de la Jeunesse,
    de l'Education Populaire et des Sports
    BP 4051
    Abidjan

MALI

7. T R A O R E, Bablen
    Chef du Centre de Production
    Direction Nationale d'Alphabétisation
    Fonctionnelle du Mali
    BP 62
    Bamako

8. T R A O R E, Boubacar Mahamane
    Directeur du Journal "Kibaru"
    BP 24
    Bamako

NIGERIA

9. T U G B I Y E L E, Prof. Emmanuel Akande
    Director
    Continuing Education Centre & Deputy Vice-Chancellor
    University of Lagos
    Akoka, Lagos

SOMALIA

10. S C H I F F, Hans-Peter
     National Adult Education Center
     POB 1032
     Mogadishu

11. S U L E I M A N, Mohamud Aden
     Head of Curriculum Unit
     Ministry of Education
     POB 716
     Mogadishu

TANZANIA

12. M B U N D A, Daniel
     Director
     Institute of
     Adult Education
     POB 20679
     Dar-es-Salaam

13. M P O G O L O, Zakayo Joseph
     National Deputy Director
     Work Oriented Adult Literacy
     Pilot Project
     Lake Regions,
     PoB 1141
     Mwanza

14. N D O N D E, Emil
     Personal Assistant to the
     President attached to
     TANU Headquarters
     POB 9151
     Dar-es-Salaam

<u>TUNISIA</u>

15.   B E L   H A D J, Romdhane Mohamed
      Organisation Tunisienne pour l'Education
      et la Famille (OTEF)

      Directeur
      de l'Institut Bourguiba
      School des Langues vivantes
      Annexe de Nabeul
      161, Rue en-Nouzha
      Nabeul

16.   M O H A M E D El-Chêrif
      Chef de Section à la Division de
      l'Enseignement pour Adultes
      Ministère des Affaires Sociales
      Tunis

<u>ZAMBIA</u>

17.   K A K O M P E, Burton Kasope Mulemba
      Zambian Adult Education
      Advisory Board
      POB 495
      Ndola

18.   A H M E D, Mustaq
      Unesco Adviser
      Department of Community Development
      Fidelity House
      POB 1958
      Lusaka

II. Experts from U N E S C O Headquarters

19. B E R T E L S E N, Paul H.
Adult Education Division
Place de Fontenoy
Paris 7^e

2o. C A I R N S, John C.
Director
Adult Education Division
Place de Fontenoy
Paris 7^e

21. H E N Q U E T, Pierre
Chef,
Methodology and
Evaluation Unit
Literacy Division
Place de Fontenoy
Paris 7^e

22. H U S A I N, Mir Moazam
Acting Director
Literacy Division
Place de Fontenoy
Paris 7^e

III. Consultants

23. DE A L M E I D A C U N H A, Rogerio
presently
University of Münster
Klosterstraße 85
44 Münster

BEST COPY AVAILABLE

24.　D O L F F, Helmut
　　　Direktor
　　　Deutscher Volkshochschulverband e.V. (DVV)
　　　Heerstraße 1oo
　　　53 Bonn/Bad-Godesberg

25.　S A R A F, Dr. Somnath
　　　Unesco Chief Technical Adviser
　　　Functional Literacy Project
　　　UNDP
　　　POB 5
　　　Kabul

26.　B A K R I, Dr. Bashir
　　　Director
　　　Regional Centre for
　　　Functional Literacy
　　　in Rural Areas for the
　　　Arab States (ASFEC)
　　　Sirs-el-Layyan/Menoufia
　　　EAR

IV.　Participants from the Federal Republic of Germany

27.　D I A S, Dr. Patrick V.
　　　Abt. Erziehungspolitik und
　　　Bildungsplanung
　　　Arnold Bergstraesser Institut
　　　Erbprinzenstraße 18
　　　78 Freiburg

28.　E S S E R, Dr. Klaus
　　　Deutsches Institut für Entwicklungsplitik (DIEP)
　　　Frauenhoferstraße 33 - 36
　　　1 Berlin 1o

29.　F Ä H N E L, Heiko
　　　Bundesministerium für wirtschaftliche
　　　Zusammenarbeit (BMZ)
　　　Friedrich-Ebert-Allee 114
　　　53 Bonn

30. K E W E L O H, Werner
Leiter der Fachstelle
für Erwachsenenbildung in
Entwicklungsländern
Deutscher Volkshochschul-Verband e.V. (DVV)
Heerstraße 1oo
53 Bonn - Bad Godesberg

31. M U S T O, Dr. Stefan
Deutsches Institut für Entwicklungspolitik (DIEP)
Frauenhoferstraße 33 - 36
1 Berlin 1o

32. N I E M A N N, Uta
Oberregierungsrätin
Bundesministerium für wirtschaftliche
Zusammenarbeit (BMZ)
Friedrich-Ebert-Allee 114
53 Bonn

33. W I E G M A N N, Werner
Ministerialrat
Bundesministerium für wirtschaftliche
Zusammenarbeit (BMZ)
Friedrich-Ebert-Allee 114
53 Bonn

34. W O L F, Dr. Erika, MdB
Vizepräsidentin des Kuratoriums der
Deutschen Stiftung für Internationale
Entwicklung
Bundeshaus
53 Bonn

V. Observer

35. G O L B A D Y, Gholam-Hossien
Vice Secretary-General
Iranian National Committee
for the Combat Against Illiterate
Av. Kharadmad-Chomali Comité National
Alphabetism 133
·Teheran

Staff of the German Foundation for International Development

Simrockstrasse 1
5300 B O N N

        D A N C K W O R T T , Dr. Dieter
        Head of Education, Science and
        Documentation Division

        M Ü L L E R , Dr. Josef
        Education and Science Branch

        N E U , Annette
        Education and Science Branch

        H E L B I G , Ingrid
        Education and Science Branch

Villa Borsig
Berlin-Tegel

        B L O S S E Y , Helga
        Seminar Centre for Economic
        and Social Development

        H E I T M A N N , Peter
        Seminar Centre for Economic
        and Social Development

Evaluator

        R U D I N G E R , Helga
        Kapellenstrasse 23
        5300 Bonn

Interpreters

I S V A R A N , Gauri
Goethestrasse 72
1 Berlin 12

M E I S S N E R , Barbara
Fuggerstrasse 9 - 11
1 Berlin 30

M E L Y , Josiane
Postfach 12
69 Heidelberg

STRÜVER-KOPPELMANN, Ingeborg
Eschenstrasse 4
1 Berlin 41

W E H I K , Eda
Fuggerstrasse 9 - 11
1 Berlin 30

BEST COPY AVAILABLE

10. DOCUMENTATION

10.1. Country Reports

- Ethiopia   - Somalia
- Iran   - Tanzania
- Ivory Coast   - Tunisia
- Mali   - Zambia
- Nigeria

10.2. Synthesis of the Country Reports

10.3. Bibliography

BEST COPY AVAILABLE

10.1 Country Report
    E t h i o p i a
    (Short version)

I. <u>Introduction</u>

   The Literacy Programme in Ethiopia has about two
decades of history. His Imperial Majesty Haile
Selassie I issued a proclamation on 13 November 1955
through which he inaugurated the publicly financed
Adult Education and Literacy Programme in Ethiopia.
The proclamation declared:

   "We charge every illiterate Ethiopian between the
age of 18 and 50 to learn in the time left over from
his daily tasks, such fundamental education as will
enable him to know Amharic reading and writing, either
at school, government or private, existing in his
neighbourhood, or by employing a private teacher in
his respective village or district."

   This became the cornerstone of national policy and
the Ministries of Education, National Community Develop-
ment and Social Affairs, Police Force and the National
Army as well as other organizations like the Ethiopian
Orthodox Church, Yemissrach Dimts, Sudan Interior
Mission, YMCA and Women's Social Welfare Associations
dedicated themselves to the cause of literacy along the
National Literacy Campaign. The vision of His Imperial
Majesty Haile Selassie I thus ushered in the beginning
of the adult education movement on Ethiopia.

   The main features of the general literacy programme
are:

1. imparting the skill of reading, writing, and
   numeracy to illiterate adults - both male and
   female;

2. imparting the knowledge of Amharic for comprehension
   and communication;

3. developing the knowledge of literacy for solving
   problems of daily living;

4. associating government and non-government voluntary
   agencies to achieve the objectives of mass education.

This programme continues and provides the base for
guidance and coordination for adult literacy and adult
education in the country. Furthermore, a Work-Oriented
Adult Literacy Project was initiated by the Imperial
Ethiopian Government in collaboration with UNESCO/
UNDP(SF) in 1968 which gave a new direction to functional
adult literacy.

The main features of functional literacy are as follows:

1. Literacy programmes must be incorporated with plans
   of economic and social development;

2. Literacy work must begin among those population groups
   whose motivation is the strongest and who have the
   greatest need to become literate, both in their own
   advantage and to the advantage of their country;

3. Literacy programmes should be preferably linked to
   economic priorities and carried out in areas undergo-
   ing rapid economic expansion;

4. Literacy work must form an integral part of the
   educational planning and structure of each country;

5. The financial cost of functional literacy (the term
   given to this new approach) would be covered by
   diverse public and private resources together with
   investments;

6. Literacy programmes in this new type should be
   related to the pursuit of economic and social object-
   ives, e.g. increase of manpower output, production
   of food stuffs, industrialization, social and
   professional mobility and diversification of the
   economy, etc.

This new approach is thus functional in its overall
purposes and work-oriented in its specific direction
which aims at helping the individual adult to improve
his status in the sphere of earning a living as well as
his style of life with particular reference to his needs
for better health, better civic and social relationships,
and a richer sense of well-being.

II. Provision in the Third Five Year Plan

   The National Literacy Campaign, under the direction
of the National Council of Literacy and assisted by
bilateral and multilateral organizations and other
voluntary agencies, and the Ministry of Education and
Fine Arts, will provide facilities for adult education.
Over 3 million adults are to become literate during
the plan period through specially designed programmes
and the use of mass media. The Ministry of Education
will be responsible for developing basic teaching and
reading materials, while pamphlets of interest to a
largely rural population will be published with the
aid of other agencies of the government. The Ethiopian
News Agency will also make simple newspapers available
for circulation as the number of new literates increases.
Another 128,000 adults in specially selected development
areas are to receive a work-oriented programme assisted
by UNDP. The pilot project will give much needed
experience in functional literacy work which can be
fed into the larger programme at a later stage.

A. Literacy Policy

   It is thus evident that illiteracy is considered
a major problem in Ethiopia by educationalists
sociologists, economists and planners. Literacy is
viewed as an important element in economic and
social development. The question of a prerequisite
or precondition is not very pertinent in the
Ethiopian context, as it is considered that literacy
and socio-economic development must go together.

   It is also clear from the preceding account that
adult literacy education is integrated into national
plans for education and the plans for the Fourth
Five Year Plan include a coverage of about 645,000
adults to be made literate through the general

literacy programme and about 425,000 through the funct-
ional literacy programme. These goals are believed to
be realistic and are within the financial resources of
the country as envisaged at present.

Literacy in Ethiopia is not considered merely as a
way of making up for insufficient primary education, but
rather as a way enabling the adult to meet the needs
and challenges of life in the society and thus it is
viewed as a way of socio-economic advancement.

The emphasis on planning adult literacy programmes
is on both the individual and the society, as such a
dichotomy is not very appropriate. However, there are
two kind of programmes in Ethiopia: the general
literacy and the functional literacy. The Education
Sector Review indicated the following as a matter of
policy:

"Work-oriented literacy training would be emphasized
and the various programmes would be evaluated to deter-
mine which are most effective".*

Ethiopia has a clearly stated national literacy policy
for the programmes of general and functional literacy.
For the former the approach is to achieve universal
literacy in stages or phases during the next three
decades. For the latter the policy is selected, as it is
aimed to go along with the projects of agricultural and
industrial development such as comprehensive develop-
ment projects and minimum package programme areas in
the agricultural sector and selected industrial estab-
ments in the industrial sector.

---

* Education - Challenge to the Nation, Report of the
  Education Sector Review, August 1972, Addis Ababa,
  Ethiopia, page IV-23

B. Coverage of Literacy Programmes

The general literacy programme is operative in all
the 14 provinces of the nation including Addis Ababa
with the organizational and financial support of various
voluntary agencies, church denominations and government
departments. The Provincial Literacy Officers select
literacy instructors, give them orientation, prepare
reading materials and supervise literacy classes.
At present about 225,000 adults are currently attend-
ing these literacy classes. In the functional literacy
over 28,000 adults are currently enrolled and it is
expected to have about 50,000 persons enrolled in the
coming year. The demand exceeds the supply as in some
urban towns there is a shortage of classes because
there are other adult evening programmes. In many rural
areas there is a shortage of suitable instructors.
Besides the financial requirements for the whole
illiterate adult population of the country cannot be
met all at once. The programme has, therefore, to be
phased in suitable stages.

These classes are not evenly distributed throughout
the country. They are clustered in urban and semi-urban
areas and spread over in rural areas. Their location is
determined by the operational areas of working of the
voluntary agencies and concerned government departments.
The functional literacy programme is located in selected
sub-projects where a specific development programme is
being implemented, e.g. WADU (Wolamo Agricultural Develop-
ment Unit), Minimum Package Programme areas in Jima/
Agaro, and selected factories in the industrial
belt. It is proposed to develop it along these lines
in new development projects. More men attend literacy
classes in rural areas than do women. In factories
their number is somewhat evenly distributed, taking into
consideration the sex composition of the labour force.

C. Administration of Literacy Activities

The Ministry of Education and Fine Arts has a Division
of Adult Education and Literacy with a Director-General
as its head. He has an associate and an office staff
at the headquarters and Provincial and Awraja (sub-
province) literacy officers to assist him in the pro-
gramme. In addition, the literacy officers have super-
visors according to the number of classes operating in an
area.

The Literacy Division plans and coordinates the pro-
grammes with other government departments, church organ-
izations, and voluntary agencies. A national Literacy
Campaign Organization operates to augment and channelize
resources for the implementation of the programme. There
is a national coordination committee for adult literacy
and adult education.

The Work-Oriented Adult Literacy Project which has been
operating for about the last four years and a half, has a
National Director for the Project. He is advised by the
Chief Technical Adviser who is the leader of a team of
international experts provided by UNESCO (UNDP/SF) and
other cooperating international agencies. About 50
national full-time specialists and 36 other staff members
assist the National Director in the implementation of the
programmes of the project.

The Project has an inter-ministerial Executive Com-
mittee which meets from time to time and guides the work-
ing of the project. Besides this, the National Director
and the Chief Technical Adviser keep in close personal
touch with senior officers of the concerned ministries
and the specialists and chiefs of the associated UNESCO,
FAO and ILO projects for cooperation and coordination.

BEST COPY AVAILABLE

Active cooperation has been maintained with the UNDP
Resident Representative and the Chiefs of Mission of
UNESCO, FAO, ILO, and other international organizationes
in facilitating project activities.

At the sub-project level, coordination between WOALP
and other local agencies is maintained via governors
and provincial education officers while cooperation is
secured with specialized agencies such as CADU and WADU
through project liaison officers and professional meet-
ings.

The activities of the Work-Oriented Adult Literacy
Project are developed by the following sections:

<u>Methods and Materials</u>. Supported by about 6 - 7 national
specialists and technicians, this section collects tech-
nical material form other national and international
specialists and prepares reading materials - both primers
and follow-up materials for the participants of the
programme in simple language and pedagogic methods in
order to facilitate effective learning.

<u>Mass Media Coordination</u>. It prepares audio-visual aids
like posters, photographs, films, slides, and other
communication media such as newsletters, wall newspapers
and also provides technical guidance in the illustration
and presentation of the reading materials.

<u>Training</u>. This section plans, organizes and supervises
the training of instructors, supervisors and training
and briefing of other personnel about the programme.
It prepares manuals and guidelines for the sub-project
staff who also implement a decentralized programme of
training.

<u>Literacy</u>. It plans, organizes and supervises the actual
programme of training and coordinates the teaching with
the other sections such as agricultural extension,
cooperatives, home science, industrial/vocational train-
ing and cottage industries, etc.

<u>Agricultural Extension</u>. The section plans demonstrations
in improved techniques of agricultural production and
helps in preparing educational materials related to agri-
culture. It organizes field days and conducts lectures
and discussion groups on agricultu.   opics. It helps
in the distribution of inputs for be_.er farming and inte-
grates all their efforts with the teaching of literacy
and numeracy skills.

<u>Home Economics</u>. It provides technical material to the
material production section and plans, guides and super-
vises the programme of functional literacy integrated
with family living education and nutrition. It holds
demonstrations and works with the mass media section
for preparation of audio-visual aids appropriate to
women work.

<u>Cooperatives</u>. It works with agricultural, industrial
and home economics as well as evaluation, training and
other sections and related government departments for
cooperative member education. Provides farm inputs and
develops local initiative and leadership. It helps in
preparation of books, posters and other audio-visual
aids.

<u>Industrial/Vocational Training and Cottage Industries</u>.
These sections provide the technical materials for books
and audio-visual aids and organize pre-vocational and
cottage industries training programmes.

BEST COPY AVAILABLE

Evaluation. A built-in evaluation programme is essen-
tial for an experimental project. The evaluation section
conducts surveys and studies with a view to collecting
data for programme support, observe the working of the
programme to provide feedback, collect and maintain data
for reporting and conducts studies for the measurement
of change. It assists other sections to organize research
on specific aspects and helps in conducting quizes, tests
and examinations.

The evaluation section prepared about 24 reports on
surveys on programme planning, process studies, measure-
ment of change, etc.

All these sections work as a team under the guidance
of the National Director and the Chief Technical Adviser.
Even when the project is phased out these national
specialists working in these sections will be working on
their specialities with the Division of Adult Education
and Literacy providing trained and experienced technical
support.

D. Financing

In 1970/71 revenues to meet education expenditures
accounted for in this report were derived from four
sources as follows:

- Ministry of Education and Fine Arts which provided
  Eth. $ 68 million, including $ 62.5 million to meet
  recurrent expenses for schools, adult literacy pro-
  grammes, administration and miscellaneous purposes
  and Eth.$ 5.5 million for capital expenditure:

- Other Imperial Ethiopian Government agencies which
  provided $ 16.6 million to meet recurrent and capital
  needs of HSIU, Antiquities Administration, National
  Community Development, Agricultural Institutes and
  other purposes:

BEST COPY AVAILABLE

- Local sources which provided an estimated Eth. $?.5 million for education purposes:
- External grants which provided an estimated Eth. $ 3.4 million for recurrent and capital expenditures of elementary and secondary schools, adult education, and educational television.

Sources of Funds Spent on Education (1970/71 - 1963 EC)

	Eth. $ (in millions)
Ministry of Education and Fine Arts	68.0
Other Imperial Ethiopian Government Agencies	16.6
Sub-total Central Government	84.6
Local Resources	2.5
External grants	3.4
Total	90.5

It was estimated that in 1970/71 an additional $ 50 million was spent for various schools such as military academy, hotel training institution, public health training schools, police college, etc.

In 1970/71, Central Government education expenditures of $ 84.6 million constituted 19.3 percent of the total government resources of $ 439 million. In 1970/71 the Ministry of Education reported expenditure of $ 526,865 for adult educational programmes, which consisted chiefly of literacy training.

Moreover provinces and municipalities support literacy in cash and in kind. The earlier mentioned non-governmental organizations also provide financial support to literacy education. The extent of this financial support would be about half a million dollars.

Adult do not pay to attend literacy classes; some-
times they purchase teaching materials and sometimes they
get them free.

According to the report of the Education Sector Review,
the cost of making an adult literate through adult literacy
education ranges from $ 5.65 to $ 18.33.

Planned requirement for literacy in the next five years
will be as follows:

Funds Required for the Fourth Five Year Plan

The total provision required for adult education and
literacy will, therefore, be as follows:

	Eth. $
General adult literacy	8,160,000
Work-oriented adult literacy	7,956,250
Continuing adult education	1,500,000
Administrative overhead on the national and provincial levels in-cluding travel, evaluation and supervision	2,160,000
Total	19,776,250

The cost per adult in general adult literacy will be
Eth. $ 17.65 and in functional literacy Eth. $ 18.92.
The higher cost of functional literacy is due to the
application of inputs for higher productivity, pre-
paration of technical reading materials and special
primers, follow-up books, integrated training of instruc-
tors, demonstrations, closer supervision and higher rate
of pay to the instructors provided with integrated training.

E. Teachers (Organisers) Administrators

Teachers are volunteers, including dressers, hospital
staff, students and school teachers in case of missionary
organisations. The Ministries of Education and Fine Arts,
National Community Development, even though desiring to
pay, largely depend upon voluntary teachers for running
the literacy classes. In case of the Police and Armed
Forces the situation is better structured. The educated
members of the staff teach the illiterates as a part of
their official duty either within their duty hours or
sometimes even in addition to their duties. No payment is
made in their case.*

As to the Work-Oriented Adult Literacy Project, the
following are the criteria for selecting instructors:

1. physical fitness - appearance, voice, age (above 16
    years)
2. educational background - grade six or above
3. experience
4. language - knowledge of Amharic and local vernacular
             - Amharic comprehension and expression
5. teaching attitude and interest
6. experience of local socio-economic problems and develop-
    ment programmes.

In the agricultural sub-projects the instructors are
selected on the above mentioned criteria from the same
community whereas in the industrial sectors the instructors
are selected among the factory workers.

For the general literacy programme, the Ministry of
Education pays Eth. $ 40to 60 per course to instructor.

---

*   WOALP, Experience Survey (National Literacy Efforts),
    B.N. Singh and Abraham Ghermazion, 1969, Addis Ababa,
    p. 4

The WOALP instructors are paid Eth. $ 20 per month
if they teach three days (two hours a day) per week or
$ 30 per month if they teach five days (two hours a
day) per week.

The WOALP instructors receive pre-service and in-
service training and refresher courses.

Over 1,000 instructors benefit from such training
annually, and all the functional literacy officers are
responsible for this training. Adult literacy education
is not included in the curriculum of any teacher training
institutions, but there is an attempt to do so.

The WOALP Mass Media Coordination Section, besides
other main tasks, uses radio, newsletters, wall newspapers,
slides, photographs, filmstrips, posters and charts to
help in the teaching and training of instructors.

The provincial literacy officers and literacy super-
visors supervise the work of literacy instructors.

One to twelve month training and leadership courses
were given for organizers, supervisors and administrators
of literacy education activities in Israel, West Germany
and Demark. About four to six people receive such training
each year. All of those so trained are now engaged in
adult literacy activities in the country.

Training though fellowships and seminars was arranged
in 1969, 1970, 1971 and 1972 to the national counterparts
of the WOALP in USA, Sudan, France, Iran, Italy, Tanzania
and Israel.

A briefing seminar (25 to 27 May 1969), a training
seminar (16 to 18 November 1970) and a Writers' Workshop
(18 to 20 December 1972) were held at the WOALP Head
Office in Addis Ababa.

An International Seminar for Functional Literacy Spe-
cialists was held from 29 April to 12 May 1970 in Addis
Ababa.

F. Teacher Environment

Literacy classes are held at schools, churches and church
compounds, centres specially built for literacy activities,
community halls, private houses donated by local people,
houses rented by participants and factories.

For the general literacy programme classes are mostly
held in the evenings, within school premises.

The WOALP agricultural classes are held in the day-
time according to the convenience of participants whereas
the classes in the industrial establishments are held in
the evening.

There is an evidence that the location and scheduling
of literacy classes affects the performance of teachers as
well as that of participants. This has been explained in
many reports and steps were taken immediately to remedy
the situation.

G. Pedagogical Approach

The general literacy programme primer favours the Lau-
bach associated system whereas the functional literacy
(WOALP) primers favour the eclectic method in which the
sentences are read globally and the letters are extracted
from the key words. Furthermore, with the letters already
studied new words can be built. Both reading and writing
are equally emphasised and they go together. Arithmetic
is considered a part of adult literacy education and the
teaching method used is traditional based on the materials
and necessities of the occupational groups.

According to the general literacy programme 160-200
hours of teaching are considered necessary to make an
adult permanently und usefully literate and 300-400 hours
of teaching are envisaged to be adequate for the functional
literacy programme participants.

There is a diversity of programmes for the WOALP.
These are agricultural, cottage industry, industry and
home economics or family living education programmes.
These programmes incorporate practical activities like
row planting and contour ploughing, improved seed,
fertilizer, etc., for the agricultural programme partici-
pants, vegetable gardening and making of latrines for the
home economics participants.

H. Teaching Materials

The general literacy programme teachers use the Ministry
of Education Adult Education and Literacy Syllabus. The
objectives and courses are outlined in the literacy
syllabus. The materials do not vary according to group of
learners.

The literacy instructors of the WOALP use different
primers for different occupational groups, and charts,
flash cards, posters, wall newspapers and different follow-
up materials for different programmes. These materials are
produced by the project (WOALP). The teaching materials
available at the present time are considered to be adequate.
Since the nature of the Work-Oriented Adult Literacy Project
is experimental, several kinds of materials are used for
comparison to locate appropriate materials and methods
for future use.

Printed materials such as guidebooks for every primer
and illustrative materials for both primers and follow-up
materials, leaflets, pamphlets, flash cards, posters and
charts are used to aid teachers of functional literacy
classes.

Radio, cassettes, tape records, films, filmstrips, slides,
flannel board, blackboard and photographs are used in the
teaching of Work-Oriented Adult Literacy.

I. Research

(see Evaluation (C))

J. Follow-Up to Literacy Education

Reading materials like books and pamphlets are available
for new literates. These reading materials are linked with
agriculture, vocational training, health, hygiene and nutrition,
family living education, cooperatives, civics, economic and
social development. These materials are sold and the average
new literate can purchase them. The new literates have access
to mobile libraries.

There is a special scheme for promoting reading and writing
and providing reading materials to new literates. The mass media
coordination section has started issuing wall newspapers to
each sub-project and also a new newsletter comprising all the
news from the different areas. It is more or less a comprehen-
sive summary of the wall newspapers.

K. Continuing Education

In Ethiopia adult literacy education is considered as an
integral part of adult education activities. Other educational
programmes are also provided for illiterate adults. There are
agricultural demonstrations on the field, film shows, and
radio programmes. There is an evidence that these have encour-
aged attendance of literacy classes.

The only means that are available to the new literate to
continue his education is the general education which is
based on the curriculum of the regular school system. Continu-
ing education is available more in the urban areas than in
the rural areas to new literates. About one fourth of adult
literacy class participants may pursue their education once
they become literate.

L. Integration of the Functional Literacy Programme with the National Literacy Programme

The main purpose of the Work-Oriented Adult Literacy Project was to train personnel for functional literacy programme at all levels and to experiment with methods and materials aimed at socio-economic development. These objectives will be achieved to a great extent during the life of the project proposed to be extended up to the end of December 1974. However, the basic goal of the project is to integrate the methods and materials as well as the organizational structure of the project with those of the National Literacy Organization and the general adult education work of the Ministry of Education. The expanding programme of literacy will, however, require more personnel at the national and provincial levels. Such international specialists as needed to help the proposed integration of the functional and general literacy programmes should be made available to the country to continue the goals of the fourth five year plan.

Books and audio-visual aids prepared by the WOALP should be further refined according to the needs of various provinces and programmes as strengthening functional component, experimentation, improvement and adjustment of such materials to local needs is a continous process, and hence the efforts in this direction must continue.

Adult literacy programme has made steady progress during the last 15 years from a modest beginning. Both general and functional literacy programmes continue to meet a basic need of the Ethiopian people. The programme should continue with a spirit of national commitment and it should be linked with community practicums located at the elementary, junior and senior secondary schools. It should, of course, be associated with existing and future development projects, so that adult literacy could become ultimately functional in the real sense and become an effective tool of socio-economic development of the country.

Country Report
I R A N

A. <u>The Need for Adult Literacy; Literacy Policy</u>

1. Adult illiteracy is considered as a problem in the
development of our country; for this reason many measures
are being taken so that illiteracy at the national level
will be eradicated over the next ten years (by 1983).
The following list shows the organizations involved
in the eradication of illiteracy:

a) General Literacy
    E x e c u t i v e O r g a n s :

    i) National Commision for Literacy Campaign
    ii) Ministry of National Education
    iii) Ministry of War
    iv) Ministry of Labour and Social Affairs
    v) Women's Organization
    vi) Ministry of Cooperatives and Rural Affairs

    O b j e c t i v e : To teach 3 R's (reading,
                        writing and arithmetic)

b) Functional Literacy
    E x e c u t i v e O r g a n s :

    i) Ministry of National Education
    ii) Ministry of Labour and Social Affairs
    iii) Ministry of Cooperatives and Rural Affairs

    O b j e c t i v e : To teach 3 R's and to introduce
                        new techniques in the jobs be-
                        ing carried out by the illiterates
                        so that they become sufficiently
                        qualified.

2. Literacy is viewed as an important prerequisite
for economic and social development especially in the
Fifth Development Plan of the country (1973 - 1978);
according to the Government's policies concerning

industrial development and mechanization of agriculture,
a need for the expansion of functional literacy is very
strongly emphasised.

3. Adult literacy is integrated into the national plan
for education. One of the objectives of the Fifth Develop-
ment Plan is to make literate 2,000,000 adults all over
the country. A special budget has been allocated for this
purpose and it is planned that the ministries involved
will train special staff to carry out this programme.

4. The main objective of literacy is to provide national
unity and to create a national spirit. Also, the literacy
campaign in Iran is considered as a means for making up
insufficient primary schooling, and as a component of the
socio-economic development plan.

5. The literacy campaign in Iran is both nationwide (teach-
ing of the three R's) and selective (functional literacy).
The campaign aims at raising the rate of literacy and
giving skill competency to the active population at the
technician level.

B. Overview of Present Adult Literacy Education

1. According to the latest statistics of the National
Committee (November 1972), the total enrolment of partici-
pants in literacy classes is:

        First Cycle (9 months) : 195,229
        Second "   "   "   :   91,425

The total enrolment of participants (initial and additional
registration) according to statistics provided by the
Functional Literacy Pilot Project up to June 1972 is:

        First Cycle (7 months) :   97,409
        Second "   "   "   :   24,799

Literacy classes are usually provided whenever the demand
is identified.

2. Literacy classes are usually distributed in urban
areas and in large villages. However, classes are not
held in villages with less than 250 inhabitants
(which amount to about 48,000 villages all over the
country).

3. Both sexes attend literacy classes, but in urban
centres women participants are predominant. Tho age
group ranges from 12 years to 45/50 years.

4. It is possible; however, there are no records available.

C. Administration of Literacy Activities

1. See information under A. 1.

From the beginning of 1971, the executive responsibilities
for literacy activities have been left entirely in the
hands of the ministries involved, and the national
committee is the only organization responsible for the
planification, elaboration and supervision of programmes.

2. Adult literacy is administered separately from other
adult education activities and formal education.

3. The role of private organizations is not significant.

4. Industrial private sectors within regions covered by
the National Development Plan are asked to provide lit-
eracy classes for their illiterate employees.

5. The National Committee is the only agent coordinating
literacy activities at the national level. This Committee
has a Governing Board comprised of H.I.M. the Shahanshah
as the President, and H.R.H. Princess Ashraf Pahlavi
as the Vice-President, together with the ministers of
respective ministries who are responsible for the
literacy campaign. The sub-committees working as the
executive organs are nominated at the local level.

D. Financing

1. (a) During the Fourth National Development Plan
        (1968 - 1973) around 20% of the National Budget
        was allocated to education as a whole, (3% of
        the GNP).

    (b) Due to the lack of a policy in adult education
        as such it is difficult to determine the alloc-
        ated budget.

    (c) 8.5% of the total budget for national education
        was allocated to literacy activities. Under the
        Fifth Plan (1973 - 1978) these allocations are
        to be substantially increased.

2. If there is any non-governmental financial contrib-
ution, it is on a voluntary basis and no study is
available.

3. Literacy Campaign has received, for example, printing
machine from Holland, technical and financial aids from
UNDP, UNESCO, FAO, ILO, etc.

4. The adults attending courses held by the National
Committee pay a small amount for their reading materials.
The participants of the Functional Literacy Project
receive their reading materials free of charge.

5. The average unit cost in the National Committee
is calculated to be around $ 26.00 for each new literate.
In the Functional Literacy Pilot Project the unit cost
per functionally literate adult (those who have succeeded
in final examinations) is estimated at around $ 74.00.

According to a comparative study[*] the unit cost per
student having attended primary school or Army of know-
ledge courses, is as follows:

---

[*] J. Hallak, N. Cheikhestan, H. Varlet, "The Financial
     Aspects of First Level Education in Iran", IIPE,
     Paris 1971.

	1st Year	2nd Year
Unit cost per student having finished 2 years of <u>primary school</u>	3,220Rls.	6,640 Rls.
Unit cost per student having finished 2 years of <u>Army of Knowledge</u>	2,500Rls.	4,720 Rls.

(76 Rials = $ 1.00)

E. <u>Teachers/Organizers/Administrators</u>

1. The National Committee for Literacy Campaign teachers are mostly primary school teachers. The Functional Literacy Pilot Project teachers are those who have either professional experience (technicians, or literate farmers) or pedagogical experience (primary or secondary school teachers).

2. The teachers' remuneration is:

National Committee : 400 Rls. (per new literate)

Functional Literacy
  Pilot Project : 65 Rls. (per hour : average teaching hours per month are 40)

3. Teachers' Training is:

National Committee : 40 sessions of training (1 1/2 hours per session)

Functional Literacy
  Pilot Project : 3 weeks training (5 hours per day)

Plus monthly discussion sessions with their respective supervisors.

4. Total number of teachers trained according to statistics of October 1972 is:

National Committee : 3,848 Men
                    6,296 Women
                    10,144

```
Functional Literacy
  Pilot Project          :   1,516 Men
                             1,779 Women
                             3,295
```

Training courses for adult literacy teachers are provided
by the respective ministries. Adult literacy education is
not yet a part of any teachers training institution's
curriculum.

5. In the Functional Literacy Pilot Project a micro-
experiment on the use of cassettes in the training of
farmer-teachers for general agriculture programmes was used
and positive results were observed.

6. The supervisors are usually selected from those who train
teachers.

7. The College of "Mamazan" is providing BA degree in
Educational Administration and Supervision. Most of the
graduates of this college are nominated as administrators or
supervisors of education in different regions of Iran.
Scholarships for universities or specialised institutions
abroad are available through international organizations
for the organizers of functional literacy programmes.

8. Most people who have received specialized training
are in some way engaged in adult literacy.

F. Teaching Environment

1. Literacy classes are held in:

```
National Committee      :   inside classrooms

Functional Literacy
  Pilot Project         :   either in classrooms or in
                            special rooms in a working area,
                            e.g. factory, farms, cooperatives.
```

2. Classes are usually held in the evenings after working
hours. According to a survey carried out by the National
Committee on the reasons for drop-out, one of the main
reasons frequently expressed was "inconvenient timing":

(being tired after a hard day's work, men usually
found it difficult to attend a class of one and a half
hours' duration).

G. Pedagogical Approach

1. In teaching reading to adults, the eclectic method
is applied in both the National Committee and the Func-
tional Literacy Pilot Project classes.

2. In the National Committee classes, the teaching of
three R's is emphasized, whilst in the Functional
Literacy Pilot Project classes, the teaching of three
R's plus professional skills are taught.

3. Three hundred and sixty to four hundred and fifty
hours, equivalent to fourth grade of primary school,
are considered necessary in order to make an adult
permanently literate

4. In the National Committee the programmes are diver-
sified according to rural and urban areas, but in the
Functional Literacy Pilot Project, programmes are
diversified according to the variety of socio-profession-
al needs of a given locality. (On the whole, there are
19 different programmes in Esfahan and Dezful.)

5. One of the main principles of functional literacy is
the integration of different socio-economic and cultural
components into teaching units.

6. In the Functional Literacy Pilot Project the combin-
ation of three R's teaching with professional skills
is largely realized.

7. The National Committee has prepared for Azarbaijan
(the Turkish speaking region of Iran) a primer on the
basis of common words in both Turkish and Persian
languages in order to familiarize the learner with
Persian, and to enable him to continue afterwards in
Persian which is the national language of the country.

8. Systematic tests and examinations are carried out by both the National Committee and the Functional Literacy Pilot Project at the end of each semester. Neo-literates receive a certificate on passing the final exams.

H. Teaching Materials

1. A variety of didactic materials are used in literacy programmes: e.g. charts, posters, primers, teacher guides, easy reading materials, etc. As a micro-experiment in the Functional Literacy Pilot Project's sugar-beet programme, a semi-programmed primer teacher guide for four sequences* was used.

2. A group of field specialist produce the teaching materials.

3. There is a permanent adjustment of didactic materials due to the results obtained through testing, evaluation, research and studies.

4. A teacher's guide is provided for each programme in both the National Committee and the Functional Literacy Pilot Project classes.

5. Mass media is not used directly for teaching literacy to adults, but mini-cassettes were used for farmer/teacher training in a micro-experiment of the Functional Literacy Pilot Project.

I. Research

1. Functional Literacy Pilot Project of Esfahan and Dezful is one of the first UNESCO World Experimental Pilot Projects.

2. The following institutes in Iran are carrying out research in the field of adult literacy:

- Institute of Social Studies attached to the University of Teheran:
- Research and Statistics Centre of the National Committee:

---

* A sequence corresponds to a teaching unit covering about one week (7 1/2 hours)

- Research and Evaluation Section of the Functional
  Literacy Pilot Project in Iran.

The studies carried out by the above-mentioned centres
cover the questions posed under this point in this
present questionnaire. The Final Report of the Project
(in nine volumes) is presently under print.

3. Little research has been carried out by foreign
institutions or UNESCO experts on the different aspects
of the Functional Literacy Pilot Project. Whether such
research has been useful in solving this country's
problems. no definite answer can be expected, especially
for multi-causal problems.

4. Some abstracts of studies carried out by other
institutions or Iranian programmes could be made avail-
able. The Final Repo t of the Functional Literacy Pilot
Project in Iran is under Publication.

5. A comparative study on the socio-economic and cultural
impacts of different approaches of literacy, together
with fundamental linguistic research in Iran will be of
great importance.

Lack of experimental educational research and inadequate
knowledge of problems, insufficient experience and skill
competency of research methods and statistical techniques,
are the real bottle-necks in the whole system for
education in Iran, particularly with regard to adult
literacy.

J. Follow-Up to Literacy

1. Easy reading books are available for neo-literates.
Every fortnight, the National Committee prints a news-
paper for neo-literates.

2. A special group of experts has been nominated for
the preparation of easy reading materials for neo-literates.

The above-mentioned newspaper, called "Rouze-now", prepared by the National Committee is sold for one Rial and is distributed through literacy teachers and centres.The Publication Department of the Literacy Campaign comes under the National Committee.

3. Fixed or mobile libraries for adult literacy campaign do not yet exist in Iran.

4. No such "book discussion" groups exist in Iran.

5. Retention of literacy is one of the research subjects which should be carried out in the future.

K. Continuing Education

1. A national centre is going to be established in Teheran for education and training of adults all over the country. This centre will aim to coordinate all the activities concerning adult education and literacy.

2. -

3. Evening classes are available for the neo-literates who wish to continue their education and obtain primary or first-cycle of secondary education certificates.

There is a TV farmer programme (diffused in urban centres) and some radio programmes are specially carried out for labourers at the national level (in urban and rural areas).

4. -

5. A very small percentage of neo-literates continue further education once they have obtained their literacy certificate.

L. Summing Up

1. Elaboration of Functional Literacy methodology due to six years of experimentation carried out by the joint project of UNESCO and the Iranian Government.

Following the results achieved, this experimentation
is going to be expanded in other regions of the country
through responsible ministries.

2. Major problems hampering the promotion of adult
literacy could be considered as:

a) Lack of literacy conception in the whole educational
   system;
b) Lack of precise educational objectives in cognitive
   and affective domains;
c) Lack of inter-ministerial cooperation;
d) Lack of application of scientific methodology into
   educational process;
e) Lack of full comprehension of new concepts and related
   terminology of functional literacy and adult education
   by executives responsible for literacy campaigns.
   This requires translation of the international terms
   in adult education and functional literacy, and their
   assimilation into national and local languages.

Country Report

I V O R Y   C O A S T

C. Administration of Literacy Activities

The organization and coordination of all activities under-
taken in the direction of literacy fall under the competency
of the Ministry for Youth, Popular Education, and Sports.
There are now 150 literacy centres. In addition there are
civic service centres reaching about 600 girls and 1,000
boys in two-year cycles. The Ministry of Technical Education
also provides literacy classes for certain groups of workers.

As regards the private sector, mention should be made of
a number of religious groups running literacy programmes and
also of commercial firms which provide on-the-job literacy
education for their workers (GONFREVILLE at Bouaké; SODEPALM
and SALCI in the Abidjan region).

Although many of these activities of private groups and
commercial firms are integrated into the literacy activities
of the state, complete coordination has not yet been achieved.
The Ministry, at its request, is kept informed by the pro-
gramme organizers on programme content, programme develop-
ment, and programme results.

A National Council for Youth Affairs and Popular Education
was created by a decree of 24 November 1972. The Council has
two sections, one for youth affairs and one for popular edu-
cation. The latter will have the task of deliberating on
adult education problems and planning consequent action.
It will coordinate the efforts of various adult education
movements in the interest of dynamic, integrated action.

D. Financing

Approximately 25 per cent of the national budget goes to
education as a whole. From 3 to 4 per cent of the national
budget is allocated to various ministries (Youth and Sports,
Armed Forces, Social Affairs) responsible for adult education
and literacy work.

Most of the financial support for adult education and literacy activities comes from the state.

The importance of literacy work is self-evident, and the public authorities are ready to increase their support of those programmes which have proved effective. The trend is upward. Plans are now under way to intensify the use of television in adult education programmes.

To date there has been little financial support for literacy education from outside sources. This is due primarily to the fact that the current literacy programmes have been launched on a very modest scale within national budget possibilities in order to avoid running the initial risk with outside funds. But an expansion of projects characterized by a sound mastery of methods and a capable teaching staff could now be effectively accelerated by foreign aid.

Literacy classes run at the official centres are free of charge. Learners attending programmes run by private groups pay a fee of from 100 to 300 francs a month. Teaching materials are provided free of charge for the first year. From then on the learners must pay for their teaching materials.

E. Teachers/ Organizers/ Administrators

The teachers of adult literacy are recruited primarily from the primary schools. The teachers of the literacy classes can be classified as follows:
- 100 primary school teachers
- 150 professionals trained to teach adult literacy
- 30 volunteers from various professions
- 100 agricultural extensionists
- 100 health teachers.

The primary school teachers teach adult literacy after their regular working hours and receive 500 francs an hour. The other teachers teach adult literacy full time and receive a salary ranging from 36,000 to 60,000 francs a month.

The primary school teachers are not specially trained to teach adult literacy classes. At the beginning of a literacy

campaign, therefore, these teachers are brought together
with the other teachers at a briefing course. Once a year
after the campaign has been launched all teachers attend a
refresher course together.

One programme for adult literacy teachers on the use of
television in adult literacy has been set up in the Ivory
Coast. Technical commissions are now studying the possibility
of organizing non-school education on television. In addition,
contact has been established with radio and with the Journal
Fraternité Matin regarding the possibility of using this
medium for literacy education.

The task of supervision falls to inspectors of youth and
sports or persons with equivalent qualifications. Each
teacher must keep a monthly record so that the inspector can
follow the work of the course and the rate of attendance.
These inspectors make frequent visits to the various centres.

The inspectors receive their training at the National In-
stitute of Youth and Sports. The training can be upgraded
during the period of service. Scholarships for overseas
training in this field are provided by the German Foundation
of Popular Universities. Three former scholarship holders
now serve as inspectors.

An inspector has two main functions, the one administrative
and the other technical. On the one hand he coordinates the
activities in his district, sets up programmes, and super-
vises the personnel. On the other hand, he is in close contact
with the offices in charge of teaching content.

F. Teaching Environment

Literacy classes are held from 6 to 8 p.m. on Monday,
Wednesday, and Friday for workers. For women in urban areas
classes are held every day from 8 a.m. to 12 noon and from
3 to 5.30 p.m. In rural areas the centres are open to the
women every afternoon.

The industrial or agro-industrial centres in the private

sector offer literacy training in the afternoon either at
the working place or in classrooms.

It is quite evident that the teaching environment greatly
influences attendance. Adults do not like to feel that they
are attending school, and centres are therefore to be pre-
ferred to schools. But it is not always easy to provide
centres, since funds for this purpose are limited. The
Ivory Coast is now embarking upon a programme of construc-
tion of socio-cultural centres in the coming years which
will also offer classes in adult functional literacy.

G.   Pedagogical Approach

The pedagogical approach is dealt with in a case study on
adult literacy for women. The problem of method is frequently
closely linked to the person using it and to the degree of
mastery of the skills involved. In the beginning it is neces-
sary to use a traditional method which is immediately under-
stood, namely, the syllabic approach closely related to
writing. However, at a seminar for teachers held at Abidjan
from 2 to 8 September 1972, the teachers were requested to
use that method which best suited their special aptitudes,
the content of a basic vocabulary having been established
jointly according to the various social strata. The utiliza-
tion of modern methods in literacy classes for women is
gaining ground. They are also being introduced in the ex-
perimental centres which form part of the technical education
system.

It having been realized that the learner should acquire
that understanding and those skills which will enable him to
fulfil his functions within the social order, the clear task
is to fit in literacy training with his daily tasks.

An average of from 500 to 600 hours are required to bring
an adult to literacy. This estimate may appear somewhat ex-
cessive but is explained by the fact that the language used
in teaching is French. This is not the mother tongue of the
learner, who must first spend half this time learning French.

No diploma or certificate is awarded to the new literate.
In some cases, however, particularly courses for women,
learners who have done very well are given a Certificat
d'Etudes. Many adults who have completed a course continue
their training in order to obtain this certificate, which
can be of help to them in their job and perhaps bring about
a promotion.

H. Teaching Materials

Teaching materials consist of a first primer, a second
primer, and charts. A blackboard is used a great deal in the
first year, of course, but the book constitutes the best tool
of the teacher in transmitting reading skills.

It is difficult to be completely satisfied with these teach-
ing materials, since they do not suffice to cover all the
matter which can and should be taught. The first primers do
suffice to teach the learners to read, but the second primers
are very incomplete.

I. Research

Since the literacy activities in the Ivory Coast are not
coordinated and continuous, it is not possible to follow one
through to the finish and draw conclusions regarding method-
ology and results. One action has been followed by another
without the subsequent one benefitting from the experiences
of the previous one, reflecting quarrels between the various
schools of experts typical of developing countries now in the
first decade of independence.

Statistics of a general nature and statistics on class at-
tendance are kept for the centres so that a general idea of
their efficacy is available. But no research on a broad scale
has been undertaken to date, since the personnel and the funds
required are not at hand.

J. Follow-up to Literacy Education

Reading materials for new literates such as pamphlets and
charts prepared by agricultural extension and popular edu-

cation offices are available. But it must be admitteed that
distribution is not efficient enough to ensure that those
wishing to read have access to the material when they want
it.

There are very few libraries, and very few new literates
visit those that exist. It is necessary to organize post-
literacy campaigns via the press and to publish special
books for new literates. The danger of falling back into
illiteracy is very great, if reading is not practiced. For
example, the first group of adults who attended literacy
classes between 1956 and 1960 and became literate can no
longer read and write.

K. Continuing Education

Although literacy education has not always met its chal-
lenge successfully, it has nevertheless proved its worth
as an important phase of the education movement. It provides
that initial insight into knowledge which can open out to
further knowledge and to a richer life.

There are no special schemes for promoting reading and
writing and providing reading materials to new literates.
In general those who follow a course further do so in order
to be promoted at their place of work. They can then enroll
at industrial education centres.

There is a great interest in the Ivory Coast today in non-
school education and continuing education and socio-cultural
centres are now being established for this purpose. They
will have a social section for women, a literacy section,
and a section for continuing education whi.h is open to all.
Facilities such as libraries, cottage industry and small
industry workshops, and laboratories may all be used by the
visiters to acquire skills in their particular field. Two
centres, one at Port Bouet and one at Beoumi, are now under
construction. Centres in other cities are in the planning
stage.

The fundamental problem underlying adult literacy is a

double one, that of materials and that of staff. A literacy teacher is not a teacher in the classical sense of the term. He must be a change agent capable of introducing a new dynamic into adult literacy efforts, a dynamic which reconciles an initial lack of basic education with the need for individual and collective development. These animators, conscious of their responsibility, can draw the attention .f the public authorities to major projects which require financing.

In the report on the training of teachers of continuing education various solutions to the problems which the Ivory Coast is seeking to solve in connection with the development of non-school education are brought forward.

Country Report
M A L I

A. The Need for Adult Literacy; Literacy Policy

Adult illiteracy was always considered a plague in Mali
not only by the educationists who established the service
for basic and literacy education but also by responsible
politicians in this sphere. Therefore our planners and
economists included literacy education in the first five-
year plan (1962 to 1966). Since then no plan has been
amended or developed without including literacy considera-
tions.

Mali has always considered literacy education to be a
very important tool of economic and social development.

Literacy education for adults is therefore integrated in-
to all our national education plans. For the five-year pe-
riod starting January 1974 the following objectives have
been set.

- contribution to economic development in the form of func-
  tional training of the peasants;

- functional literacy education for 200,000 peasants from
  seven to 35 years old over the five years. It is estimat-
  ed that 40,000 learners can be instructed every year;

- creation of six new zone offices and 52 functional liter-
  acy zones;

- rice project in Mopti;

- high valley project;

. - fishery operation.

At present the funds available are definitely insuffi-
cient. Therefore the Mali Government is trying to solicit
foreign assistance both with respect to personnel and fi-
nancing.

Shortly before Mali gained its independence literacy edu-
cation for adults was considered mainly as a way of supple-
menting insufficient primary schooling. But since the plan
of 1967, which provided for the pilot project of functional

literacy, it has been recognized to be a contributory fac-
tor of social and economic development.

The planning approach is based both on the individual and
on society. Functional literacy education in Mali concen-
trates on the traditionalist peasant and on agricultural
practices in order to assist the peasant in adapting him-
self to a modern society using more profitable techniques,
as for example the use of fertilizer, the practice of crop
rotation, the concept of yield per hectare, etc. As far as
the Mali industrial worker is concerned it is not only a
matter of improving the quality of the work accomplished
and of increasing the profit, but of enabling the worker to
be promoted. This is the case with the learners of the lit-
eracy centre of the company "Energie de Mali" (electricity
sector) where some workers who entered the vocational
training centre passed the skilled worker's examination.

As regards society the agricultural sector is the typical
example for improving the production. Each economic devel-
opment operation aims at having a functional literacy com-
ponent. For the rice operation of Ségou and the peanut op-
eration this has already been realized through PED and PAC
financement respectively. The cotton sector and the Office
of the Niger which have served as experiment during the six
years of the pilot project financed by PNUD are at present
searching for financial resources in order to be able to
continue the operatior in an integrated form.

Mali pursued a policy of literacy education of the masses
in French since the creation of the general education ser-
vice in 1961.

Since the operational plan signed in 1967 by PNUD, UNESCO
and our country a selective policy was pursued by Mali
which was oriented towards priority groups; thus the objec-
tives of the project can be defined as follows: to offer
functional literacy education to 100,000 producers of cot-
ton, rice and groundnuts of the Bamako, Ségou, Sikasso, Ki-
ta, Mopti regions and to about 10,000 workers of industrial
state enterprises of the secondary, tertiary sectors, in-
cluding female workers.

Functional literacy is considered a vehicle for transfer-
ring practical knowledge of vocational, technical, and sci-
entific training, of socioeconomic and health training, and
of safety regulations at the workplace in a visualized form.

Definition of the illiterate: one who has not acquired
the mechanism of reading, writing, and arithmetic, and who
lacks technical or vocational knowledge.

For us, therefore, functional literacy is the comprehen-
sive training of peasant farmers in specific sectors, se-
lection being necessary in order to render such training
effective and profitable within a short period of time.

B. Overview of Present Adult Literacy Education

At present the number of adults who attend literacy
courses amounts to 70,000. The courses are accessible only
to peasant farmers between 15 and 35 years of age. The de-
mand always exceeds the supply, due to the large number of
peasants in Mali and their interest in these courses.

Since functional literacy is considered as a part of so-
cioeconomic development, literacy courses are carried
through only in regions where development aid has already
been initiated.

The number of male participants exceeds by far that of
female participants. The men's age differs. The selective
character of functional literacy policy aimed at the rural
population is confirmed by the fact that it stipulates that
the minimum age of pupils must be 15 and the maximum 35.
Excepting the Koran schools which are attended by the Mos-
lem part of the Mali population, no other literacy classes
for adult learners exist in the country.

C. Administration of Literacy Activities

In the public sector the Ministry of National Education,
Youth and Sports is responsible for adult literacy educa-
tion in the country. Other ministries involved are the fol-
lowing:

- Ministry of Production

- Ministry of Public Health and Social Affairs

- Ministry of Information

- Ministry of Industrial Development

- Central Planning Authority.

The majority of relevant staff in the ministerial depart-
ments are specialists for occupational groups currently be-
ing approached or to be approached in the future. Their
tasks are as follows:

a) elaboration of functional literacy programmes, edition
    of card indexes for use in the field of vocational
    training, stipulation of safety regulations at the
    workplace, and health education;

b) training of the heads of ZAF and teacher training;

c) information and supervision in functional literacy cen-
    tres.

Adult literacy activities are administered separately
from other adult education activities and from educational
activities for children and adolescents.

The work of private groups such as the technical commis-
sions of the Bambara, Peulh, Songoy and Tamasheck languages,
Church groups, and the ENS Student Association play a deci-
sive role in the national literacy effort. Within these
groups a number of studies on the national languages for
functional literacy purposes have been launched (alphabets,
principles of transcription, elaboration of arithmetical
and grammatical terms, etc.). Mention should also be made
of the material and moral support rendered by the Church in
its effort to encourage learners, teachers and functional
literacy agents in the difficult task of helping adults
hitherto denied the benefit of school education.

The activities of the private groups are completely inte-
grated with those of the public authorities, under the spon-
sorship of whome these private groups have constituted them-

selves. They collaborate in the long-term programme set up
by the authorities responsible for functional literacy pol-
icy, whereby the authorities act as coordinator. For the
time being the activities of the private groups are re-
stricted to the national level, although individual efforts
are becoming increasingly noticeable at regional level, too,
which is indeed promising.

D. Financing

The share of the national budget allocated to education
as a whole (Ministry of National Education) amounts to 25
per cent, the amount going to literacy activities account-
ing for approximately 20 per cent. The sum spent on adult
education is very difficult to estimate in view of the fact
that it is shared by various ministries (i.e., of national
education, production, information, and public health). At
the request of directors of the regional literacy centres
financial support may be provided by regional governors,
county chiefs, and mayors. There has been a noticeable
trend upward in public expenditure on literacy education
over the past years. This development is consistent with
the growing intensity of functional literacy activities.

In the field of literacy education Mali has always relied
on the financial support rendered by official and non-offi-
cial external sources. Ever since its establishment in 1961
the functional literacy service has been granted scholar-
ships for teacher training purposes. It has also received
large amounts of teaching materials from UNESCO. In 1962
AID financed the establishment of four regional literacy
educational centres, including their equipment with audio-
visual teaching aids. Within an agreement (1967 to 1972)
concluded by Mali, UNESCO and PNUD, the latter contributed
a sum of over 81,170,000. From 1965 to 1972 PAM provided
valuable support by launching a food supply programme to
help both teachers and learners. During the same period
OXFAM donated 18 vehicles, valued at 810C,C00, to the func-
tional literacy service in order to ensure the proper dis-

tribution of the PAM gift and the supervision of the cen-
tres. Mention should also be made of the support rendered
by FAC (European Development Fund), which undertook to fi-
nance a five-year functional literacy project at Ségou.

In 1969 Radio Suisse Normande gave us 200 transistor ra-
dios so that we could equip our community radio rooms.
Equally valuable is the assistance provided by various em-
bassies such as the Embassy of Great Britain, which fur-
nished us with three station wagons in 1965, and the Embas-
sy of the Soviet Union which contributed two projectors,
one cinebus, and 100,000 copybooks.

When in 1972 PNUD stopped making financial contributions,
the national UNESCO commissions of the Netherlands and the
Federal Republic of Germany stepped in and sent us two
UNESCO coupons, one for $1,000, the other for $850. Nego-
tiations are now under way to get help from the Canadian
organizations such as ACDI (Canadian Agency for Internation-
al Development) and SUCO.

No adult must pay to attend literacy classes. Participa-
tion is free for all inhabitants of a village where a lit-
eracy centre exists. The centre is equipped with local ma-
terials. Kerosene for the lamps and batteries for radio op-
eration as well as all teaching materials are furnished free
of charge by the functional literacy service.

The average cost of making an illiterate peasant literate
is estimated at FM 9,874 = $17.8.

E. Teachers - Organizers - Administrators

The majority of the 2,471 literary teachers stem from the
same social strata as their pupils do. Relatively few are
social workers and agricultural advisers. Most of the
teachers teach on a voluntary basis. It should be noted,
however, that the teaching staff employed in the Groundnut
Project are treated as professionals, since the project
leaders believe that literacy is an important precondition
for education and training.

In accordance with guidelines elaborated by the heads of the regional centres, the volunteer teachers are selected either by a local committee or by the works council. They provide literacy training without remuneration. The only exception is the EDM enterprise, which pays the teaching staff of its literacy centre an extra salary.

The training of adult literacy teachers is subdivided into three phases:

a) Pre-service training

This training is based mainly on actual practice. For a period of five days the intending teachers are familiarized with methods of transferring knowledge and providing literacy instruction. Use is made of teaching materials, radios, tape recorders, photos, posters, and films.

b) Refresher courses

In view of the extremely short time available for the basic training of the volunteer teachers refresher courses, generally lasting for two to three days, are held every three months. They serve as a forum at which teachers, meanwhile looking back on several months of practical experience, can discuss their problems and analyze the mistakes they may have made in the course of the past three months. On the basis of these mistakes the directors of the regional centres or the ZAF heads demonstrate how the methods can best be improved. The directors are responsible for the basic training and refresher courses.

c) Continuing education

Continuing education is ensured by the Radio Education Section, which broadcasts five programmes per week on techniques for the different disciplines of functional literacy. The method of "radio-vision" is applied, which means that programmes are transmitted on subjects which are visualized by means of didactic material (posters, reading cards, arithmetic cards).

The number of teachers trained per year depends on the objectives to be reached and on the funds available. In the five-year plan the number of teachers to be trained is estimated at 12,960.

The Literacy and Basic Education Service is occupied with methodological research and applies it where it is needed. The National Pedagogical Institute deals only with school education, but within the framework of a reorganization which will lead to the establishment of a National Institute of Functional Literacy and Applied Linguistics, a pedagogical research division will be set up which will collaborate closely with the National Pedagogical Institute.

Supervision of Teachers

This task of supervision is conceived as an information and training programme for teaching staff at all levels. It is carried out by the heads of ZAF and directors of regional centres who are members of the functional literacy staff and by the officials of programmes for development, health, and social affairs, who may at any time visit the centres, take part in sessions, and inform themselves about problems.

Supervision is mainly the task of the heads of ZAF, who meet monthly with the directors. The heads are former students of the regional teacher training centres, former staff of extension centres, and former agricultural advisers. They take part in a special one-month course organized by the training section of the literacy centre prior to taking up their duties. This course consists of theoretical training followed by practical training on the spot.

Every year about 15 ZAF heads are trained for employment in the functional literacy programme of Mali.

F.   Teaching Environment

Literacy courses are held in centres especially built for this purpose by the village cooperatives under the direction of the literacy committee. In the industrial sector

literacy courses are held in the afternoon, sometimes dur-
ing the work hours, as is the case in the COMATEX centre.
Sometimes the classes are arranged as follows: one hour
during work hours and one hour after work every day. In the
agricultural sector the centres run courses directly after
work and sometimes also from 8 to 10 p.m.

The location of the classrooms greatly influences the ef-
fectiveness of the programme. If they are too far away from
the houses of the villagers, this may discourage the vil-
lagers to attend classes in the evening.

Attendance can be ensured, if necessary, by certain mea-
sures; for example, in the industrial sector part of the
salary can be withheld.

G. Pedagogical Approach

Reading is taught by means of the mixed method. A poster
shows a key sentence which leads to a key word, then to the
sound and to the letter to be taught. This letter is then
shown and read. Then the letters are reassembled (associa-
tion of the new letter with letters already known) to ar-
rive at other sounds, words, and the key sentence.

Syllables and words are simultaneously taught. The teach-
er presents a model of a written letter and the learners
have to write it on the blackboard; in these centres the
spaced script is used.

Arithmetic is also part of the functional literacy pro-
gramme. For each sequence three classes of arithmetic are
envisaged. This type of arithmetic is closely connected
with technical vocational calculation; the mathematical
concept taught is part of a progression on the basis of
situations/problems.

In the industrial sector literacy courses of 600 class
hours are organized as follows: 60 sequences (30 per phase)
of five two-hour classes each; the classes are taught in
French.

In the agricultural sector the literacy language used is
the mother tongue of the learners. Results of a two-year
experiment conducted in the seasonal centres of Fama,
Sirakele and N'Kurala in the cotton area showed that be-
cause of this the course time could be reduced to 300 hours,
distributed as follows: 30 sequences (15 per phase) of five
two-hour classes. New organizational measures will be taken
from 1972 onward in the agricultural sector which will lead
to the implementation of intensive training programmes.

In order to guarantee the functional character of litera-
cy education in Mali, each socio-vocational milieu has a
specific literacy programme. In the industrial sector each
state enterprise has its own programme, and in the agricul-
tural sector each development operation has a specific pro-
gramme.

Instruction takes place in two phases: first on the job
(in the workshop, in the field, or in a business), where
practical demonstration on measures, weights, doses, etc.,
takes place; second, in the centre, where the learners re-
capitulate what they have learnt, again by using the mea-
suring instruments in order to better understand their
practical use. The end of the first phase and the entire
second phase of each of our agricultural literacy pro-
grammes is based on the same practical activities, i.e.,
filling in commercial cards and weight cards, calculating
prices on the basis of the weight of the product and the
price of a unit, etc.

In teaching reading a poster is used (vocational training,
health training, child care, etc.) to show a key sentence
which corresponds to the concept taught. The words to be
written globally are taken from these key sentences. The
teaching of reading and writing is thus not only combined
but also integrated into general training.

In the industrial sector literacy courses are held in
French, in the agricultural sector in the native languages.
This has resulted in the transcription of four of our lan-
guages, namely, Bambara, Peulh, Songoy and Tamascheck.

We consider a person literate when he has taken part in a cycle of two phases and successfully passed the tests.

H. Teaching Materials

For the first phase the individual learners use cards, primers and ball-point pens in learning to read, write and calculate. The teacher uses cards for vocational training, civics, hygiene, health, safety regulations, and the use of time. The centre provides chalk, posters, mobile letters, measuring instruments, balances, a clock, and a pressure gauge (manufactured by the audiovisual section).

For the second phase the learners use booklets for reading and calculating, copybooks, ball-point pens, etc. The teacher uses booklets for vocational training, health education, etc. The centre provides blackboards, chalk, posters, measuring instruments, calendars, cards, etc., the latter varying in content according to socio-vocational interests.

The teaching material is manufactured by the production centre of the adult literacy service, which has several sections specialized as follows: training, editing, illustration, audiovisual aids, printing shop, press and radio, women's education, evaluation, distributing, and management.

The material which we have at present is adequate but covers only a limited period of training time (two years). It must be updated in view of new aspects above all in the agricultural sector, where extension work is continuously subject to change due to the introduction of new tools and crops.

The teachers have at their disposal the "guide de l'animateur," or teacher's manual; its version in the Bambara language is at present being prepared. This manual contains not only plans for lessons, but also information on bookkeeping, the creation and role of the literacy committee, the psychology of adults, etc.

The following audiovisual aids are used: radio, films (16 mm) and slides. Up until now we have produced seven films on literacy in the Ségou region having the following titles: "The Cotton Field of Kouloubali," "The Peanut of Mali," "The Water of the Well," "Do not Lose Your Water," "Light in the Village," and "Where Does Your Cotton Go?"

Five slide series concern the literacy education method in Mali, an itinerant exhibition, the peanut in Mali, the marketing of cotton, and insecticide application.

I. Research

In the Mali project the beginning of each programme and even of each next phase is considered to be experimental. In the industrial sector the five first sequences are evaluated in order to reorient before continuing with the rest of the programme. At agricultural level the programmes always begin with an experimental phase applied in a limited number of centres. At the end of this experimental phase the content of the materials and the method are amended. Of the 17 experimental centres, 12 have reached the second phase. In the peanut sector the experimental programme dealt with four motivation subjects treated in four sequences; the subjects had been suggested by agents of the peanut operation who know this milieu perfectly.

Experimental activities play an important role in adult education because they allow a better choice of content, better adjustment of the programme to the needs of the learners, and better planning of the level to be attained.

The evaluation unit is an integral part of the National Centre of Functional Literacy, which has the task of doing research on the various literacy programmes as follows: Extension of sociological surveys, preparation of motivational studies, testing the effectiveness of the various materials and didactic approaches, compilation of statistics on class attendance, dropout quota, studies on the process of learning how to read and write.

Apart from the UNESCO experts, who contributed to the

launching of the pilot project, no foreign researcher has
studied these problems in our country.

More research must be carried out on adult literacy edu-
cation particularly as to the operation in Kita and Kouli-
koro, in the area of the Niger Office, and the area of the
Ségou operation. The research which is conducted at present
is not considered adequate; it raises serious problems
which are due to a lack of qualified personnel and funds.

J. Follow-Up to Literacy Education

Reading matter such as the "Kibaru," the Bambara version
of the four-page rural newspaper which appears once a month,
is made available to the new literates. Another reading
material is the calendar, which contains not only the days
and months but also small texts providing advice on agricul-
tural problems or hygiene. This calendar is produced by the
National Centre in operation with the staff of the develop-
ment operations. The Church also publishes publications in-
tended for new literates, such as booklets concerning the
education of women, printed by the centre for women at
Kolongo. "Kibaru" started with an edition of 4 000 copies,
now increased to 8 000 copies.

This reading matter is far from adequate. The only mate-
rial which is sold is the "Kibaru"; it costs 20 FM per copy,
which is a subsidized price (it would otherwise cost 60 FM
per copy). Particularly the new literate buys it, which
means that the number of copies continues to rise. The
state subsidizes the paper. The production of booklets for
the education of women is financed entirely by the parish
of Kolongo; they are distributed free of charge.

At present the new literate does not have access to
libraries, since there are none, but a plan to create some
has been elaborated. Reading matter at the level of the new
literates as well as novels, storybooks, translations of
literary works, specialized booklets on economic activities
must be acquired; reading and radio clubs should be orga-

nized.

During their practical training, the teachers of the
literacy centres, where the first new literates had had
only primary schooling, discovered that those adults who
had returned to their homes far away from the main villages
had forgotten much which they had learnt; refresher courses
have therefore been envisaged.

The main reason for this relapse into illiteracy is that
these people, who are isolated from urban centres, do not
have the reading material needed to improve their minds.
Another reason is that new literates, as soon as they re-
turn to their farms, tend to forget what they have been
taught. This is not the case, however, in places where new
methods and techniques have been introduced into rural life.
In the urban centres evening courses can be organized to
overcome this difficulty. In the country the only possibili-
ty is the literacy centre, where former learners register to
start again from the beginning.

K. Continuing Education

Adult education in Mali is considered a special form of
educational activities. There are educational programmes
intended for adult illiterates in all of our development
districts, extension and agricultural training programmes,
sanitary education programmes, child care programmes, etc.
Functional literacy, which is an integral part of these pro-
grammes and whose advantages the adults are now beginning
to feel, is very popular among the villagers.

The new literate of the industrial area, where the lan-
guage of literacy education is French, has at his disposal
the vocational training centres; "Energie de Mali," for
example, has its own vocational training centre offering
evening courses based on school curricula. Other courses
are organized by the National Ministry of Education. In the
agricultural domain the only possibility at present are the
radio programmes and the readers mail of "Kirabu."

L. Summary

In the field of adult education the most important pro-
grammes of the past years were the following:

a) a pilot project of functional literacy education having
the objectives of:

  - strengthening and improving the operation of the
    national literacy centre as regards the production
    and distribution of literacy material

  - carrying out functional literacy education in order
    to increase the productivity of 100,000 producers of
    cotton, rice, peanuts and of about 10,000 workers
    employed in industrial enterprises of the state
    (secondary and tertiary sectors)

  - determining the best methods and techniques in order
    to obtain direct and advantageous effects on the
    economic development of the country as well as on
    the individual persons and their families.

  Experience gained from the project is of benefit in
  four spheres: production and distribution, the indus-
  trial subproject in the secondary and tertiary sectors,
  the agricultural subprojects, and assessment of cost
  and results obtained.

b) The creation of an alphabet for our four native lan-
  guages (Bambara, Peulh, Songoy, and Tamascheck) and the
  use of two (Bambara and Peulh) as literacy education
  languages.

c) Creation of a rural newspaper for new literates:
  "Kibaru".

  The functional approach as tested in this pilot project
was introduced in 1970. There followed the gradual closure
of all traditional literacy centres in Mali.

  The pilot project permitted the development of a func-
tional, problem-oriented, selective approach: functional
because it is based on local realities at occupational
level, with each socio-occupational milieu having a pro-
gramme with corresponding content; problematic insofar as
the programme brings up problems with which the workers are
confronted in the various socio-occupational milieux and

provides literacy material relating to these problems, to
the needs of these workers under the aspect of technical
knowledge with a view to increasing productivity and produc-
tion; selective because this method only applies to those
development areas with programmes for each socio-occupa-
tional milieu.

The following techniques are applied:

a) Conduct of a milieu study in order to indentify problems
   in the agricultural sectors.

b) Conduct of a job study for the same purpose in the in-
   dustrial sector.

c) Use of the picture in form of a problem poster in order
   to relate the concrete to the abstract.

Organizational tasks are as follows:

a) The implementation of the programme in phases.

c) The creation of functional literacy zones which greatly
   facilitate the training of a large number of teachers
   as well as the supervisory work in a number of very im-
   portant centres.

c) The launching of the CFI programme (Centres de Formation
   intensive).

Unfortunately the new literates tended to leave the vil-
lages, which gradually made it difficult to find teachers.
In addition, there was the problem of the rural exodus,
which meant that for several months the centres remained
empty. In view of these problems the situation had to be
analyzed; we had to learn our lesson from success and fail-
ures and to envisage new measures which allow us at the same
time to continue with the programme and launch a consolida-
tion operation. This is the purpose of the CFI programme.
After 1970 the functional approach replaced the classical
approach in Mali.

As far as innovations are concerned, we should like to
integrate the national languages into school education in

orde. to avoid a dichotomy between adult literates and their
children who learn French at school, to translate adminis-
trative documents used in the rural sector into native lan-
guages (zones speaking Bambara), and to recruit ZAP offi-
cials from among the learners leaving the agricultural
centres.

Literacy education in Mali is hampered by two obstacles:
The first and foremost one is the lack of funds. With a
number of adults which exceeds the number of children,
whose schooling already makes up for 26 per cent of the
Mali budget, it is virtually impossible to carry out liter-
acy education work without foreign assistance. The second
obstacle is the rural exodus, which raises the percentage
of dropouts. With the initiation of the CPI programme we
hope to improve the situation in this respect.

Appendix

KIBARU, a Newspaper for New Literates

1. Development of the Newspaper

It is the constant concern of Mali to promote all types
of activity in rural areas. Since 1967, therefore, it has
been undertaking with the aid of UNESCO a large-scale adult
functional literacy campaign. The campaign has aroused great
interest among the mass of the rural population and among
workers in the production centres.

As compared with 26 literacy training centres with a total
of 1,040 learners in 1968/69, the National Centre for Func-
tional Literacy was running 544 centres by 1970/71, and to-
day there are 1,731 centres catering for almost 60,000 learn-
ers, all hungry for knowledge and keen to make the acquaint-
ance of the modern world.

Reading material was needed to enable all these new liter-
ates to practice their new knowledge and also served as a
link between the training centres and between rural and ur-
ban areas. Such a link had to take the form of a newspaper
written in the language of those living in the country to
provide them with news, advice on work and family matters,
and entertainment.

And so since 1967, thanks to the National Centre for Func-
tional Literacy, the Bambara language is now commonly read
in Mali. The logical next step was to set this language down
in a newspaper and gradually expand its circulation over an
ever widening area. "Kibaru" is the newspaper founded for
this purpose.

Unique in East Africa, this rural newspaper has the aims
of providing reading material for new literates; assuring
the permanent education of the rural population (practical
advice on production, family matters, civics); keeping rural
readers up to date with events concerning the locality, the
nation, and the world beyond; creating a continuous dialogue

between the civil service and the rural population; and
helping assure the participation of the latter in national
economic, social and cultural development.

What is involved is not simply the circulation of news
reports; the main task is the bringing into being of a new
countryman of judgement and balance who is hardworking
and enjoys his work, who has the ability to produce and
the means to do so.

Although "Kibaru" is intended primarily for the rural
reader, it must also be made interesting for town dwellers,
especially since the priority being given at production
centres to literacy campaigns wi .1 result in large numbers
of the urban population starting to read national languages.

In addition to learning the language, town dwellers who
read "Kibaru" will also be informed on the many problems be-
setting the rural sphere and will thus be brought to real-
ize the importance of this side of national life. A new
awareness of the real situation should encourage all citi-
zens to increase their efforts in their own particular
fields, make sacrifices in aid of development and help im-
prove the villages of Mali, which contain approximately
90 per cent of the entire work force.

In Mali there are at present more than 60,000 learners
attending functional literacy training centres. The curric-
ulum followed is divided into two phases of 30 to 35 weeks
each. The first phase consists of preliminary vocational and
socioeconomic education, and reading, writing and functional
arithmetic. This knowledge is then consolidated during the
second phase, which is a preparation for permanent self-edu-
cation. Many learners have now reached the permanent educa-
tion stage. They need an instrument such as a rural newspa-
per to give them reading practice. The importance of the ru-
ral press in a country like Mali, in which more than 80 per
cent of the population is illiterate, is thus self-evident.

It is already noticeable that those learning how to read
and write gradually shed their passiveness and undergo cer-

tain changes as regards mentality, behaviour and attitudes.
There is no doubt that such learners read "Kibaru" with
great interest.

The newspaper was established to inform and educate the
60,000 learners in the training centres, but it also aims
to motivate and sensitize rural dwellers who are not yet
attending the training centres for functional literacy but
who want to emulate their fellows by reading "Kibaru" to
their wives and children.

Because UNESCO had designated Mali a pilot centre for the
creation of a rural press in East Africa, in 1970 the Govern-
ment set up an interministerial commission presided over by
the Cultural Councillor to the Minister of Information and
composed of representatives of all ministerial departments
and of specialist operations such as the Arachide Operation;
Haute-Vallée; RIZ; CFDT (Compagnie Française de Developpement
des Textiles); and BDPA (Bureau pour le Développement de la
Production Agricole). They represent all sectors of national
activity committed to developing the Mali economy to benefit
the indigenous population. Considering that 90 per cent of
this population work in agriculture, it is easy to understand
the importance Mali attaches to the rural press as a dynamic
instrument of economic and social development.

Having duly taken this factor into account, a rural press
section was set up within the Ministry of Information.
"Kibaru,", the organ of this press, is published under the
direction of the Mali National Information Agency (ANIM)
with the participation of departments, services, institu-
tions, groups and individuals keen to promote the interests
of the farmers, animal husbandmen, fishermen, and craftsmen
of the countryside.

An editorial committee composed of delegates from all the
key sectors of the national economy keeps a careful watch
over style and content. Funds permitting, "Kibaru," instead
of remaining a monthly, could eventually appear bimonthly,
weekly, or even daily. The newspaper's correspondents are

specialists from Mali and abroad whose contributions seek
to explain their special subjects to the rural reader. They
work at grass roots level in direct contact with the farm-
ers, providing them with help and advice in their day-to-day
work. "Kibaru" runs to four pages 25 cms x 32 cms. 75 per
cent of its reports are related to the popularization of
agriculture; the remaining 25 per cent comprise national
and African news.

2. Imbalance due to Low Price

As the newspaper is produced mainly for farmers, great
attention was given to matching the price to their incomes.
This is why "Kibaru" sells at 20 FM (Mali francs) per copy
i.e., 240 FM for all 12 copies of the year. Naturally this
low price causes an imbalance between revenue and expendi-
ture (printing and distribution costs).

Circulation has increased as follows:

March 1972	5000 copies
April 1972	6000 copies
May 1972	7000 copies
June 1972	8000 copies.

Most of these copies are sent to the six regional directo-
rates of literacy training (Kita, Bamako, Koulikoro, Ségou,
Dioila, and Koutiala). Monthly circulation could easily
reach 10,000, if travel facilities were made available and
if the paper had some means of communicating with its 45
local correspondents livin- in remote areas, who give their
services free of charge.

The production, distribution and even survival of "Kibaru"
now depend on the question of money and materials. From a
modest start with the proceeds of the first number, "Kibaru"
hopes to continue to expand and gain a wider hearing in th'
countryside.

Subscriptions had reached 200 by June 1972, four months
after the newspaper's first appearance, and have continued

to grow. The readership has rapidly widened, as is shown by
the letters received from the remotest villages of Mali as
well as from other African Countries, America and Europe.
There are new subscribers in the United States, France,
Argentina, Ivory Coast, Senegal, and Upper Volta.

The copy is written, selected and edited either in French
for subsequent translation or directly in Bambara by the
permanent staff, the editorial committee, and the correspond-
ents. The staff, who are officials of the Ministry of Inform-
ation and of the National Centre for Literacy, is composed
of five persons: the Publication Director, the Chief Editor,
the Editorial Secretary, a typist and a translator.

Layout and presentation and a part of the translation are
carried out at the editorial office. The National Centre for
Literacy supplies the illustrations and some of the transla-
tions. The photographs are provided by the National Informa-
tion Agency, of which the Director is simultaneously the
Director of "Kibaru," and the printing and folding is in the
hands of Editions Imprimeries du Mali, a state-owned company.

Packing and dispatch are handled by the ANIM administration
section, the Department of Posts and Telecommunications, pri-
vate transport, regional correspondents, and paid agents.

The material contained in the newspaper comprises corre-
spondents' reports, articles sent in by the heads of regional
directorates and by individual literacy training centres,
readers' letters, which on average arrive at the rate of two
a day, and articles written by the editorial committee, which
is composed of members of the Ministry of Information, the
Ministry of National Education, the Ministry of Production
and of technical personnel of the Public Health and Social
Services.

3. Difficulties encountered by "Kibaru"

Since its first appearance on 10 March 1972, "Kibaru" has
struggled unceasingly against all kinds of difficulties.
When it was founded it did not even possess any premises,

not to mention materials. Apart from its photo-viewing table,
conference table and ten plain wooden chairs, everything now
at the disposal of "Kibaru" is the property either of ANIM
or of "l'Essor." The photo-viewing table was ordered because
the staff had previously had to use the table at the Nation-
al Centre for Literacy. This was always in great demand, and
so it was necessary to wait and to make up the pages only
one at a time. There were also transport difficulties. A
table and chairs were also needed for the meetings of the
editorial committee. It was regrettable to see the contrib-
utors, who all gave their services free, having to balance
their papers and writing pads on their knees in order to
take notes or write their articles. Even though a suitable
table has now been purchased, much still remains to be done.

Transport and Communications

The paper has no vehicle and no telephone. The high costs
of printing and postage do not allow it to maintain regular
contact with its correspondents. Radio is not always the
solution because for one reason or another the correspond-
ents may miss the Friday transmission. Letters therefore
have to be sent through the mail at a cost of 70 FM each.
To write to around 40 correspondents would be to incur even
more expenses, not to mention the cost of sending the re-
plies back to Bamako.

Management and Equipment

Matters have become easier since the management of "Kibaru"
passed to the Secretary of ANIM, who also manages "l'Essor."
However, an IBM composer, a typewriter, and a titleprinter
are still needed before "Kibaru" can move away from the Min-
istry of Information. In any case it would be advisable to
endow "Kibaru" with the minimum of equipment essential to
its production so as to spare staff the tiresome necessity
of having to go from the National Centre for Literacy to
the Ministry of Information to the printers.

Personnel and Collaboration

The work could be carried out very quickly if a translator were added to the existing staff. This would also avoid the need for all the trips over the National Centre for Literacy to collect translations. The present situation would be acceptable if translation were carried out promtly, but the paper will never appear on time while it takes a week to get the four pages translated and a further week to get the translation typed up. It is worth underlining in this connection that the time factor is very important in the production of a newspaper eagerly awaited by thousands of readers.

Covering the Costs, Distribution

If the costs were covered as they should be, "Kibaru" would not be experiencing so many difficulties. After all, how can bills be paid and materials purchased if revenue is not even sufficient to pay the printers? A meeting of regional heads of literacy training to define the situation is therefore indicated. Regarding distribution, new outlets must be controlled, otherwise nobody can possibly know what is happening to the extra copies involved.

4. Prospects

It is planned to offer wholesalers and retailers in rural areas a 10 per cent sales commission in the immediate future. This policy has proved essential in order to progressively increase circulation in those areas where literacy training is already in full swing.

Improving the quality of reproduction of the photographs is one of our current occupations, and to this end we are trying to obtain the necessary screens. We are likewise keen to improve the content and presentation.

We intend to develop closer contacts with Rural Radio, l'Essor" and the National Information Agency. In this connection we are planning a weekly column in "l'Essor" to be

entitled "From the Rural Press." The column will include
items on all topics covered by "Kibaru." At the invitation
of the broadcasting authorities, we will also be collabo-
rating on a project to set up radio clubs throughout the
country. We also intend to create a club of "Kibaru" read-
ers. The aim of this club will be to break down the bar-
riers between town and country and it will also serve as a
means of introducing "Kibaru" into the schools, since the
majority of members will be schoolchildren and students.

With the cooperation of the Mali Publicity Agency, we
plan to publish public notices and announcements to serve
readers' interests.

5. Administrative Situation

The Memorandum of March 1972 on the Mali rural newspaper
project calculated that the unit cost of production would
amount to 17.50 FM.

Several new factors had arisen by the time the second
number was produced (15 April, 6000 copies). The costs
broke down as follows:

FIXED COSTS (personnel)

1. Ministry of Information

Chief Editor	1 month	42,000	42,000
Editorial Secretary	1 month	42,000	42,000
Typist	1 month	15,000	15,000

2. Department of Functional Literacy Training

Translator	2 weeks	38,000	19,000
Typist (Bambara)	1 week	55,000	13,750
Assistant Typist (Bambara)	1 week	11,000	2,750
Compositor	1 week	30,000	7,500
			141,500

VARIABLE COSTS (according to number of copies printed)

Printer's bill for 6000 copies of Kibaru No. 2

1,620 sheets of alpha satin paper	23,850
Laboratory, films, plates	18,250
5 hours of offset printing	27,500
	69,600

DISTRIBUTION COSTS

Postal dispatch and delivery of newspapers	6,000

RECEIPTS (forecast)

urban sales (5 FM rebate)	1,000 at 15 FM	15,000
subscriptions from literacy training centres	4,400 at 20 FM	88,000
complimentary copies	600	
	6,000 copies	103,000 FM

Total Cost Price

Editing, translating, composing	141,500
Films, plates, paper, printing	69,600
Distribution	
	217,100

Unit price: 36.20 FM

REAL COST PRICE

As the Ministry of Information and the Department of Literacy Training pay the personnel, the real unit cost may be calculated as follows:

Films, plates, paper, printing		69,600
Distribution		6,000
	6,000 copies	75,600

Unit cost: 12,60 FM

253

SUMMARY

1. Costs (total cost price   217,100

2. Revenue (expected sales)   103,000
   Loss   114,100

Revenue covers 50 per cent of the costs.

CONCLUSION

Detailed accounts will be kept of subscriptions. A cost and revenue calculation is prepared for each number.

Assuming all copies are sold, the 114,100 FM loss is offset by the Ministry paying the salaries of the admin-istrative personnel.

Country Report
N I G E R I A
(Short version)

A. The Need for Adult Literacy; Literacy Policy

Although some parts of the Federal Government of
Nigeria can boast of 50% to 60% literacy in either
English, Arabic or one of the local languages, adult
illiteracy is still considered a major problem in
economic, social and political programmes by educators,
economists, social scientists, political leaders, demo-
graphers, industrialists, and even by religious leaders.
This is so because of the estimated 60 to 70 million
people, only about 30% are literate.

Until recent years, adult education was given as
education for its own sake. Increasingly, however,
the idea of functional literacy including reading,
writing, health education, nutrition education, and
education to improve the socio-economic status of adults
is gaining ground. One of the practical examples was an
experiment in which a group of 400 tobacco farmers
in Oyo North of the Western State of Nigeria received
a 20-month functional literacy programme conducted
between 1966 and 1968 by the Department of Afult Education,
University of Ibadan. There were 20 centres (10 experimental
and 10 control classes). The experiment showed that
"there was a remarkable change in the attitudes and skills
of the experimental group and that members of the
experimental group produced better quality tobacco,
realized higher incomes and were able to read and write".*

---

* See Tomori, S.H.O, "Aims, Successes and Failures of Mass
and Functional Literacy" in Okedara, J.T. (Ed.), Report
on the First National Seminar on Functional Literacy,
Ibadan, 23 - 27 Aug. 1971, pp. 25 et seq.

In some quarters, literacy is also regarded as remedial education, especially for early primary school drop-outs. Besides, it is regarded as a mark of higher sophistication and enlightenment socially and economically.

Although persistent efforts are being made by both the Nigerian National Council for Adult Education and the Federal Commissioner for Education, the country is yet to adopt a clearly stated national literacy or adult education policy.

B. Overview of Present Adult Literacy Education

The number of those currently attending literacy classes in the country is unknown. Many who need and want literacy education cannot have it. Hence, a system of a National Corps of Adult Education Tutors is being proposed. It is intended that the Corps should be made up of "all existing school masters, all university students during their vacation periods, and as many persons within the high and the intermediate manpower levels as may be willing to participate".

Literacy classes are more clustered in the urban areas. According to the 1971 Literacy Day Competition, the South-Eastern State had the highest percentage of literacy students. However, greater efforts seem to be noticeable in the six Northern States. In Lago, Western and Mid-Western States, efforts are geared towards remedial and continuing education, preparing students for the primary and secondary school-leaving certificates and for university admission examinations.

As to the comparative ratio of women and men, figures available indicate that more women attend classes; but in continuing education programmes, the reverse is the case. Although it is not unusual to find men and women over 40 or 50 in classes, the ages of most of the students range between 15 and 40.

There are no statistics on how many become literate
without actually attending classes. But sometimes,
parents use their children as teachers. Also, in some
churches, there is a policy of "each one teach one",
a sort of competition, each member producing a literate
within a year.

C. Administration of Literacy Activities

In the public sector, the Ministry of Education and
Community Development, or in some States, the Ministry
of Economic Development; and in others, the Ministry of
Information are responsible for adult literacy education.
Apart from teachers, civil servants and other educated
people are employed on part-time basis. Education
Officers or Community Development Officers are usually
in charge of organization and administration of the classes.
They also administer qualifying tests and award literacy
certificates.

Increasingly, adult literacy activities are being
integrated with health and nutrition education and general
public enlightenment. However, they are administered
separately from education for children and adolescents.

Religious groups and private commercial firms, especially
the former, have well-organized literacy classes. Indeed,
religious groups pioneered the whole literacy and formal
education efforts in Nigeria. At present, some religious
groups have National Directors of Adult Education. Labour
unions have just begun their own literacy education efforts.
Unfortunately, efforts of the various groups are not yet
integrated with those of public authorities. Perhaps the only
ray of hope in this direction is the three-year old
Nigerian National Council for Adult Education which draws its
membership from Government Ministries, the Universities,
the mass media, religious bodies, libraries, business and

industry. The Council holds annual conferences of three to
four days' duration. It works in close collaboration with
the Nigerian National Commission for UNESCO which is a
part of the Federal Ministry of Education. Some State
Branches of the Council have been established and it is
envisaged to establish a Branch in everyone of the twelve
States in the Federation. Apart from annual conferences,
the National Executive meets about twice a year.

D. Financing

According to the current National Plan (1970 - 1974,
now extended to 1975), the total allocation in adult
education is ₤ 0.730 million (i.e., less than ₤ 3/4
million). In the Plan, the following allocations to
primary, secondary and higher education are made respectively:
₤ 31 million, ₤ 34 million and ₤ 38 million (one pound is
about US ₤ 3.00). Adult education therefore has about
1.9% of the total for all forms of education. Taking
provision on other aspects which could be regarded as adult
education into consideration, Professor Lalage Bown ob-
tained 2.6%.* The total budget for the Plan Period is
₤ 1,595.8 million. Of what significance, therefore, is an
amount of ₤ 0.730 million.

It must be noted, however, that the Lagos City Council
(and since the creation of States in 1967, the Lagos
State Government), the Kano Local Authority and a few
other municipal councils budget for literacy and other
forms of adult education. Since the creation of States in
1967, the trend has been upwards. As in other aspects of
development, there has been greater emulation of one another
among the States.

---

* Bown, Prof. L. "The Education of Adults and Social Change",
  ABU Public Lecture Series (Ahmadu Bellow University, Zaria,
  Feb. 15, 1972)

BEST COPY AVAILABLE

Among non-governmental organizations, religious groups, followed by commercial firms and women's clubs provide the available financial resources. Actual amounts are, however, not known.

Much of the external aid for literacy education is received though religious groups in form of personnel and equipment, and labour unions, in form of grants. Assistance available to the Government in form of equipment and research come from UNESCO through the Nigerian National Commission for UNESCO. Although services are normally paid for directly by the donor agencies, much of the aid can be quantified.

All adults normally pay token fees and they purchase their own materials. Often, these materials and the classes are heavily subsidized by Government or the sponsoring agency or agencies.

No reliable estimate or the average cost of making an adult literate is available. Most classes run for three hours a week for four months; that is, for 48 hours. Teachers are paid only token honoraria of about 25 kobo to N 1.00 (about US $ 0.4 to $ 1.5), and students pay only token fees of about N 1.00 per course. Administrators receive monthly salaries which differ from State to State, Government and commercial firms paying much higher salaries than voluntary organizations.

Compared to the cost of achieving permanent literacy in a schoolgoer through the primary school system, I would put the estimate at 25% at the highest. Several factors are responsible for this very low cost. Among these may be mentioned the shorter time it takes the adult (in Lagos, the average adult takes about 3 years instead of the normal 6, to pass the Primary School Leaving Certificate examination), and the low honoraria paid to the teachers. Also, some of the physical facilities used belong to the formal school system.

E. Teachers/Organizers/Administrators

About 60 per cent of adult literacy teachers are
primary school teachers. Others are literate workers in
the civil service or self-employed persons such as
traders, and workers in the corporations, commercial firms,
etc. With the introduction of functional literacy, workers
in agriculture now cooperate in organizing classes.
Volunteers are many in classes organized and conducted by
religious groups. Students' efforts are minimal, the only
case known to the writer was a spasmodic effort made by
a group of students from the Yaba College of Technology,
Lagos. The effort was short-lived, and it is doubtful
whether they produced a permanent literate.

Training for adult literacy teachers in adult psycholo.
and adult education techniques is minimal. A majority recei.
no special training. Pre-service training, if any, may
consist of a survey lecture. The same is true for in-serice
training. Some organizations, however, arrange good refresher
courses of three to six days for selected teachers and
administrators who would be expected to teach other teachers
in the field. Again, the number of those who go through
such training annually is very small. Perhaps the chief
cause of this is lack of teachers qualified enough to teach
adult education methods and techniques. Adult literacy
education is not included in the curriculum of teacher
training institutions. This is one of the "battles" the
Nigerian National Council for Adult Education is fighting
to persuade the Government and the institutions concerned
of this urgent need.

During the last year, the Extension Services Division
of Ahmadu Bello University has started the use of radio
and T.V. and the Department of Adult Education has, to a
lesser extent, also used radio and T.V. to provide in-
service direction to literacy teachers, with particular
reference to functional literacy.

In 1965, the Department of Adult Education of the
University of Ibadan began a two-year Diploma course
in Adult Education and Community Development, and
Ahmadu Bello University in Zaria is planning a one-
year certificate course. Teacher training Colleges do
not provide such training. Some unions such as the
United Labour Congress of Nigeria have well-organized
programmes lasting from two to six weeks. These are
organized and conducted by the Trade Union Institute
for Economic & Social Development, sometimes in cooperation
with the Continuing Education Centre of the University
of Lagos. Occasionally, some State Governments send some
of their Officers to Manchester (in the United Kingdom).

Ibadan produces an annual average of 30, and those
trained abroad may be about 5 a year on the average.
The pity of it is that most of those trained in Ibadan
have had to return to primary and secondary school
teaching, having failed to get any employment in adult
education.

F. Teaching Environment

Most of the literacy classes are held in schools. Some
are held in churches and community centres, while those
conducted by commercial firms are held at the factories.
Prisoners are taught in the prisons, and a few instances
of special centres for adult education exist e.g. the
Trade Union Institute in Lagos.

Classes are normally held in the evenings. However,
some are conducted on intensive basis lasting for a few
weeks.

Although there is no evidence backed by empirical
research, it must be mentioned that many of the classes
operate under very poor physical conditions; adults use

chairs meant for primary school children, teachers who have
worked during the day may come to the classes tired and
unprepared; and often, lighting conditions are inadequate.

G. Pedagogical Approach

Both reading and writing are emphasized and where the
adults are expected to take the primary school leaving
certificate examinations, mathematics is considered part
of adult literacy education. Due to lack of teachers in
the "new" system, the "traditional" method is still used.

The average number of hours required for making a
person literate is 48 hours; but it is assumed that to
prevent a relapse into illiteracy, follow-up materials
must be provided and used.

Teaching programmes vary from State to State and from
agency to agency.

Many of the programmes do not include practical
activities. But where the functional literacy idea has
been accepted, various aspects of social and economic
development are incorporated into the programmes. Indeed,
many primers and audio-visuals locally prepared are now
available for this purpose Thus, such programmes integrate
the 3 R's as well as health, nutrition and citizenship
education.

Literacy is normally taught in the local language.
But where a local language covers only a small area, the
local people themselves often prefer to be taught in a
language of wider use. Efforts continue to be made (espe-
cially by the Institute of Linguistics, Zaria) to provide
scripts for more languages.

Each State and each agency has standardized procedures
for deciding new literates. Often, it is an examination
prepared by officials of Government. Literacy certificates
are normally awarded to successful candidates.

H. Teaching Materials

Printed materials are prepared by Government Ministries.
But in programmes sponsored and conducted by voluntary
agencies, such bodies often prepare their own primers
and audio-visual materials. Religious bodies often
prefer to do this. Generally, printed materials vary
according to groups of learners.

In some of the States, teaching materials are fairly
adequate. But even in such places, the "traditional"
type will need to be replaced by those based on the
"functional literacy" idea. In most of the programmes,
teachers' guidebooks are either non-existent or
inadequate.

The following audio-visuals are used in the teaching
of adult literacy: radio, television. Both are just
been introduced. Very occasionally, films, filmstrips,
and slides are used.

I. Research

Functional literacy is still in an experimental stage.
Already, some of the Universities have completed what
may be regarded as successful experiments. Among such
experiments was a 20-month experiment carried out
among 400 tobacco farmers on Oyo North, Western State
of Nigeria (referred to above). The experiment was
jointly sponsored by the Nigerian Tobacco Company and
the University of Ibadan.

Much still needs to be done on research bearing on
literacy programmes. The Universities have just begun
with sociological surveys, cost/benefit studies, and
testing the relative effectiveness of various teaching
materials and approaches, as well as preparing reading
and teaching materials. Occasionally, private firms and

Government Ministries collaborate. Some of the Government
Ministries have fairly reliable statistics on class
attendance and drop-outs. But because of lack of coordination
among the various agencies, it is difficult to get accurate
statistics for the various States. Research in the various
areas needs to be conducted at State level. At present, this
is not possible owing to lack of trained personnel, lack of
funds (and facilities), and lack of National Coordinating
Agency such as a National Commission on Adult Education or
a National Institute of Adult Education with full-time staff.

J. Follow-Up to Literacy Education

In some States, reading materials are available for new
lite·ates. But even in such places, these materials need to •
be more properly graded. Vernacular newspapers are also avail-
able in some areas, but more still needs to be done.
Reading materials (books and pamphlets) available are usually
heavily subsidized so that the prices may be kept within
the means of the new literates. Such subsidies come from the
State Government or from the religious agencies or cooperating
commercial firm. Greater emphasis needs to be paid to this
matter of follow-up materials and research.

There are fixed libraries in the urban centres and
mobile libraries and community "reading rooms" in some
rural areas. What is more serious is the unsuitability of
most of the books for new literates.

Special schemes for promoting reading and writing and
providing reading materials to new literates are few, if any.

Though not properly quantified, there is evidence
that relapse into illiteracy is a problem among primary
school leavers (especially those from non-fee paying
schools) and former participants in literacy classes for

adults. Lack of use is perhaps the commonest reason
for relapse. Also, some have not really become confident,
permanent literates at the time their "education"
stopped.
To combat the problem, some agencies now spend
longer time to ensure permanence. Already, some States
provide remedial education for school drop-outs and
primary school leavers.

K. Continuing Education

In Nigeria, adult literacy is not only regarded as an
integral part of adult education: it is given greater
emphasis. In some parts of the country it is equated
with adult education, and the real concept of adult
education which goes beyond literacy education is just
gaining ground.

Various Ministries provide extension services for
illiterate adults. Radio broadcasting is also used for
this. No studies are available on the relationship between
the educational programmes provided for illiterates and
their attendance at literacy classes. But because of the
emphasis on development and the challenges often contained
in such programmes, the writer is of the view that such
programmes would tend to encourage attendance of more
illiterate adults at literacy classes.

Increasing continuing education facilities exist in
some of the States. These take the form of classes
based on modified primary school curriculum with
particular emphasis on reading, writing, and mathematics.
For those who have completed this level, such States also
provide secondary commercial and and academic subjects
and some now provide more advanced courses leading to
University entrance standards. In some parts of the

country, facilities for supervisory and middle-level
management education is also available in polytechnics
or colleges of technology. For most of these programmes,
the curriculum designed for the formal school system
is used.

In some States, there are special programmes for
traders and small businessmen. There are also classes in
home economics, childcare and nutrition. The few
correspondence courses available are conducted by private
commercial firms.

Most means of continuing education available to new
literates are free; where they are not, only token fees
are charged.

Although no records of the percentage of adults who
pursue further education once they become literate are
available, the guess of the writer is that in Nigeria
there is still a feeling of "graduation". While adults
may try to attain permanent literacy for possible economic,
social or political advantage, those who care to pursue
more education are not more than 20%. These are likely
to be in the cities where post-literacy classes are
available. Most of the continuing education programmes
available are in form of public enlightenment on radio
and TV. In most parts of the country, continuing
education facilities are nil. Where they exist, demand
far exceeds the supply.

L. Summing Up

The country's major accomplishment in literacy education
in recent years may be summed up as follows:

a) The formation of the Nigerian National Council for
   Adult Education (1971);

b) The organization of annual functional literacy
   seminars;

c) The changing concept of literacy education to
   include functional literacy;

d) Greater coordination of efforts among literacy
   education agencies. including the Government;

e) The introduction of more modern techniques such
   as audio-visuals and the publication of more
   follow-up materials;

f) Annual successful celebrations of the World
   Literacy Day;

g) A growing consciousness of the need for continu-
   ing education.

The functional literacy approach and the holding of
seminars and conferences have proved most beneficial.
Annual conferences and seminars of those interested in
adult education should not only continue. Published
Reports of such meetings will be of great help to teachers,
organizers and administrators of adult education. There
should also be more magazines. More trainers' workshops
and special induction courses for teachers of adults
should be organized. More use should be made of audio-
visuals.

Among desperately needed innovations is the intro-
duction of adult courses in all teacher training colleges
and University Departments of Education.

As an interim alternative, efforts should be made
(but qualified staff must be available, and these could
be recruited from graduates of the Ibadan University
2-year diploma course) to conduct short courses lasting
three to five days for students in teacher-training

colleges and upper classes of secondary schools as well
as for selected military personnel throughout the country.
The teachers of these courses will be "itinerant adult
education teachers", going from college to college and from
town to town. Subjects to be taught should include amongst
others: The Psychology of the Adult; Why Adults Learn;
Adult Education Methods and Techniques; Literacy Methods;
and the Use of Audio-Visual Aids.

Also, there should be specially planned vernacular and
simple English-language newspapers. To start with, there
could be one in English and one each in Hausa, Igbo and
Yoruba. As more funds become available, more of such
newspapers may be established, and arrangements could be
made with one of the larger circulating national newspapers
to have correspondence through the newspaper. Where practi-
cable, this could be supplemented with radio and T.V.

The main problems hampering the promotion of adult
literacy are:

a) lack of an effective system of education. Responsible
   for this may be the absence of a realistic national
   philosophy of education in which education is made
   relevant to the needs of the people. The wrong
   priorities are therefore set. Included in this is
   the fact that adult education is yet to be regarded
   as an integral and vital part of the education
   system;

b) lack of financial resources;

c) lack of personnel specially trained for adult education
   work, and the fact that often there are square pegs
   in round holes. The teaching and administration of
   adult education are, therefore, often below the
   necessary standard.

d) Absence of a Division of Adult Education in the
   Federal Ministry of Education. Allied to this is
   lack of a national coordinating machinery such as
   a National Adult Education Commission.

It is the writer's view that with a properly
functioning National Commission or Board with well-
defined and broadly based objectives, planning,
research and execution of programmes can be taken
care of, provided of course, that adequate funds are
available; the administrators of such a Commission
or Board must also be knowledgable in, and committed
to adult education. The Board, it must be added,
should be an autonomous body, not part of a Govern-
ment Department or Ministry. The Board may also set
up the much-needed National Institute of Adult
Education which will engage in research and teaching.

Country Report
S O M A L I A
(Short version)

Introduction

   The need for adult literacy was felt ever since the
country attained its independence. But its material-
ization and practical implementation was hampered by the
absence of a written script for the Somali language,
and by political consideration: a large percentage of the
population were demanding an Arabic script which they
felt was more relevant to their religious sentiments:
an influential minority regarded the adoption of the
Latin script as a necessary choice; while yet a third
group advocated a native script.

   Since the assumption of power by the present regime,
adult literacy education has become an issue of national
interest and has taken a position of first importance
in our priorities, to the extent that the President
felt it imperative to proclaim a literacy campaign on
a national basis. The present government feels that this
programme could only be achieved by concerted effort involv-
ing all ministries and public agencies.

   The adult literacy campaign is a two-phase programme.
The first phase, which started on 1 April 1973, aims
to lay a solid base for a literate population; the second
phase aims to initiate a programme of skill-training
and citizenship education. Unlike the adult education
we provided in the past, the present programme emphasizes
functional literacy: adult education has to be job-
oriented and environmental, rendering the basic needs
of a rural and nomadic society.

BEST COPY AVAILABLE

A. The Need for Adult Literacy

1. Adult literacy is considered a major problem by educators as well as policy-makers.

2. We consider literacy education a prerequisite for economic and social development; it aims to create an informed population, a population that is aware of its needs and that could contribute towards building a developed socialist society.

3. The aim of literacy education is to create the necessary skilled man-power for a developing society. Although literacy education caters for a wide population that was previouslytotally deprived, it also aims to supplement insufficient primary schooling.

B. Overview of the Present Adult Literacy Education

1. The number of participants attending literacy classes is 217,257. There are more women than men; about 70% are women; and over 71% fall within the age group of 15 - 35; about 10% are over 45. The poor male attendence is attributed to the following:

- Traditional norms discourage the mixing of the sexes;

- Since women were previously confined to homes, adult literacy classes have given them an opportunity for outing;

- Comparatively, women are overwhelmingly unemployed, and hence the literacy classes give them occupation.

2. In general classes are available for all. In the rural areas teachers and materials (pencils, blackboards, visual aids) are often inadequate.

3. Adults acquire literacy skills outside classes, but their number must be small and cannot be quantified. Such classes are not integrated with those of the public authorities.

BEST COPY AVAILABLE

C. Administration of Literacy Activities

1. The government is responsible for adult literacy
education; all ministries are major participants. The
Ministry of Education's extra involvement in this
programme is only in the way of laying down the
curriculum and suggesting textbooks and other
educational aids.

2. There is a National Committee for Adult Literacy
Education. The Committee consists of three Vice-
Presidents, three Secretaries of State and nine
professionals. It is chaired by one of the Vice-
Presidents and meets once every three months. The
Committee lays down policies and mobilises financial
aspects of the programme. A nine-member Committee known
as the Implementation Committee branches off of the
above Committee. This Committee consists of educators
and civil servants heading important ministries and
public agencies (State Printing Agency, Broadcasting
Service, Finance, Transport, National Curriculum,
Press) and is chaired by the Secretary of State for
Education. It is responsible for carrying out policies
and coordinating activities. This Committee meets
once a fortnight. In all the regions of the country
there are Committees for the Implementation of Adult
Literacy Education. Such Committees are presided
over by the Regional Governors. An exact replica of this
Committee is in function in districts, villages, and
the various quarters of the major towns (see accom-
panying chart on page 291).

D. Financing
1. 7% (27,894,00/= out of 396,146,00/=) of our ordinary
budget and 10% (31,421,030/= out of 325,031,050/=) of
the development budget is allocated to education.

Since the literacy campaign has begun after the yearly budgetary allocations, we have this year ear-marked only 2,000,000 shillings for this purpose. However, adult literacy education is run on self-help basis. Since the Government feels that it could not finance a project of this magnitude from its limited resources, it has created a spirit of self-sufficiency and self-reliance. The general public is made aware of the importance of education, and the need of their participation in the materialization of this aspiration. As a result, the public contributed to the realization of the whole project; they built classes, voluntarily gave their buildings as classrooms, and contributed money. The Government provided books, black-boards, chalk, and registers, and subscribes to lighting; it also undertakes supervision and inspection.

2. The only outside aid we receive is a small aid from the German Adult Education Association. The aid, including the stipends for the German expatriate experts, amounts to 700,000/= per year. This bilateral aid will come to an end by the end of 1975.

3. Adults pay no fees to attend literacy classes. However, they buy their books and teaching materials.

4. The average cost of making an adult literate cannot be estimated. But the government expenditure on education per pupil per year is 475/=.

E. Teachers/Organizers/Administrators

1. In the present literacy campaign, literacy classes in towns are taught by:
- students, sixth grade intermediate to fourth year secondary (about 60);
- teachers and civil servants (about 30%);
- general public volunteers (about 10%).

There are plans to engage teachers in Quranic schools after they have received short training. The whole of the Ministry of Education teaching force (a total of 2,503)

are engaged in the Adult Literacy Campaign.

2. None of those teaching participants get paid
for the service which they render.

3. Training for literacy teachers is not yet well
established. The National Adult Education Service
organizes courses for about one hundred participants,
but not all of them are used in full-time literacy
programme. Adult literacy does not yet appear in the
curriculum of teacher training institutions.

4. The radio and the press give out lessons to the
adult learners. They also give instruction and guide-
lines to literacy teachers. These are given daily in
the radio and are published in the press. Experienced
teachers give lessons on methods of teaching to
literacy participant teachers in their locality once
a week.

F. Teaching Environment

1. Literacy classes are held in orientation centres,
people's homes, garages, schools, places of work,
open air, public halls and gardens.

2. Classes are generally held between 4 p.m. and 10
p.m. for six days a week (Saturday to Wednesday).
A certain number of housewives are given lessons ins
the morning in the orientation centres.

G. Pedagogical Approach

1. In teaching we use the synthetic method. However,
we are starting, as an experiment, two classes, one
following the synthetic method and the other the global
method. Subsequently, the same two teachers will start
two new classes for the same duration. Each one of
them will follow the method used by the other in the

previous classes. Their result will be compared in order
to find which method produces quicker results.

2. In principle, reading and writing are equally emphas-
ized.

3. Mathematics is not taught in the present literacy
classes, but it will be given in the second phase.

4. An adult is considered to be permanently and usefully
literate after he has had a course of three months, in
which he has received instruction for 1 1/2 to 2 hours
a day. This course will be followed by a programme
which is tailored to the needs of a new literate over
a period of two and half years.

5. One teaching method is used throughout the country.

6. Literacy education consists of two phases; in the
first we give the rudiments of reading and writing, and
in the seco   emphasis on the acquisition of skills:
improved agriculture practices, animal husbandry, child
care, nutrition, family planning, general hygiene, citizen-
ship educat...

7. At the end of the three month course a certificate will
be issued based on the result of an examination.

H. Teaching Materials

1. Adult literacy teachers use few books prepared either
by the National Adult Education Service or by the Curriculum
Office of the Ministry of Education. They also follow
lessons broadcast over the radio and published in the press.
However, these books proved to be ambitious for beginners.

2. The National Adult Education Service has prepared some
handbooks for literacy teachers, films, and film-strips
are under preparation by the National Adult Education
Service.

I. Research

1. The whole literacy campaign must be considered
as a country-wide experiment, since it is the first
effort of its kind in Somalia.

2. No research has been organized so far. But the
Government realizes the need for research in this
field. The plan is to form a research group compris-
ing specialists in different fields (agriculture,
health, education, animal husbandry, nutrition)
with the responsibility of producing a curriculum
for skill-training, and the specialized books
for the new literates. However, with our limited
funds and shortage of trained personnel, we feel
inadequate to undertake such specialized and extensive
research. We will probably need outside help in this
field, especially in the way of expertise.

J. Follow-Up to Literacy Education

1. To prevent the new literates from relapse, we have
at present available a language follow-up first book.
Moreover, there are a number of books in the pipe-
line process of our State Printing Agency: 3 more
language books, 3 mathematic books (new), a civics
book and one on hygiene.

2. These books are intended to be sold to the new
literates at a nominal price. Most of the expenses
and cost of production are shouldered by the Govern-
ment.

3. Since the Somali script is recently introduced,
there is no available literature and library facilities.

4. Up to now relapse into illiteracy has been rather
common.

K. Continuing Education

1. The second phase of the literacy campaign is intended to consist of classes for adults in general education, work-oriented training, vocational education, home economics, child care, nutrition, and civic responsibility.

2. Adults who were engaged in adult education before the present literacy campaign was initiated pursue courses in general education mainly based on the curriculum of the formal schools.

3. Women's Education Centres provide classes in home economics, child care, nutrition, and needle work.

L. Summing Up

1. Since we have started our mass literacy campaign in April this year, we have no previous experiences to draw upon. Hence we cannot claim any accomplishments or give any approaches, techniques, or organizational arrangements that have proved fruitful.

2. Problems that hamper us in our effort of promoting adult literacy are lack of financial resources, shortage of skilled personnel, inadequacy in our teaching programmes and methods, nomadism (over 75% of the population are nomads and are always on the move), and poverty (per capita income is low, and since the people are engaged in subsistence economy, they often do not get time to attend classes).

BEST COPY AVAILABLE

```
┌─────────────────────────────────────────────────┐
│      National Committee for Adult Literacy       │
└─────────────────────────────────────────────────┘

        ┌─────────────────────────────────────────┐
        │       Implementation Committee          │
        └─────────────────────────────────────────┘
```

| Publicity Committee | Coordination & Secretariate Committee | Inspection Committee | Curriculum & Production Committee |

```
        ┌─────────────────────────────────────────┐
        │    Regional Implementation Committee     │
        └─────────────────────────────────────────┘
```

| Publicity Committee | Coordination & Secretariate Committee | Inspection Committee | Supplies Committee |
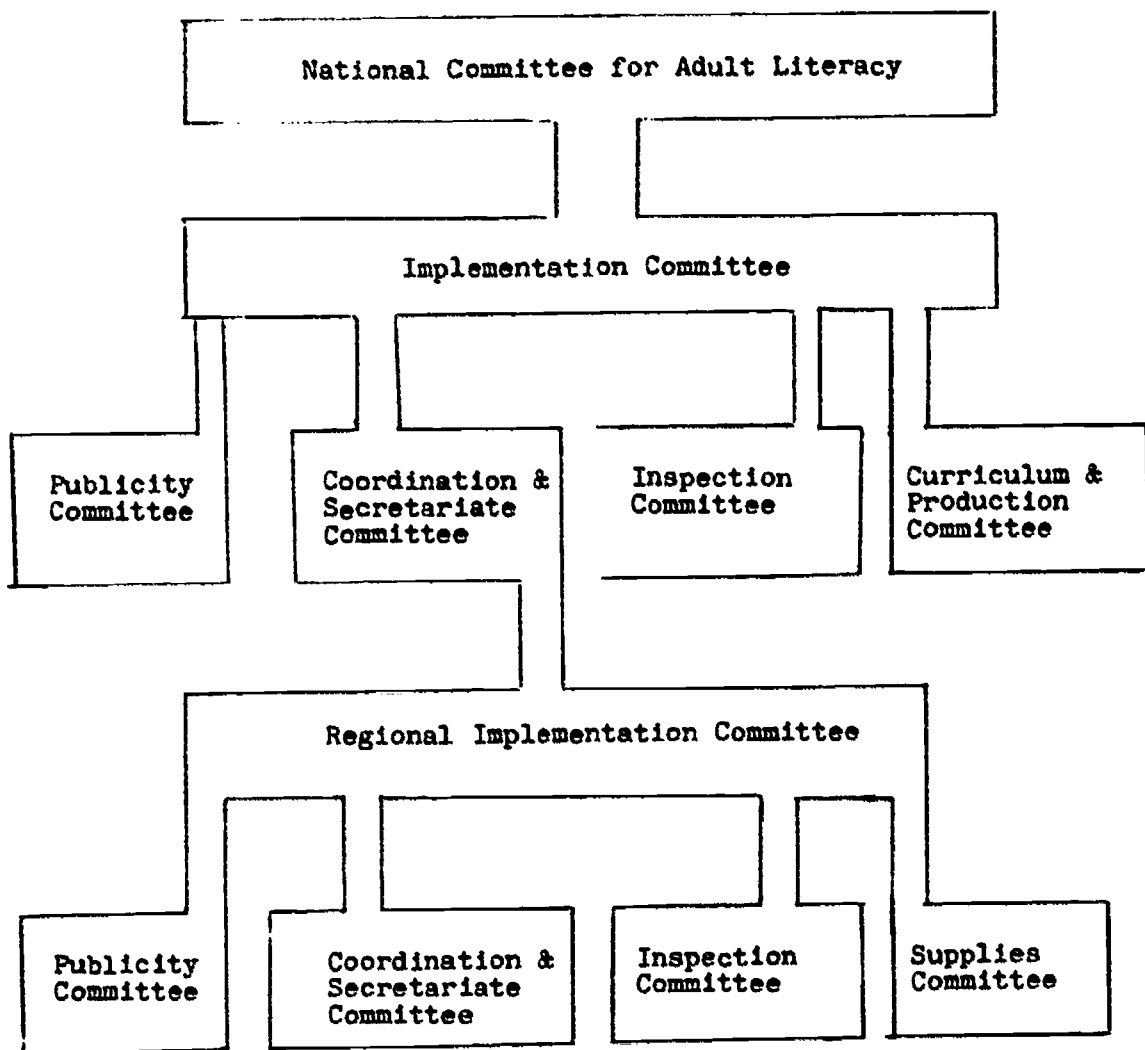
In the districts, town quarters, and villages Committees
are the same as those of the Regions.

Country Report
T A N Z A N I A

A. <u>The Need for Adult Education; Literacy Policy</u>

Adult education is seen as a right to any adult once
he or she leaves formal education or when he or she is
unable to attend formal education. This right stems
from Tanzanian ideology in socialism and self-reliance.
Socialism inherently connotes democracy, hence the
absolute necessity of making educational opportunities
available to all citizens.

Education is the tool of development in all ways
of life. Therefore adult education is understood as a
necessary component in all governmental, parastatal
and voluntary agencies.

Hence policy makers are bound to make provision for
continuing education classes for all the people under
their specific concern. This was categorically laid
down by the TANU Biennual Conference on 25 September
1971.

Literacy understood as skill of reading and writing
and rudimentary arithmetic is not the aim of our
national campaign. This is only a meant. What we are
aiming at is functional education, work-oriented
education, while the art of reading, writing and
arithmetic will help raise the area of communication,
the ability to reach more knowledge in an easier way.

Even the art of reading and writing is imparted
through functional literacy; as the farmers learn how
to raise better crops or cattle or the fishermen learn
how to improve their trade they simultaneously learn how
to read, write and do simple sums.

We believe that education by doing is essential even for
short-term development if it is to be a "human" development.
Man should first be educated to see the meaning of the
development and what role he as a human being can play to
effect that development and to what purpose the whole
undertaking is really designed. So the whole movement then
becomes a purposeful fulfilment worth of a human being.

The structure and machinery of an education is gradually
being modelled to suit our ideology as the colonial system
did not naturally reflect the Tanzanian ideology.

Adult education in Tanzania has three objectives:

- Awaken the people from the kind of resignation to the
  sort of life we have been condemned to for so many
  years;
- help improve standard of living economically;
- teach the people to understand our socialist ideology.

As you see, adult literacy (in the wide sense of literacy)
is all comprehensive. There is no sphere of human activities
(social, cultural, political-economic, intellectual) which
is not covered by it.

The nation has adopted a clear policy on universal
literacy short-term target to impart the art of writing and
reading to all adults by 1975. There were in 1971 5,000,000
illiterates. By May 1972 some 2.6 million adults were attend-
ing literacy classes. Long-term target = plan for continu-
ing education for every Tanzanian in his profession and in
any other possible fields. The call is for all, not a
selected group; all possible manpower must be developed.

B. <u>Overview of Present Adult Education</u>

There are 2.6 million adults undertaking adult literacy
classes. This is beyond our expectation of 1.5 million
for the current year. All who wish to join classes are

absorbed and arrangements are made to provide them with a teacher and required materials (books, pencils, etc.).

These classes are not evenly distributed over the country. It all depends on the population density and the political awareness of the masses and leaders. Naturally there will be more classes in a closer circle in town than in the sparely populated rural areas.

Tanzania has a women population slightly higher than the men population. During the colonial times girls did not take up education as boys did. So you have a big number of illiterate women and thus more women would obviously attend adult literacy classes than men.

The pupils represent all sorts of age groups; in some areas where formal education had a long tradition adult education (literacy) is attended by older people who failed to go to school their days. Where formal education is just a recent introduction, an adult literacy group has a wider age cross section.

When we talk about adult or informal education, a point to note is that adult education is not confined to classroom walls or to the formal teacher/student confrontation situation in set environs. Any learning or thought-provocating situation is used in adult education. So if you ask whether adults can learn after or outside their otherwise normal groups, the answer is affirmative. Adults learn at home, at beer stalls, practically anywhere they see a poster, card, etc.

C. <u>Administration of Literacy Activities</u>

The Ministry of National Education is charged with the coordination, administration and supervision of adult education in the whole country. The actual teach-

ing is the duty of all ministries, governmental and non-governmental institutions.

Theoretically every Tanzanian who has some kind of education has been called upon to help teach the less fortunate. In fact, so far we have more than 60,000 teachers conducting adult education classes of whom about 20,000 are public servants and the rest volunteers.

Literacy classes are conducted functionally just along with any other adult education activities, it is the only reasonable way in harmony with man's nature and economically paying.

Where there are children enough to form a class (20 - 30), they get their own teachers, for psychologically they cannot enter into discussions in the course of the class as seriously as the grownups do.

All organizations - cultural, religious, commercial - are directly involved in promoting and conducting adult education.

Yet their activities are coordinated in the national objectives and targets through the national administrative structure and committee system.

There are committees at all levels whose function is to plan, supervise, organize, and foster adult education activities in their areas. In short, membership comprises Party, Government and influential members in all non-governmental organizations. The reason is that all men of influence must be involved in the planning and decision-making machinery if they are effectively to be involved in the implementation level. Committees start at national, regional, district, divisional ward, and centre classes level. Lower committees meet more frequent, as they are the actual movers of the programme. Class committee usually meets weekly, centre once a month, district once every three months, and so national.

D. Financing

a) Education is 20% of National Budget.

b) Adult Education for 1972/73 18 million out of
   169 million shs. Tz.

c) It is not possible to separate literacy education
   from adult education - work-oriented campaign.

   Our policy: Each organization must set aside funds
to be used in adult education promotion among its workers.

   Public expenditure has gone up sharply:
since 1970/71,   9 millions;
      1971/72,   12 millions;
      1972/73.   30 millions.

   This trend is indicative of the national democratic
ideology of socialism wherein education is seen as the
birth right of every citizen and a prerequisite to
any meaningful development of individuals and society
as a whole.

   Many organizations (voluntary) have been caught up in
the national programme although it is difficult to
make out how much money is spent by them in order to
promote adult education in their committees.

   Organizations - religious: Christian council of
churches, Tanzanian Episcopal, Bakwata - all engage
in educating adults in one way or another.

   Associations such as the Union of Tanganyika Workers,
cooperative unions, Union of Tanganyika Women all run
adult education series.

   We get financial and material help from friendly
countries such as Sweden and Canada. Most of the papers
we use in printing our primers is a SIDA gift. Sweden

has promised 6000 tons of printing paper, and has been giving cash annually to supplement our local budget stipulated to eradicate illiteracy by 1975.

No fees for the classes in which the three R's are taught. Fees are required for those who attend evening classes for advanced studies for promotional purposes. Such students buy also their teaching materials.

It is generally calculated at 28/= t. Shillings per pupil as compared to 220/= in primary school.

E. Teachers/Organizers/Administrators

See appendix of teacher distribution. Only voluntary teachers are paid for doing 3 to 4 periods (or 2 hrs) per week in a class of 20 to 30 pupils; they are given a token sum pf 30/= per month.

Professional teachers get shorter crash courses (2 weeks or so), the rest have longer seminars up to a month. To conduct adult classes later on they are given refresher courses varying between days and weeks.

Teachers that attend, practically all come. We have now over 60,000 teachers.

The Ministry of National Education 's responsible for the training of teachers, organizers and administrators. Adult education is included in the curriculum of the Colleges of National Education so that the turnout of teachers are properly prepared to teach all members of the nation. Besides, the University of Dar es Salaam gives courses of 9 months' duration leading to a Diploma in Adult Education. It is proposed to start a Degree Course in Adult Education next academic year.

Mass - media

Tanganyika has no T.V. Radio is used extensively
in adult education: interviews, programmes, visits,
short lessons, announcements. Several study group-
programmes have been run by the Institute of Adult
Education over Radio Tanzania.
Currently there is a popular campaign - Mtu ni Afya
(Man in Health) - a campaign aimed at promoting
health consciousness in the nation by involving the
people in discussing their own health problem
supported by radio programmes and newspapers. Lessons
are broadcast to groups totalling roughly 2,000,000
people. Radio lessons are then discussed by the
participants and resolutions for practical actions
are passed to be acted on. People may decide to dig
a better well for clean water or keep their environ-
ments cleaner or the like as a result of group dis-
cussion, or they may even forward their recommendations
to higher authorities for consideration and possible
greater help, etc.

Supervision

The supervision of the teacher's work is primarily
done by the pupils themselves, because it is their
teacher, and the pupils are grownups.

Secondly, there is the class and centre committee
which really employ the teachers.

Thirdly, there is the Ministry's man, either
ward coordinator or Divisional Supervisor or Adult
Education Officer of the district. All have a duty
to see that classes are conducted in a satisfacory
way.

Apart from the courses offered in the Colleges of
National Education as well as the Diploma course
at the University, local organizers attend special
seminars organized in their special areas.

These seminars are conducted by a specially trained
team of trainers at regional and district levels.

There are also scholarships offered at times by
UNESCO for adult educationists.

For the diploma course in Adult Education 30
students graduate each year. and they are all engaged
in adult education activities.

F. Teaching Environment

Adult education is characterized by its informality,
it is not bound by four walls. It takes place any-
where where the learning process can take place:
in schools, markets, beer centres, club centres,
offices, even in the open, or buildings set up for
that particular service, library, churches, community
centres.

Time

For employees class hours are conducted during
working hours; there is no objection to people
voluntarily opting to take additional periods after
working hours, and in fact many take advanced eve-
ning classes.

In the rural areas the peasants usually decide on
the time which is the most convenient for them,
and then the teachers have to compromise and to
accomodate their availability.

G. Pedagogical Approach

The three R's are emphasized as basis for literacy:
reading, writing and simple arithmetic.

(3 periods x 2 hours per week for 6 months).

The literacy campaign is one, but the primers
used differ according to local need. Cotton peasants
will use primers on better cotton growing, fishermen
on better fishing, etc.

Practical demonstration is built in the system itself,
all sessions must end in a practical resolution which
brings the groups into a practical objective such as a
demonstration farm, house, cattle raising unit, road
making, clearing the bush, setting up a cooperative
shop and so forth.

The medium of literacy skill is done in the national
language Swahili which is spoken and understood practically
all over Tanzania. There are pockets of local dialects
where Swahili is popular but not so much spoken. Here
literacy in Swahili becomes the accelerating factor
for nationalism also.

Adult students receive certificates in booklet form
wherein various levels of attainment can be entered and
recorded so that one and the same booklet can serve any
student at any level of academic and practical performance.
We are moving towards standardizing our literacy exams.
So far exams are prepared and administered locally under
the auspices of the Ministry of Education in the locality.

H. Teaching Materials

We use primers, teachers' guides, charts, and visual aids
in conducting literacy classes. Primers differ according
to local needs, but the end result in reading and writing
skill should be the same.

The demand for teaching material is so great that it is
really difficult (financially) to meet it adequately.

Radio, film/filmstrips, slides, and tape recorders are used.
Radio is more available. Some tape recorders are also

distributed,(ideally one radio set, tape recorders and
one camera to a centre).

I. Research

   The literacy project in the Four Lake Regions is
carried out on experimental basis.

   The Institute of Adult Education has an ever expand-
ing research unit. Several attempts have been made at
evaluation of Adult Education campaigns, e.g. Uchaguzi
ni Wake (The Elections are yours) 1970; Wakati wa Furaha
(Happy Moment) 1971; Mtu ni Afya (Man is Health) 1972 -
sociological, motivational studies, cost/benefit studies,
statistics, etc.

   In this research we have both local and expatriate
staff. Since adult education even on the line of adult
literacy as a national concern is not even three years
old much research work is required to establish a solid
basis for conclusions and assumptions that we need for
future planning and programming.

   The usual snags are shortage of trained personnel and
funds to train some.

J. Follow-Up to Literacy Education

   Our big question, now that we have over 2 million
adults in adult education classes, is: after literacy
in the next few months, what?

   Of books that are suitable for the following-up of our
functional primers, not many titles are in print. There
are some titles, but the printing capacities are small.
It is a problem. Of the newspapers not many are suitable
for new literates. Steps are being made to encourage the
start of local newspapers, but editors and printing facil-
ities are difficult to get for lack of funds.

Distribution means also may be difficult for lack of enough transport to penetrate all areas in the remote regions.

The library services run by the Ministry of National Education, Tanganyika Library Service and the Institute of Adult Education provide a pointer to future strengthening. To solve that problem mobile library vans have been tried, but the fixed rural library services - books stored at a centre then taken round in rotation - is a preferable approach. Service is free, borne by the Government.

According to the national plan there are provided regional and district book-production committees, but they have not started to function yet.

Some newspapers, however, have special pages assigned for articles suitable for new literates. This section is quite popular. So far so good, as the movement is only three years old and relapse into illiteracy is not yet a problem.

K. Continuing Education

Adult literacy is an integral part of continuing education. All our campaigns, for instance, are educational programmes meant for both literates and illiterates; they are also a forum for group discussion at any level depending on the educational standards of the pupils making up the particular group.

Programmes for continuing education are being worked out in the follow-up materials, and they are all intended to be work-oriented.

Correspondence courses are also designed to cater for continuing education.

Special educational programmes are given over Radio
Tanzania, e.g. on better farming, better health, road
safety, political education, and cooperative education.
Some of these programmes are linked with correspondence
courses but some are just a service of units designed
for individual education or at times for study circles.

Some opportunities for continuing education are free
some (e.g., correspondence course) require at least a
"nominal" fee.

Since we are just starting it is rather difficult
to state the ratio of the adult students who pursue their
studies after becoming literate to those who do not do so.
The national programme is to introduce continuing
education programmes within the industrial or office
organization so as to make it an integral part of the
working routine.

K. Summing Up/Achievements

Through political mass mobilization people have realized
the need for education as a necessary means for liberation
from human miseries.

They actively participate in discussing, identifying
their needs and conceiving strategies to meet them.

They are in control of their government (realization of
democracy). Numerically we have some 2,800,000 under study.
The economic achievement is rather difficult to assess
accurately at this stage, but there are signs that the
standard of living is improving as better methods of
farming and running cooperative concerns are being intro-
duced and health habits adhered to by the enlightened
masses.

Another achievement is the significant involvement of
Party Government and non-governmental organizations in
the national campaign to eradicate illiteracy.

Appendix
Postscriptum to the Tanzania Report
Daniel Mbunda[1]/

Tanzania: Adult Education

Since many aspects of this report have been dealt with
in the general paper, the purpose of this short report
is to highlight the basic points of emphasis emerging
from the Symposium.

The case studies from different participants showed
a wide variety of ways to tackle the problem of illiteracy
through functional literacy. The economic approach was
the frequent case, as all UNESCO financed projects laid
heavy emphasis on the economic results. Tanzania, while
accepting the soundness of this approach, has decided to
start with a basic issue to support the economy, and for
that matter any other line functional literacy may be
called upon to answer in any specific social demand.

The approach taken by Tanzania stems from her commit-
ment to establish a socialist society in Tanzania. This
does not mean we are working in a vacuum or aiming at an
utopian (idealistic) society.

The traditional African society was basically socialist:
all members had equal rights to basic human needs, all
members shared communal duties (work), all members shared
the fruit of their participation in communal undertaking.

Education of members in such a community is necessary
for effective participation.

After independence Tanzania had urgent reasons for
requiring all its free citizens to actively participate
in contributing their maximum to building a happy society
of free and responsible citizens.

1/ This postscriptum was written after the Symposium.
   The opinions expressed are those of D. Mbunda

People (masses) must realize what a potential asset
they are to the nation and what they can do to fulfil
themselves and society, what heavy responsibility they
are bearing now to shape the destiny of Tanzania now that
our colonial masters are gone. If we are a poor, miserable,
ignorant, sickly nation we have no one to blame except
ourselves, if we continue to resign ourselves to this dis-
graceful and inhuman condition of life. What is important
for every adult is shake oneself from despondency and start
chartering together our life. We have the human and material
resources.

Hence in Tanzania we have decided to awaken the peasants
nd workers to the need to renounce our backwardness
and start on the long road for a search for

a) mental or psychological attitudes -prerequisite of effective
   participation in work as it becomes a free citizen;

b) skills and knowledge to improve and raise the economic
   productivity of the peasants and workers so that we can
   improve our standard of living - food, clothes, housing;

c) understanding of our socialist policies so that our plans
   ofoperation and implementation are supported by a
   consistent ideology that inspires the peasants and workers
   with socialist orientation and commitment.

All educational training will be conducted under this
inspiration and will be sustained by the all-pervasive
ideological orientation generating consistency, conviction,
and commitment to development.

In the light of the foregoing the adult education pro-
gramme in Tanzania is a political mass education for economic
socialist development.

292

Hence you cannot think of economic approach-oriented adult education without politically orienting the people as to why such and such economic steps are adopted rather than others. The political basis also gives our programme meaning and coherence and developmental lines for future advance.

In practice we have primers I and II called Siasa I and Siasa II, which develop the Tanzanian ideology while the adult participant learns reading and writing also.

These primers have the one advantage that they can be used anywhere in the country and have proved to be very handy on several occasions.

Another aspect in the Tanzanian experience is that adult education is conducted to foster self-reliance and to build a national independent spirit and a critical and inquiring mind. These objectives are deliberately fostered in the way the classes are conducted.

Firstly a class must be small enough to ensure that each participant takes actively part in the discussions and resolutions, and commits himself to the resultant activities. The traditional or conventional learner-teacher relation is gone. The group leader initiates, and directs the discussion; the participants do the think-ing and attempt to contribute actively at solutions in a joint effort. In the end they have proved self-reliant in a cooperative engagement. All the discussions should follow the same pattern. For that you need trained group leaders; we keep improving our adult education teachers by regular seminars in methods of conducting adult edu-cation groups.

The spirit of self-reliance is amply encouraged and practised in the provision of teachers. The voluntary teachers get a very small remuneration of 30/= T shilling.

The idea behind is to build our nation by mobilizing our
manpower, and as this is primarily our duty as socialists:
money should not come first. Civil servants do the work
free.

From 1 September to 8 September all over the country
there are Adult Education Week Celebrations and collections
made to help adult education by contributing to the cost.
In 1972/73 the collections yielded more than 50,000/=.

One of the difficulties of implementing adult education
programmes in some countries is the fact that there is no
effective organ of coordination, and the various agencies
are not cooperative.

The Tanzanian experience has now reached a stage where
the Ministry of National Education is recognized as the
coordinator of all adult education. The other agencies,
public and private, are obliged to carry on adult education
programmes.

For streamlining and planning purposes a committee system
has been devised wherein you have professionals and represent-
atives of the peasants and workers who in their meeting
plan and adopt adult educators' programmes. The most important
of these committees are the lowest at the village level.
Here the peasant in his capacity as a committee member
articulates his opinion, maybe in a crude layman's way, but
still he plays his role; these ideas are transmitted to
higher committees until they come to the National Education
Advisory Committee, Directorate of Adult Education.

We cannot overemphasize the importance of the committees,
especially at village level, where they are very active
and the adult education programmes are very forceful.

Adult education is used deliberately to integrate the
educated and the less educated to integrated ministerial
cooperation, to integrate formal education to the needs
of the people.

Syllabi in formal education are assuming more and more
Tanzania orientation to suit the rural needs of Tanzania.
For this reason we had to break away from Cambridge
oriented exams and set up our own exams that test the
kind of mental attitudes, skills, and knowledge required
by the Tanzania rural masses.

The primary schools and secondary schools are all changed
with the ideological consciousness in which all other
activities are developed. This atmosphere then tallies with
what is being realized in the adult classes.

Besides, all formal education institutions are integrally
contributing to implementing aspects of adult education;
you find schools involved in actually conducting adult
classes in specific areas around its locality, schools
giving adult education seminars. and institutions offering
courses to the adults around. Primary schools are
serving the young ones and their parents also.

Certain fields of difficulties:

1) Personnel

- Administrators. To strengthen their academic and
administrative abilities. annual seminars possible
degree course at the University of Daressalaam.

- Training officers in factories organizations, etc.
The idea is gaining currency.

- Literacy teachers. so far part-time. Their
effectiveness is reduced: lack of proper professional
training: part-time mental attitude.

2) Materials. The campaign covers more than 2,000,000
participants. The bulk of materials required: books,
visual aids, projectors, radios, tape recorders, films,
camera, etc.. is enormously large. Administrative in-
efficiency sometimes fails to issue the required materials.

The capacity of printing in Tanzania is very limited. Foreign help is usually sought to ensure flow of reading materials.

Follow-up is a need we are painfully aware of, and due attention is being paid to the problem especially after 1975 with its Ramification (level of functionality: training of proper teachers, etc.).

International help is requested to expand our printing premises etc.

3) <u>Transport</u>. Easy transport is necessary for organizing/ supervisising adult education. Cars (L/Rovers) are available to some of the districts' adult education officers, motorcycles have been accepted in principle for divisional supervisors (383) and bicycles for 1,760 ward adult education officers. The money is not yet available.

4) <u>Mass media</u>. Radio and tape recorders are extensively used to support adult education programmes.

What we are aiming at is the provision of radios to all groups as well as tapes so as to have a life feed-back from the discussion groups.

Methods and techniques in the use of radio, etc., are being tried out and improved in campaigns such as "Man is Health, 1973".

Tanzania is set to eradicate illiteracy by 1975. It is an ambitious goal. We may or may not achieve 100% success, but indications are that the movement is gathering momentum each month. People are becoming much aware of the need for adult education as a social and economic investment, and the nation will stand to benefit in many ways, even if we do not reach 100 per cent illiteracy eradication. The national political consciousness borne out of this movement is of invaluable significance to the nation.

The Tanzania experience is a joint experience. International agencies such as UNDP, UNESCO, SIDA, NORAD are all involved

and because of their special interest we have all
conf: 'ence that our friends will help us sustain the
movement until light dawns on the masses in Tanzania
and we shall have helped i) diminishing the world
problem of illiteracy.

Country Report
T U N I S I A
(Short version)

The country report of Tunisia does not follow the
disposition of the questionnaire. Its contents
are as follows:

Part Two: Functional Literacy

Part One: B a s i c L i t e r a c y

I. Historical Background

In 1956 the first Tunisian Minister of Education,
together with officials from several departments, initiated
the first literacy campaign, offering evening courses
for illiterates. In April 1956 he issued instructions
concerning the organization of courses and teaching
methods to be applied. It was only in August 1958 that
the State Secretariat of National Education, Youth and
Sport decided to solve the illiteracy problem methodically,
departing from reliable data. The experiment was conducted
in the realization that adult education should not be an
end in itself but rather part of a general expansion of
the educational and cultural sector at all levels.
According to the promoters of the campaign, the intention
was to allow the individual to fully identify himself
with the milieu in which he lives.

With this in mind the adult education centres were
opened with the concept of embracing various social strata
(farmers, workers, women) and with the aim of obtaining from
this cross section all kind of data which could serve to
define fundamental principles of adult education for each
of these groupings. It was decided to concentrate the
efforts
1) on the training of teachers specializing in adult
   education and
2) on the preparation of learning materials for the use
   of adults (textbooks, etc.).

In these centres both the male and female citizens
showed great enthusiasm for the literacy campaign. Their
diligence encouraged the responsible officials to
organize nine seminars on adult education from 1958 to
1973 with the result that 318 teachers were trained in
this field.

Each centre should as a rule instruct four groups of
20 members each: each group receives 1 1/2 hours of
instruction five days a week.

The subjects, which are taught over two years, are as
follows:

First Year:	Reading:	2 hours and 30 minutes
	Exercise:	1 hour and 40 minutes
	Arithmetic:	1 hour and 40 minutes
	History) Geography) Civics)	1 hour and 40 minutes
	Total	7 hours and 30 minutes per week

In the first-year course the learners acquire that
minimum knowledge which renders them literate. The programme
of instruction extends over three trimesters of 10 weeks
each, each week comprising five evenings classes of 1 hour
and 30 minutes.

The first period starts in October and the third ends in
June. There is an examination at the end of the first and
the second trimesters, on the basis of which the teachers
evaluate the progress of the learners. The examinations
have the purpose of maintaining the interest of both the
teachers and the learners and of determining the effective-
ness of methods and means applied.

At the end of the third period there is a final
examination. Those taking part receive a certificate stating
that they have acquired the minimum knowledge in reading,
writing and arithmetic and the elements of general
education.

Second Year:	Reading:	2 hours and 30 minutes
	Exercise:	2 hours
	Arithmetic:	1 hour and 20 minutes
	History) Geography) Civics)	1 hour and 20 minutes
	Total	7 hours and 30 minutes per week

- 317 -

The programme of the second year is intended for learners who have received the certificate at the end of the first year, particularly under 30.

The second year comprises three trimesters, each having ten weeks with five evening classes of one hour and 30 minutes. At the end of the first and the second trimester the students take an examination. The third trimester is terminated by an examination and an award of a certificate confirming advanced knowledge in reading, writing, arithmetic and general education.

From the third year onwards evening courses are available for those who wish to improve their general knowledge in accordance with their possibility and needs.

II. The Literacy Programme

The three-year programme (1962 to 1964) emphasized the necessity of encouraging at grass root level the promotion of the human being. The four-year plan (1965 to 1968) stressed this policy by allocating 574,000 dinars to social education, excluding subsidies and contributions of other departments, the Socialist Destour Party, state organizations and various other institutions.

The programme emphasizes the significance of adult education and the absolute necessity of preparing the masses for accelerated development by means of two types of action:

- an action programme for a limited period of time: a literacy campaign,

- a continuous programme which develops and volves according to needs.

1. Administrative Organisation

From Independence (1955) on until April 1962 the
responsibility for the literacy programme rest with the
State Secretariat of National Education. From April 1962
on adult education became the responsibility of the State
Secretariat of Cultural Affairs. The Social Education
Service of this Secretariat has an adult education
section responsible for literacy programmes, and two
other sections, one for public libraries and one for
housing affairs.

In October of 1962 the Tunisian Government, convinced
of the importance of literacy and adult education and
anxious to create the most favourable conditions, trans-
ferred this twofold task to a newly created Adult
Education Institute.

This Institute, in which the State Secretariats, the
Socialist Destour Party and the national organisations
are all represented, participates in, coordinates, and
supervises all adult education activities.

The Adult Education Institute is subordinate to the
State Secretariat of Cultural Affairs and Information.
It is a legal body under civil law and enjoys financial
autonomy. Since January 1970 adult education falls under
the responsibility of the Ministry of Social Affairs.

The National Literacy and Adult Education Programme
is supervised by the following bodies:

- ## National Council
  The Council elaborates the general concept of the
  National Literacy and Adult Education Programme and
  supervises its implementation. It convenes twice a
  year. It is composed of permanent members represent-
  ing all the ministries, Radio and TV, the Socialist
  Destour Party and all state bodies.

- **Regional Council**

Such a Council is established in each governorate
and is responsible for the elaboration of the adult
education and literacy programme. It convenes every
three months, or more frequently if necessary. The
chairman is the Governor; he is assisted by the
Secretary General of the Coordination Committee
of the Socialist Destour Party. The regional head
of adult education is rapporteur of the Council.
Membership is as follows:

(1) the representative responsible for social affairs,

(2) the representative responsible for cultural affairs,

(3) the regional inspector of adult education,

(4) the regional inspector of national education,

(5) the director of the regional hospital,

(6) the president of the municipality (seat of
government),

(7) the director in charge of regional development,

(8) the director in charge of the social campaign,

(9) the inspector of labour,

(10) the regional secretary general of the General
Union of Tunisian Workers,

(11) the regional representative of the National
Union of Tunisian Women,

(12) the representative of the Chamber of Commerce
and Industry,

(13) the regional representative of the National
Peasants Union,

(14) the president of the Central Cultural Committee,

(15) the representative of the regional transport
union,

(16) the representative of the regional youth
organization,

(17) the representative of the regional branch of the
National Federation of Parents of School Children,

(18) any person representing local organizations or
recommended by the Government owing to his
experience in the educational sphere.

- Delegation Council

  This Council is similar to the Regional Council. Its
  purpose is the supervision of the literacy programme
  within the limits of the delegation. The Council convenes
  every two months, or more frequently, if necessary.
  Membership is as follows:

  (1) the president of the municipality,
  (2) the inspector of regional primary education,
  (3) an agricultural expert,
  (4) a social worker,
  (5) the representatives of the divisions of national
      organizations, of social, cultural and economic
      institutions, and of all persons with educational
      experience in the region.

- Local Committee

  This Committee supervises the implementation of the
  literacy programme in the relevant institutions or the
  locality. It meets on.e every fortnight, or more
  frequently, if necessary.

  The Committee is composed of representatives from
  administration, the workers, the trade union, the teachers,
  and the learners. In the locality the Committee is composed
  of a representative of the municipality, the head of
  district, the principal of the school, representatives of
  the administration and public services, the Destour group,
  a representative of the teachers, representatives of the
  learners, the head of adult education of the region, and
  the representatives of the divisions of national organi-
  zations and of social, cultural and economic institutions
  of the region.

2. Fields of Action

2.1. Organized districts

   The district covered by the literacy programme comprises
   all the administrations, local corporations, and economic
   institutions (social and administrative) as well as the

local enterprises having twenty or less illiterate workers.
The programme is implemented as follows:

- Operation

  o A committee is set up comprising the management of the
    enterprises, and representatives of the Socialist Destour
    Party, the trade union, and the learners. This committee
    supervises the functioning of the programme in cooperation
    with the Delegation Council.

  o The committee meets every fortnight and more often if
    necessary in the interest of the programme or in order
    to discuss an urgent problem.

  o An education expert and a pedagogic counsellor are appointed
    in each enterprise where the number of learners exceeds 300.
    These two have the task of coordinating and supervising
    the literacy programme in collaboration with the committee
    and the Delegation Council.

  o Creation of a special fund in each enterprise to finance
    the literacy programme. Contributions may be drawn from
    the management, the workers, the trade union, the local
    cooperatives, economic and social institutions, and
    individual persons.

- Instruction

  o Rooms: the enterprise provides one or more rooms, and the
    necessary furniture (tables, chairs, blackboards),
    lighting, etc.

  o Teachers: the instruction of adults is entrusted to
    employees of the enterprise under the following conditions:

    they must have had a social training which enables them
    to lead discussions, transfer knowledge and to direct
    the attention of the learners to the subject at hand;

they must have participated at least in one 15-day
training course organized by the adult education
service.

o Learners: all the illiterate workers of an enterprise
who have worked for one year without interruption are
grouped according to age. They are then divided into
classes comprising 20 adults each.

2.2. Agglomerations or rural groupings

The Ministry of Social Affairs (Division of Social Develop-
ment, Adult Education Service) cannot restrict its activities
to the organized district. It must extend tne literacy
campaign to cover other agglomerations, since the majority
of illiterates are outside the organized district.
Organization is as follows:

- Agglomerations are selected where the regional and local
  development plan is expected to create social and economic
  conditions favourable to the success of the literacy
  campaign.

- The enterprises selected recruit the staff and provide the
  rooms and necessary equipment.

- The programme is implemented within an agglomeration of
  about 2,500 inhabitants comprising about 300 female
  illiterates between 13 and 40 and about 200 illiterates
  between 15 and 45.

- The programme is preceded by a social enquiry.

Control of activities

- Local committee
  In each agglomeration where the programme is implemented
  a local committee is created. This committee meets once
  a month or as often as necessary.

BEST COPY AVAILABLE

- Educational expert
  Trained in the use of extension techniques and in
  public relations, the educational expert is charged
  by the adult education service with tasks of coordinat-
  ing courses, keeping up the interest of the masses
  in the literacy programme, and supervising the progress
  of the learners and the implementation of the decisions
  of the local committee.

Instruction

- Classrooms: It is the task of the local committee to
  provide classrooms, furniture and lighting. Clubrooms
  or other rooms may be used for the literacy programme;
  if necessary, schoolrooms may also be used.

- Teachers: The instruction of male illiterates may be
  entrusted to the primary schoolteachers of the region.
  They must fulfil the following conditions:

  o They must be willing to instruct adults outside the
    normal working hours;
  o They must take part in a 15-day course organized
    during the vacations by the adult education service;
  o They receive a monthly remuneration of 0.490 dinars
    per class hour. (Teachers of the first category
    receive 0.411 dinars, teachers of the second category
    0.348 dinars.)

    For the instruction of female illiterates full-time
    female teachers will be recruited and then trained
    by the adult education service. They will receive
    monthly remuneration.

- There are two categories of illiterates:

  o males, aged between 15 and 45, divided into groups of
    twenty who take part in daily evening courses after
    work. These courses are held by primary schoolteachers.

o females, aged between 13 and 40, divided into groups
of twenty who are instructed by full-time female
teachers. The timetable is fixed by the local
committee.

2.3. The Army

The Ministry of National Defense is responsible for
a literacy programme in the army. Courses are held in
army classrooms by members of the military who have
attended special training courses organized by the adult
education service. General educational and cultural
programmes are also implemented. The same applies to the
examinations.

3. Books and Other Teaching Materials

The Ministry of Social Affairs (Division of Social
Development) has the task of producing books and other
teaching materials and of placing them at the disposal of
the local committees at a favourable price or free of
charge.

3.1. Teaching materials

The adult education service has prepared various books
according to the mixed method (phrase, word, letter, then
reconstruction of words, phrases and texts by using the
letters already learnt).

The lessons on reading, writing, arithmetic, civics,
politics, religion, geography, history and hygiene are
elaborated by the adult education service and distributed
to the teachers in the literacy centres.

The adult education service also publishes booklets
containing stories about the history of the country and
social life intended for the amusement of the adults.

The language taught is Arabic, the national language.
It is not the classical literacy Arabic but a language
very similar to the spoken language; from the third
year onwards, instruction is given in Arabic and in
French.

3 2. Educational television

3.2.1. Objectives

Courses have been televised since 9 January 1968 offer-
ing six one-half hour classes per week. These courses
consist of three classes weekly of instruction in read-
ing, writing, and arithmetic, and three additional
classes per week on general culture. It is clear that the
objective is not only to teach illiterate adults to read,
write and calculate but also to provide them with a general
background and encourage them to improve their education.
One this objective is attained, the new literates, who
constitute an important part of the active Tunisian
population, will be very valuable in the fight against
underdevelopment in all sectors of the economy.

3.2.2. Methods

- Writing: application of the mixed method which combines
  the analytical with the synthetic method (phrase, word,
  letter and then, by using the letters already studied,
  the words and phrases of the text are reconstructed).

- Arithmetic: application of the normal method in acceler-
  ated form, since the adult already knows unconsciously
  the mechanics, he quickly learns to identify figures
  and symbols and arrives progressively at arithmetic.
  Whatever the subject (reading, arithmetic, history,
  geography, civics, religion), educational television is
  based on the illiterate's milieu and on the problems
  he is confronted with. After this stage, during which
  the learner is motivated, the second stage follows

during which he is familiarized with a more general
background, i.e. with other milieux which are unknown
to him but which influence his life, his region, or
perhaps even his country.

In the course of a reading or arithmetic class the
instructor requires the viewers to read or write the
letters of a word, phrases, figures, etc. For each problem
30 seconds are given; a model is shown accompanied by music.
After the broadcast time is reserved for the instructor to
check what the viewers have written and to give advice.
After each televised lesson an illustrated text in two
colours is distributed which is very well printed and which
retraces all the phases of the film. The illustrations of
the text are small photographs of the plates used in the
televised lesson. One or two cards are then distributed
on which the letter, words and phrases which have been
studies are printed.

Each arithmetic lesson is followed by one or two exercise
cards. The cards for the exercise of reading, writing and
arithmetic have been printed in an edition of 30,000 each.
They are intended not only for the centres but also for
interested private persons. In view of the increased impact
of the programme, an agreement has been concluded between
the adult education service and the newspaper "El Amal"
which appears daily in Arabic with the largest edition,
allowing the newspaper to publish regularly one of the
documents accompanying the televised lesson of the day.

3.2.3. Evaluation of the programmed cards
    After the televised lesson, one hour or one hour and
a quarter is reserved for the viewers to work on the cards.
Then the instructor corrects the cards and marks them.
The next day more time is allowed for the joint correction

of the most current errors. The cards are then arranged by subject and lesson and sent in to the adult education service for control purposes.

3.2.4. The role of the instructor

The instructor is essential because the televised lessons alone do not suffice to combat illiteracy. He is encouraged to take part in preliminary courses and receives written instructions in order to be able to familiarize himself in advance with the programme and documents of each lesson. He can thus plan the additional time (one hour or one hour and 15 minutes) following the televised lesson and hold the lesson himself in case there is a defect in the television set or electricity fails.

Each instructor is requested to submit each month his written comment on each lesson, together with an attendance list.

4. Cultural and Other Activities

The cultural and educational activities occupy an important place in all adult education centres. They are intended to inspire and encourage the adults taking part in the literacy courses. They include the following:

4.1. Lectures and debates led by personalities of local, regional or national reputation or by the teacher, which allow the interested persons to discuss freely with one another in their family language and deepen their knowledge.

4.2. Presentation of slides, films, theatre performances; the shows are chosen according to their educational content and the interests and level of the learner.

4.3. Permanent exhibitions in the literacy centres providing updated information on the life in the region, the country and the world.

4.4. Inspection visits made by the responsible regional and national officials to the literacy centres.

4.5. Study tours organized to familiarize the learners with the different regions of their country and the neighbouring countries.

4.6. Numerous books, and publications, particularly a monthly journal called Ikre, printed especially for the adult education service. They are intended for second-year learners, who are requested to read and comment on them in class. The learners also help edit the journal.

4.7. The adult education service organizes periodically a "Week of Education and Development" in cooperation with the regional authorities for the purpose of initiating an important socio-educational programme within the framework of the regional development plan. Every day during these educational weeks, conscientization groups consisting of teams of social instructors working for the Government or the Socialist Destour Party visit one area, where they organize frank discussions with the citizens in the interest of helping them to better understand and solve their problems, and motivating them to work for human, economic and social development.

At the end of these visits in the villages small presents for hygienic purposes are distributed to all persons present.

During these educational weeks plays, films and other spectacles are presented; posters and banderoles are displayed; a booklet concerning the economic, social and cultural development of the region is published; visits

and excursions are organized for the adults of the region
and other governorates; parades of vehicles and groups
of students, carnavals, games, etc. are organized;
certain days are dedicated to such topics as social
education, happy family, cooperation, improvement of
habitat, etc.; lectures and discussions are arranged.

5. Statistics

The following table shows the entire literacy campaign
undertaken in Tunisia for the years 1958 to 1973:

Literacy Courses

Instructors and Learners from 1958 to 1973

Year	No. of classes or courses	Teachers full-time	part-time	No. of learners	No. of learners having completed the last course with success
1958–1959	8	6	0	950	
1959–1960	172	41	0	4895	
1960–1961	278	82	0	9218	
1961–1962	317	95	0	8883	
1962–1963	329	1033	0	10255	
1963–1964	335	102	0	9661	231
1964–1965	398	167	0	12995	4741
1965–1966	396	166	7	11832	3676
1966–1967	824	218	238	23967	5945
1967–1968	1691	322	468	38177	16164
1968–1969	1971	326	543	41137	20451
1969–1970	1253	312	454	32166	10644
1970–1971	1209	323	367	25837	8076
1971–1972	848	295	202	18185	5276
1972–1973	522	279	20	14733	

Part Two: F u n c t i o n a l   L i t e r a c y

Until very recently the battle gainst illiteracy was
often considered a humanitarian and social undertaking,
the economic aspects being ignored. It is clear that to the
extent that functional literacy proves more efficient and
profitable from the economic point of view as well, it will
receive increased support from the Government and from
private enterprises. It is within this framework that the
micro-experiment in functional literacy described below,
was implemented in Tunisia.

1.   Analytical Description of the Experimental Programme

Originally planned for one year and begun in January 1968,
the functional literacy programme of the cooperative of
Errissala was initiated with the cooperation of UNESCO.
A small educational team started to work: one technician
from the adult education service, a psycho-pedagogue,
a sociologist, an agricultural engineer responsible for the
region, and a leader of the cooperative of the region. The
evaluation team, which was created later, comprises apart
from the person in charge a representative of socio-economic
education, the psycho-pedagogue and the sociologist of the
educational team.

The educational and evaluation team also receives
occasional but substantial assistance from the technical
agencies specialized in the regional development services,
particularly in the form of a documentation concerning a
socio-economic and technical investigation on the micro-
experiment.

2.   Objectives

The project of extending the micro-experiment of Erris-
sala has several economic, social and pedagogical objectives.

2.1. Economic objectives

The functional literacy project contributes to the
implementation of the economic development plan of the
country. Economic objectives are an increase in gross
national product and per capita income; the develop-
ment of all irrigable and non-irrigable areas of the
cooperatives; dissemination of knowledge and technical
methods concerning an increase of agricultural
production; accelerated modernisation of technical
production and utilization methods with regard to
cooperatives and training of the members of the latter.

2.2. Social objectives

Without the active participation of the population,
development action is doomed to failure. It is therefore
necessary to know the weaknesses and qualities of the
inhabitants. The illiterate is often suspicious, not
open to progress, and incapable of filling economic and
social functions. He lives on his own means, and his con-
sumption needs are negligible. His attitude is rather
fatalistic. Functional literacy aims at changing all
this. The illiterate has to be encouraged to take an
interest in the battle against under-development; he
must become aware of an unutilized productive potential
and must be shown clearly which role he can play in its
utilization. He must confirm his position within his
family, particularly vis-à-vis his children, and he must
be better integrated into his work milieu. Above all, his
social well-being must be improved.

2.3. Pedagogical objectives

- Create, test and evaluate functional literacy material
  which is simple, economical and effective. The basic
  material consists of cards and posters which are to

form a central archive at the adult education service
providing effective and varied pedagogical information.
The posters can either be affixed to the wall or
projected as slides:

- Apply a tailor-made functional literacy method which
  takes into account data contained in economic and
  sociological studies carried out by the specialized
  agencies of the regional development union;

- Use the micro-experiment to obtain an inter-disciplin-
  ary approach to functional literacy:

- Identify problems which may later confront the functional
  literacy programme and propose solutions.

2.4. Integration of objectives

This double series of objectives necessitates the
establishment of a hierarchical order of the objectives
of the micro-experiment.

2.4.1. Long-term objectives

Participation in the implementation of the Errissala
cooperative.

2.4.2. Immediate objectives

- Development of a methodological functional literacy
  model (design of a programme, and experimentation
  with cards and posters and other teaching aids).

- Assumption of responsibility by a limited group of
  pre-cooperative agents with an eye to their adaption
  to the physical and socio-economic context of the pre-
  cooperatives, the improvement of their implementation
  techniques, and their acceptance of a dynamics of
  self-education.

It may be useful to emphasize some factors which are un-
favourable to the implementation of a literacy programme in

a rural milieu. There is a lack of qualified teachers.
Functional literacy requires that the teacher be both
a technician and a psycho-pedagogue in order to
communicate technical knowledge. Technical and peda-
gogical programmes, which in principle must be
prepared by the enterprises themselves, are lacking.
The nature of farm work requires specialized manpower,
which is scarce. Since the groups are made up of
cooperators who are specialized in different fields,
it is difficult to maintain a strict functionality.
The problem of fitting in the hour reserved for the
functional literacy programme with the time needed for
framework remains difficult. Inclement weather hampers
the diligence of the learners and causes difficulties
for the programme.

In order to overcome these difficulties, the adult
education service has a technician and an agricultural
engineer prepare the technical cards, which serve as
basis for the didactic cards.

It must be emphasized that the pre-cooperators do
not consider literacy as something outside their agri-
cultural milieu. On the contrary, it helps them to
improve their standard of living and well-being and
they become even more attached to the soil.

3. Field of Application

The field of application of the micro-experiment
of functional literacy is one cooperative now being
established in the region of Mornag 20 km north of
Tunis. This unit is part of the Northern region which
is mainly agricultural. Owing to the type of terrain,
arboriculture predominates. Resulting from the con-
solidation of six ancient, private farms, the cooperative

covers 2,235 hectares under crop as follows: vineyards
851 ha, mixed wine and olive trees 18 ha, citrus fruit
12 ha, olive trees 352 ha, orchards 10 ha, unused land
238 ha, forests and pastures 1,011 ha, buildings 13 ha.

The cooperative has 180 members, 8 of whom form the
administrative council. The cooperative is subordinated
(in the initial phase) to the Office for the Development
of the Medjerda Valley, which is also assisted by the
regional development unit. Population structure is as
follows:

Sex	Married	Bachelors	Widows	Total
Male	149	19	5	173
Female	149	--	-	149
Total	298	19	5	322

The age groups are as follows:

Ages	13/15 to 24	25 to 34	35 to 45	Over 45	Total
Male	18	48	46	61	173
Female	25	57	49	18	149
Total	43	105	95	79	322

The educational level is as follows:

	13/15 to 24	25 to 34	35 to 45	Over 45	Total
Illiterates	6	31	42	53	132
Primary school	0	8	3	8	19
Primary school (mod.)	9	9	0	0	18

	13/15 to 24	25 to 34	35 to 45	Over 45	Total
Secondary school	1	0	1	0	2
Secondary school (moaern)	2	0	0	0	2

Of the 173 male members of the cooperative, 132 are
illiterate and 41 have received instruction either at
the Koran schools for some months or during the first
year of secondary school. Four have attained the maximum
level, two at a European type of school and the other two
at the religious type of school.

The following facilities are available to the coopera-
tive.
- seven wells providing drinking water and water for
  irrigation purposes;

- animal population, almost all of which has to be
  purchased;

- immobile installations, which have to be renewed rapidly;

- generally good soil but having in some places a layer
  of impermeable tuff which requires large-scale invest-
  ments for its removel.

The large areas which are hilly are subject to erosion
from wind and rain. Average annual precipitation in the
region is 450 mm.

The programme does not take into account the women,
whose participation in the active life of the cooperative
is similar to that of seasonal and occasional workers.

4. The Course of the Experiment

The preparatory phase begins with the identification
of the terrain on the basis of a documentation comprising
all technical, economic and social studies carried through
by the specialized agencies.

The first data based on surveys of the terrain are then
compiled, and discussions between the members of the
cooperative and their leaders take place.

All this permits an approach under three aspects. One
aspect is that of a person who has emerged from a system
of private land use and who has the mentality of an
employee suffering deeply because of his illiteracy. An-
other aspect is that of a person who lives in a socio-eco-
nomic and family milieu which is still very poor. The third
aspect is that of a technician who has to adopt himself
to the physical conditions of his milieu and to the require-
ments of modern land use.

In the course of the meetings the responsible team con-
sisting of the psycho-pedagogue, the sociologist, the agri-
cultural engineer and the responsible person of the region
a number of important problems are identified which lead
to a determination of specific objectives for the experi-
ment. The pedagogical programme, which is the principal
part of our experiment, is very important and requires effi-
cient collaboration among all the team members, the admini-
strative council of the cooperative, and some of the
cooperators. The programme must be adapted to the various
activities of the cooperative; i.e. the life of the
cooperative which must be realistic and flexible. In other
words, it must be possible to take into account unforeseen
problems.

The preparatory phase is followed by the operational
phase, which is announced by general meeting. At this
meeting the experiment is presented (intentions, form,

requirements, and means). In a lively discussion
between members of the cooperative and the responsible
leaders the former become motivated and the latter are
informed about the circumstances in which the experi-
ment will take place. The volunteers then register and
the functional literacy programme may start.

The voluntary participants are organized in two
groups, one consisting of pure illiterates and the other
of semi-illiterates. The respective levels of the
various subjects of the experiment are determined and
progress files are set up. Simultaneously another group
is formed, for which a traditional literacy method,
which has already been used by the adult education
service, is applied.

5. Methods

5.1. General scheme

Functional literacy is an action aiming at changing
the milieu in its totality: the human and the cultural
milieu. Departing from state A characterized by a
number of economic, sociological, professional data,
the aim is to attain state B. The process of changing
the individual concerned is identical with functional
literacy.

Before he may become active in development and
conscious of his economic and socio-cooperative function,
the peasant of Mornag must receive comprehensive and
integrated training, including vocational training
on the job, socio cooperative training, and intellec-
tualization: literacy, commercially-oriented arithmetic,
practice-oriented sciences.

On-the-job and classroom instruction form one unit.
At the place of work manual operations are demonstrated
and in the classroom they are recapitulated. Used for
training is a placard or poster which is not just a
picture but shows a situation of the peasants' life, in-
cluding moments and gestures typical for farmwork. The
poster therefore links the practical activities with the
corresponding intellectual activities.

This deciphering takes place within a group. The
'animateur' ist part of the group; he is also member of
the cooperative and thus is not a teacher in the eyes of
the pupils. The class takes the form of a discussion.

The pedagogy of functional literacy is not a bureau-
cratic pedagogy. It rather is oriented towards the land,
work, dialogue and participation.

The group discussion regarding the deciphering of the
vehicular message on a poster must be replaced by the
deciphering of words and linguistic structures which carry
part of a message. This is functional literacy.

In this sense the alphabet is learned within the frame-
work of training. Repetition, which allows a consolidation
of acquired knowledge, is not mechanical but dynamic.
This approach differs from the traditional approach where
words and structures are accumulated under the aspects of
phonetics.

The reading card of the illiterate worker must have
the same basic illustration as the poster and the text
which has been elaborated by the group. The cards thus
present a collection of didactic texts. As soon as possible
the learners are led to decipher messages relating to
their activities; these messages are easily retained.

This training process can be schematized as follows:

1	2
professional reality, socio-economic problems ------- training	deciphering: significant moments and problems (posters)

3	4
deciphering; first step: poster second step: alphabet	return to practice: application of acquired knowledge
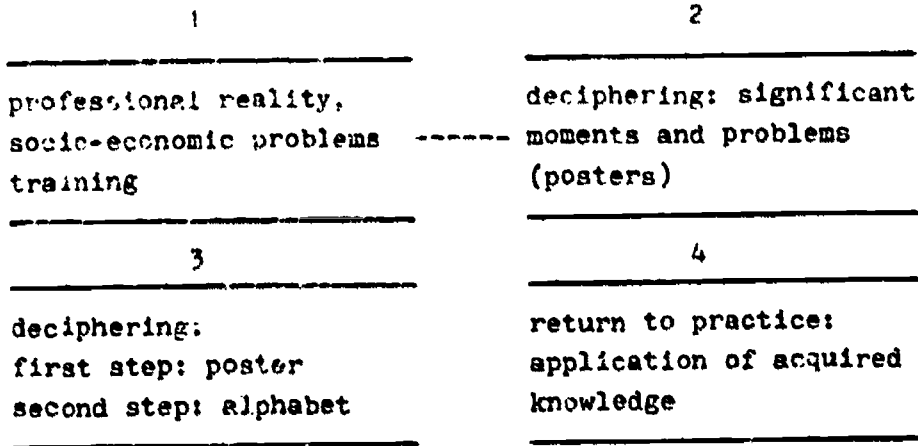
5.2. Control

Equilibrium between practical and theoretical training was lacking during most of the time of our extended micro-experiment. The knowledge presented was often practice-oriented, but the 'why' to the question was lacking. At the initiative of some teachers, general information was given to remedy this deficiency. As to the control of application of knowledge, this is ensured in the coopera-tives where the teacher fulfils the function of the agri-cultural official. When this is not the case, the teacher must accompany the cooperators to the field in order to supervise the application of the daily work programme. For him this is the only possibility of intervention. If the teacher is not an agriculturist, class instruction is not followed by field demonstration or supervision.

Other inconveniences hamper control of the application of acquired knowledge. In some cooperatives the literacy courses are unfortunately held in the evening. We have warned against the many difficulties this entails. In this case field instruction is not possible, even if the teacher is an agriculturist. This clearly reduces the functionality of training and the effectiveness of the programme.

In most cooperatives the work is carried out individually
by the cooperators. They are distributed over the large
area of the cooperative and have varied tasks on their plots,
which are very distant from one another.

Therefore the agricultural official cannot control the
effect of the programme or suggest necessary improvements.
During the harvest season (grape and fruit gathering) control
would be possible, but in most cases the cooperative recruits
foreign labour in order to get the work done as quickly as
possible.

6. Materials

6.1. The teacher's material

In order to enable the teacher to fulfil his task well,
the adult education service has provided him with low-cost
didactic material consisting of detailed cards, each deal-
ing with a problem of the day to be solved. Each card is
prepared by the pedagogue of the team who eliminates all
difficulties which might arise during a lesson. The topic
of each card is taken from the work schedule provided by
the engineer of the team. The teacher receives this
didactic material in advance.

6.2. Collective material

Posters are provided, accompanied by teaching cards
showing the problems and suggested solutions.

6.3. The illiterate's material

The simple and inexpensive learning material consists
of reading cards which, when grouped together, form a
booklet where all problems are shown. These cards have
all the solution to the studied problems in the form of
a slogan, and are used to learn to read. This booklet
is an important learning tool for the illiterate.

7. Teacher Training

The following short- or long-term teachers' train-
ing courses have taken place: 5 in 1963, 3 in 1964,
1 in 1965, 4 in 1966, 21 in 1967, 14 in 1968, 4 in 1969,
an 7 in 1970, 1 in 1971 and 2 in 1972.

Scholarship holders attended external courses at
the regional centre for functional literacy in the
Arab countries as follows: 8 in 1962/63, 12 in 1963/64,
8 in 1964/65, 4 in 1966/67, 3 in 1968/69 and 3 in
1970/71.

In 1964 15 scholarship holders spent 15 days in
Italy at the invitation of the Italian Union for the
Campaign Against Illiteracy; in 1965 three scholarship
holders spent 25 days there to study educational
television.

In 1963 one primary school teacher took part in a
nine-month course at the Ecole Normale Supérieur in
Saint Cloud, studying the use of audio-visual aids.
In 1971 three scholarship holders were trained there
in the use of television for educationa purposes.

Within the framework of Maghreb, Arab, and inter-
national cooperation the following events were organ-
ized: a colloquy from 16 to 23 October 1965 for
UNESCO and Maghreb representatives on the subject of
adult education; a seminar on functional literacy
held by UNESCO for francophone African countries from
28 May to 5 June 1970. From 4 to 20 May 1971 a course
was organized for eight participants from Arab
countries. The social development division of the
adult education service invited several participants
from African and Arab countries for informatory visits.

From 4 to 25 Septem er 1972 a regional seminar on func-
tional literacy and family planning was organized by
ASFEC, which is a UNESCO service. The purpose of the
seminar was to study the possibility of combining a
functional literacy campaign with a programme for
family planning.

Advanced Training Programme for Teaching Staff

Year	Duration of Programmes		
	1 week to 2 months	2 to 6 months	more than 6 months
1962-63	164		8
1963-64	147		
1964-65	58		
1965-66	190		
1966-67	692		
1967-68	754		26
1968-69	163		30
1969-70	169	7	
1970-71	141	14	3
1971-72			
1972-73	43		

8. Results

The functional literacy material and the content of the
programme have now been tested by the micro-experiment
which covers the region of Mornag and the Errissala
cooperative.

According to the experts who observed the micro-experi-
ment, satisfactory results can be obtained if evaluation is
begun at the time of elaboration of the didactic material.
The results prove this judgement. During our visits it
was easily recognizable that changes in the attitude and

behaviour of the cooperators had taken place: this
encouraged the responsible person to extend the scope
of the micro-experiment within the framework of the
national plan in the years to come.

The following table shows the results of the
functional literacy programme:

Year	No. of classes	No. of pupils
1968 - 1969	?	20
1969 - 1970	28	624
1970 - 1971	23	396
1971 - 1972	13	336
1972 - 1973	5	115

9. Conclusion

May I conclude with the words of President Bourgiba:
"Our educational method is an original method inspired
by Tunisian reality. We think that extended education
should aim at the improvement of social conditions
or their transformation if this allows us to progress
rapidly towards development. The major objective is
not only to teach the citizen to read and write but
also to make him conscious and open to progress."

"We attribute great importance to this programme
and consider it as one of our most urgent tasks, which
deserving of the enthusiasm of everyone of us. Among the
tasks which are of utmost importance is that of social
education and the struggle against illiteracy."

Country Report
Z A M B I A[*]
(Short version)

Introduction

The original proposal for literacy work in Zambia,
entitled "Proposal for a Mass Literacy Project in
Northern Rhodesia" was drawn up just a few months before
independence, i.e. in February, 1964. According to the
1963 census the estimated total illiterate adults in
the country were 706,000. Pressing into service a large
number of field officers and motorized vehicles and
calculating methematically, the proposal envisaged to
'eradicate' illiteracy from Zambia by around 1971. But
instead of 700,000 persons becoming literate by 1971 the
figure reached to only 10,149. And this number too was
reached when a target system was fixed in 1970 for each
local level supervisor so that at least he tried to do
his best. The process of literacy since the programme
started is shown below and a Target Register sheet is
attached at the end of this report.

Year	Adults made literate
1966/67	969
1968	1,639
1969	912
1970	3,566 – targets fixed
1971	3,063
1972	3,387

A representative of Zambia attended the 1965 Teheran
Conference of the Ministers of Education, where the
functional literacy approach was accepted. He saw the

---

[*] The opinions expressed in this report are those of Mushtaq
   A h m e d, Chief Technical Advisor of the Work-Oriented
   Adult Literacy Project

approach as a suitable method of developing rural areas
to which the government gives high priority.

On the invitation of the government, a UNESCO Planning
Mission visited the country in 1967. The Mission recommended
the broad area of economy for which functional literacy
might prove useful. Whereupon the government asked for a
UNESCO Advisor to help it improve its Basic Literacy
Programme, plan an Experimental Functional Literacy Pilot
Project and train a number of Zambian staff in all aspects
of functional literacy. The advisor arrived in May 1969
and the Project became operational from July 1971.

Both the programmes, Basic and Functional, are still
run by the Department of Community Development. But it has
been accepted by government that Basic will give way to
Functional, and by 1975 six of the eight provinces will
switch over to Functional. Two have already switched
over and another two will switch over in March 1974.

3. **Literacy Policy**

1. **Eradication**

As stated above the original proposal for a mass
literacy drive was drawn up in 1964, apparently with
a view to 'eradicate' illiteracy from the country,
which happened to be the thinking of the time. Estimated
illiterates were around 700,000 and according to the
scheme they should have become literate by 1971, but
actually only 10,149 became literate.

According to the 1969 census there are around
2,200,000 adults (16 + years) in the country out of
which 1,200,000 are illiterate. With the existing
pattern of administration, number of staff and facilities
available, on an average 3,000 adults are made literate
a year. At this rate it will take the country 400 years

to 'eradicate' illiteracy, provided the population remains static.

2. Desirable Social and Political Aims

It could be said that the literacy programme was accepted and started in 1966 from social considerations, i.e. a way of making up for insufficient primary schooling. Since the number of persons becoming literate was around 1700 per year up to 1971, it could be said that it did not make much impact on the planners. However, politically it is a much talked of programme. It is continuously emphasized by leaders that illiteracy is a hinderance to development and without literacy the pace of development will remain slow.

3. Economic and Social Development

The First National Development Plan (1966 - 1970) laid down the objectives of the Programme as follows:

- Firstly is the eradication of illiteracy in order to accelerate the spread of knowledge, and as it will be slanted to the acquisition of better vocational skills for better standards of living, it will be closely linked with programmes which depend for their success on the acceptance and cooperation of the people, e.g. health, agriculture, conservation, etc. It is planned to slant the programme by using these subjects as bases for instruction and follow-up literature.

- Secondly it is intended to utilize the programme as a thorough-going exercise in community self-organization and voluntary service for the benefit of the nation.

The Functional Literacy Experimental Pilot Project was started in two of the eight provinces in July 1971.

The major aims were as follows:

- A large number of the participants will attain a high
  level of literacy, i.e. ability to read the newspaper
  and written instructions on technical matters in their
  vernacular language.

- They will be able to increase the yield of maize.

- They will become self-reliant.

   252 classes with 3,000 maize growing peasants began to
function, and as the project went ahead it became clear
that the traditional farmers highly welcomed the approach.
The yield in 1972 went up from an average of 7 bags per
acre. Some students produced as many as 40, 42 and 47 bags
from one acre and quite a large number got 30 bags. The
bags were physically counted at some stations by high
placed visiting officers. Around 2,700 of the students
saved from the increase yield and planted the same year
on an average 1.8 acres[1]/ of maize according to the
recommended method.

   It can be said that from 1972 the Ministry has accepted
in practice that in future the teaching of literacy will be
related to economic development especially for the people
living in the rural areas, whose development has a very
high priority in the Second National Development Plan.

   The usual question whether literacy is integrated into
the national plans of education could be answered meaning-
fully after considering the following:

- Under what Ministry does it fall?

- What is the role assigned to it? Is it considered at
  par with formal education or as one of the educational
  activities leading to economic development?

---

[1]/Our suggestion was 2 acres.

In Zambia literacy is one of the programmes of the Ministry
of Rural Development. To help the vast majority of people
living in the rural areas the Ministry runs several types of
educational programmes like agricultural extension education
by the Department of Agriculture, cooperative education by
the Department of Cooperatives, home economics by Agricultural
and Community Development, settling in groups with better
houses by Community Development Department, etc. Similarly
literacy is one of the educational programmes of the Ministry
to prepare the people for their all round development,
especially economic development.

The goals for both basic and functional literacy during
the current plan period would be as follows:

	Basic				Functional			
Year	No. of super-visors	Expect. No. of classes	Expect. No. on roll	Expect. No. of persons to become liter-ate	No. of super-visors	Expect. No. of classes	Expect. No. on roll	Expect. No. of persons to become liter-ate
1973	90	540	9,000	5,859[1]	40	464	7,000	4,550
1974	92	552	9,200	-	68	408	6,800	-
1975	70	420	7,000	5,980	90	540	9,000	4,420
1976	40	240	4,000	4,550	120	600	12,000	5,850
			Total	16,380			Total	12,820

B. <u>Overview of Present Adult Literacy Education</u>

This year around 9,000 are on roll in the Basic Literacy
Programme and around 7,000 in Functional Literacy. The number
of classes depends upon the number of supervisors the Department
is entitled to employ. Its approved establishment is 171 super-

___

1/ Calculated on the basis of: Drop-out - 10% i.e. output = 65%
                          Failure - 25%
                                  35%

visors; 11 of them would be engaged at headquarters and broadcasting duties, therefore only 160 can do actual field work. In the past each of them used to operate within a radius of 10 miles, organizing 12 classes with 15 students in each, selecting and training 12 local instructors to do the actual teaching work and then supervising the classes. So even in the past only a limited number of classes could be opened. It was not possible to establish classes for small numbers of persons interested in literacy in every nock and corner. Occasionally a supervisor, under pressure, will open up a class at a distance of even 20 miles from his station. As it was not possible to service and supervise them on a bicycle usually they faded away after a while.

According to the new policy he still operates within a radius of 10 miles. But now he sets up only six classes with around 100 students in all of them. A survey of the locality is done in advance and if there would be no scope of enrolling more students left he would move to another sector of his station.

Functional literacy has another curbing factor. Each successful student is given inputs for half an acre costing around K 12. Moreover the supervisors and Agricultural Assistants have limited time to give practical training on the class demonstration plots and on the students half acre plots. Therefore though the plan is that each supervisor could enrol up to 100 adult farmers, if the funds are not enough the number is likely to be reduced and not go up.

The distributions of supervisors to provinces is as follows:

Province	Total population 1969 census	Area in sq. miles	Density of population per sq. mile	No. of super- visors
1. Central	273,000	35,839	7.6	22
2. Copper- belt	72,000	8,101	8.9	10
3. Eastern	509,000	26,682	19	17
4. Luapula	335,000	19,524	17	20
5. Northern	545,000	57,076	10	20
6. N/West.	232,000	48,582	5	13
7. Southern	496,000	32,928	15	22
8. Western	413,000	48,798	8	14
			Total	138

The pattern seems to be that provinces with higher population have a larger number of staff. But Central and Luapula are out of step. Central because it has the Functional Literacy Programme as well, and Luapula, it seems, by default. However, it is hard to give the exact number in each province as mobility in staff is high and some provinces are slow in supplying the headquarters with monthly returns.

There doesn't seem to be much demand for basic literacy but there is now for functional. However, as explained above, functional literacy is a newly introduced programme; it takes about a year to do the preparatory work to intro- duce it in a new province and the number of participants that could be enrolled depends upon funds available.

Women form at least 60 per cent of the students. The reason seems to be:

- Illiteracy is high among women; 74 per cent of them are illiterate as compared to 57 per cent among men.

- Initially the members of women clubs also formed literacy classes. So in certain areas the men have the notion that 'it is something for women'.

- Men have more time-consuming work to do, prefer to relax, and the youth do not like to reveal that they are illiterate.

- In functional literacy couples are preferred to singles. In many classes a husband joins with his two wives and sometimes more than two. Since women equally share in farming, the men, it seems, decided to send their women to learn the skills and they adopted a wait and observe attitude.

More or less all ages over 15 are represented, but the age group 20 - 35 forms the majority.

It seems that very few acquire literacy outside a class. They get it from one type of class or another. Self-literacy is rare. However, there is no data.

C. Administration of Literacy Activities

Functional Literacy Programmes are run by the Ministry of Rural Development, whereas other adult education activities and children education, which are rather formalized, fall under the Ministry of Education. The University also has a few activities. In addition, churches and a union of secondary school students also run classes. The only commercial firms involved in it are the Mines which run classes almost on the line of formal education usually for employees capable for promotion. The urban authorities organize classes in urban areas.

The administrative setup is as follows:

Ministry of Rural Development

Dept.of Agric.	Dept. of Eco. and Marketing	Dept. of Vet.	Dept. of Coop.	Dept. of C.D.	Dept. of Water Affairs

Commissioner

Asst. Comm. I   Asst.Comm.II

Adm.   Finance   C.D.   Women Education   Adult Literacy   Training

CDO (Literacy)

Publications   Exams   Research and Evaluation   Training

At Provincial Level

PCDO

SLO

DLO   DLO   DLO

LLO   LLO   LLO

Inst.   Inst.   Inst.

CDO = Community Development Officer
PCDO = Provincial Community Developm. Officer
SLO = Senior Lit. Officer
DLO = District Lit.Officer
LLO = Local lit. Officer

Since the Department of Community Development is part
of government, the usual consultative machinery operates.
The Department is expected to provide service, guidance
and coordination to agencies outside government. However,
there does not seem much scope of coordination except in
planning as generally the administration and area of
operation is different.

Recently a new body 'Zambia Adult Education Advisory
Board' was set up under the wing of the Ministry of
Education with the time-honoured purpose of coordination,
documentation and research. Nominees of almost all adult
education agencies are members.

D. Financing

Around 30 per cent of the national budget goes to
education. What per cent goes to adult education will be
difficult to work out, as this activity falls under different
Ministries and agencies. The adult education budget works
out as 2.6 per cent of the Ministry's budget. The follow-
ing expenditure and estimates could be studied:

Year	Ministry of Education	Adult Education
1970	K 43,953,000	K 1,300,000
1971	54,922,000	1,298,916
1972	60,761,000	1,259,986
1973	62,488,000	1,247,565

Year	Ministry of Rural Develop-ment	Adult Literacy
1970	K 24,433,000	K 343,000
1971	33,414,000	512,000
1972	37,276,000	339,200
1973	41,333,000	450,000

Looking at the literacy budget as a per cent of the
Ministry's budget it would appear, of course, to be very
low. It will be a mistake, however, to draw the inference
from it that little importance is attached to literacy.
Such giant departments like Marketing, Agriculture,
Vetereny and Tsetse Control, Water Affairs also come
under the same Ministry. Therefore, a more meaningful
question, to my mind, would be whether the money is
adequate in view of the administrative pattern, training
and capacity of staff, interest of participants, etc.
Or is there scope for more productivity by harder work
and better pla ning using the same amount.

The urban authorities running literacy programmes
pay for them from their own budget: for example, the
Lusaka City Council spends:

Year	Community Development	Adult Literacy and Pre-School
1972	162,000	94,000
1973	162,700	101,000

Generally there is an upward trend of the literacy
budget which is mostly due to additional staff and
salaries.

There is very little support to literacy in addition
to government's and urban authorities' support. The
Students' Association, taking a leaf from the Danish and
Norwegian students' work-day-programme, tried to raise funds
last year and raised around K600. However, raising
funds from the public need to be done with caution and
requires considerable skill in planning and organizing.
The Department has not made efforts so far to raise
funds from the general public. The Students' Association
of Norway and Denmark have so far given a very generous
support to the tune of K 136,000. In addition, the
UNESCO Gift Coupon Scheme has so far yielded $ 1000.

The approximate cost per head in Zambia is shown below.
Expenditure includes the following items:

Recurring
- Salary of some headquarters and all field staff.

Capital
- Cost of equipment (books, registers, chalkboard)
- Remuneration for instructors
- Training cost of staff.

Misc.
- Travelling on duty
- Repair of vehicles
- Office expenses.

Approximate Cost of B a s i c Literacy

Year	Recurring	Capital	Misc. approx.	Total col 2, 3, 4	Revenue	GT after deduct. rev.	No. of adults made liter.	Cost per head
1	2	3	4	4	6	7	8	9
1969	206,000	120,000	8,000	334,000	2,008	332,000	912	584
1970	206,000	137,000	10,000	353,000	4,172	348,800	3,566	98
1972	306,700	205,500	10,000	522,200	3,540	518,600	3,063	166
1972	302,900	36,000	5,000	343,900	4,481	339,400	3,387	100
1973	350,000	100,000	10,000	460,000	6,4..	453,600	5,000	92
(estimates)								

The above is a rough estimate, and the cost differs from year to
year. Cost per head mainly depends upon the number of persons made
literate.

Approx. Cost of F u n c t i o n a l Literacy
Actual/Estimated Expenditure 1971 - 1973

Recurring
- Salaries of headquarters and field staff: K 157,200

Capital
- Remuneration to instructors:

1971 - K 9,620		
1972 - K 7,305		
1973 - <u>K 16,000</u>	K	32,925

- Reading materials, stationery, chalk boards: K   25,000
- Inputs for 1971 - 72 students one half
  acre plots: K   70,000
- Training of supervisors and follow-up
  classes instructors: K   6,000
- Radio sets - 1971 and follow-up classes: K 13,800
- 25 scooters:*   K   5,000
- Classroom demonstration equipment for
  follow-up classes: K   6,500

    K 159,225

Misc.
- Travelling on duty and petrol: K   6,500
- Repair of vehicles: K   1,500
- Office expenses: K   2,000

    K 10,000

Total

Recurring	K 157,200	
Capital:	K 159,225	
Misc.:	K 10,000	
	K 326,425	

* Not a regular feature

341

Actual/estimated revenue

- Fee realized from 1971 students: K   5,950
- Fee realized from 1972 students: K   3,123
- Fee to be realized from follow-on students: K   4,000
                                                      ———————————
                                                      K 18,159

Increased yield by 2700

- Students of 1971, each student's additional
  yield 8 bags à K 4/per bag: K 86,400
- Estimated increased yield by 3800 students
  of 1972, each student's additional yield
  4 bags (1/2 acre) à K 4:   K 60,800
                                                      ———————————
                                                      K 147,200
  Total: K 16 ,359
                                                      ===========

Grand total expenses after deducting revenue: K 161,066
Total number of adults expected to become
literate by end 1973: 4200

Cost per head: K   38
Cost per head if K 147,200 is not regarded as
revenue: K   73

It appears that functional literacy is proving less expen-
sive than basic. Even if the 1969 high cost of basic literacy
is ignored, the average cost per head between the years   .
1970 - 1973 comes to K 110, whereas for the functional
literacy the maximum comes to K 73. In coming years it is
likely to cost much less, since because of its experimental
nature the pattern was not set, it took long time to do
the feasibility surveys and prepare the reading materials.
Thus the classes could not be started in time, or they
dragged on and field staff had to mark time without engaging
themselves in productive work.

In basic literacy the students buy the books and stationery,
which are subsidized by governments. Since they buy few books,

the amount spent by them comes on an average 30n
per head. In functional literacy they pay a fee of
K 2 in advance in lieu of the subsidized materials.

However in countries with established literacy
administration the cost of Basic and Functional
Literacy is not likely to differ very much. Salaries,
cost of reading materials, supervisory cost and
instructors' remuneration (if they are used and rewarded)
would be about the same. The main difference would be in
motivation and productivity. Because of high motivation
in functional literacy, attendance is likely to be high
and regular and drop-out minimum (10.8 % in Zambia),
and this would result in a higher standard of literacy
and perhaps a larger number of persons becoming literate.
The greatest difference will be in productivity. In Zambia
the production went up from 7 bags per acre to 16 bags
per acre. The cost of input per acre was about K 20.
The 9 additional bags fetched K 36.

E.   Teachers/Organizers/Administrators

Training:

The Department runs a special training centre for
organizers (known as Local Literacy Officers). They go
through a year'a training course and are then given
in-service training about twice a year. Senior staff go
to Manchester, Denmark and University of Zambia. So far
10 have been thus trained out of which four are with
literacy. The literacy teachers (called instructors)
are trained locally by Local Literacy Officers them-
selves. The training was left entirely in their hands;
no syllabus or programme was drawn up by Headquarters.
Some did well, the majority gave cursory training.
In-service training of instructors was not a regular
feature.

Most of the instructors were local literate persons
picked up by Local Committees with the assistance of
Local Literacy Officers. In addition, following the
usual approach of using students, an appeal was made to
them to go out and teach. Mainly the secondary school
students formed an association called Zambia Association
of Literacy Clubs to embark, among other things, on teach-
ing. About 2,000 were trained by the Local Literacy offi-
cers in how to teach, and certificates were given to them.
They were enthusiastic young men, but in practice they did
not prove very effective. Therefore, since March 1973 the
system of using voluntary instructors has been totally given
up. The Local Literacy Officers themselves will now teach.

The main reasons are as follows:

- Teaching is a serious business. Low qualified instructors
  really cannot teach especially functional literacy.

- K2 remuneration per month did not prove a sufficient
  inducement for voluntary instructors to stick to teaching.

- 'Supervision' did not prove a full-time job for the Local
  Literacy Officers. Most of them would remain at their
  stations and pay only cursory visits to the classes.
  Their supervisors at district level failed to supervise
  them effectively, due to lack of transport.

-- From 1970 - 1972 each Local Literacy Officer, with his
  12 instructors, turned out only 30 adults literate in
  the whole year.

It is expected that by this policy the standard of liter-
acy acquired by the participants will be much better, atten-
dance regular and higher, learning faster, and instead of
3,000 adults becoming literate a year 5,000 will become
literate. There will be a well-defined definite job for the
Local Literacy Officers to do and, in addition, there will
be a saving of about K 22,000 which used to be paid to the
instructors.

Training Centres

At Monze	At Kitwe	At Kabwe
trains rural	trains urban	trains all
C.D. staff	C.D. staff	literacy
		staff

Total number of staff: 501

Literacy staff alone: 203

F. Teaching Environment

Some classes are held in community halls and homes
but the majority of them meet in the open under a tree.
This has several disadvantages: the seating place is
uncomfortable, reading and writing materials cannot be
used properly, even a slight shower is enough to thin
attendance, and posters and chalk boards cannot be dis-
played properly. This is why it is emphasized that functio-
nal literacy classes should meet in shelter.

Generally classes meet in the afternoon between 2 and 4
when the women are free from work and men have returned
from the fields.

G. Pedagogical Approach

The teaching method goes with the objectives. The
objectives so far are as follows:
The participants should:

- acquire a high level of literacy in the vernacular.
  They should be able to read with understanding the
  vernacular newspaper and instructions written in a
  readable manner about agriculture and health, and acquire
  a useful level of writing and arithmetical skills.

- have adequate training to increase their yield of maize
  per acre;

- become self-reliant in the production of maize.i.e. as
  far as possible use their own resources to keep on
  practicing 'proper management'.

Functional literacy is taught in two stages:

Stage 1:   From March to October; the total class work
is organized around the core subject of maize
production, and practical training receives
somewhat more attention than training in literacy
skills.

Stage 2:   From March to October next year; the total class
work is organized around the core subject of
secondary crops (cotton/groundnuts); much more
emphasis on literacy skills with advanced arithmetic;
final certificate after this stage only.

The teaching method adopted for the First Stage is shown
below:

The students learn 'proper management' through: - reading materials - discussions - radio broadcasts		
In Class	Then they move to class D. Plots, attached to each class, and do practical work	
	On class demonstration plot	From the D. Plot each student moves to his own half-acre demonstration plot where he plants according to the method he has learnt
		On half-acre plot
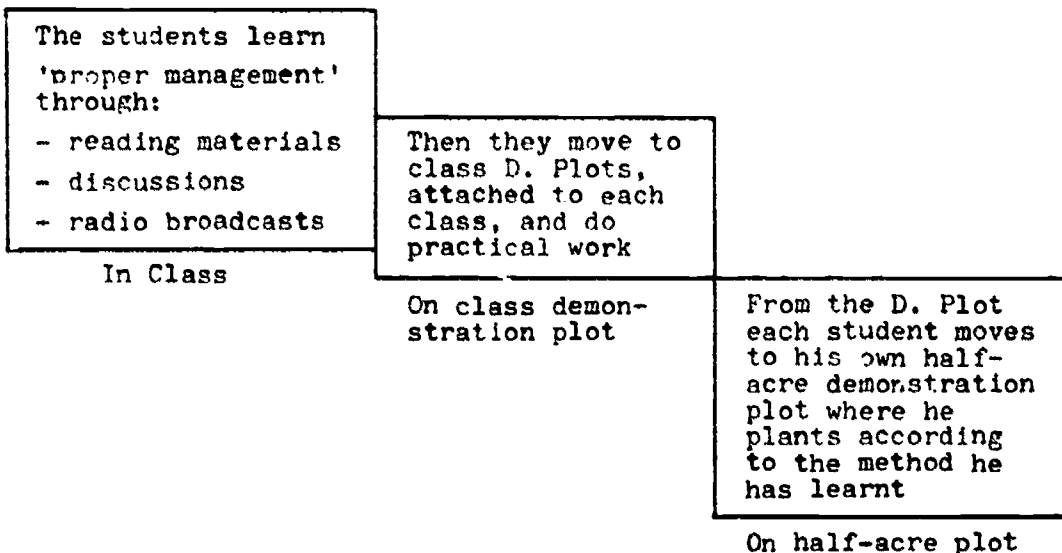
All the three steps are considered essential. Without
the first it will be only agricultural extension, without
the second practical training will be absent, and without
the third the basis of self-reliance and change of
attitude will not be laid. They try to practice each
technical instruction, received in the class on the class
demonstration plot. Practical work is guided by the in-
structors and occasionally by Local Literacy Officers
and AAs. When the actual time of planting comes, i.e.
November, they meet as a class only once a week, on the
broadcasting day, for a short time. As they remain busy
on their D. plots (and of course additional acres), the
instructors, Local Literacy Officers and AAs. try to visit
as many D. plots as possible and provide guidance on the
spot. Planting is done with inputs aided by the Depart-
ment. The class is on the farm, so to say, especially
in November and December.

The teaching method for the Second Stage, still under
experiment, is:

The same students learn:	Do practical work concerning use of natural manure; harvesting of groundnuts; mixing insecticides in the right proportion, and spraying for cotton
- further literacy skills through six books - discussions - radio broadcasts	
In class	On class demonstration plots

When they move to their farms, they are on their own.
But those who have their transistors can listen to
special planting broadcasts and the Local Literacy Officers
and AAs. also pay occasional visits. No grant for
buying the inputs for groundnuts and cotton will be given

as groundnuts need very little inputs, and it is expected
that they will buy the cotton inputs from their maize
savings. 2,000 farmers have enrolled in the second stage
classes since March. We will be able to know their per-
formance in November - December.

It should be noted that in order to practice 'proper
management' in a realistic situation, the inputs for half
an acre in the form of grant in aid is given to each student
who meets certain criteria.

H. Teaching Materials

As can be seen from earlier description, functional
literacy is one composite course divided into two stages.
During the first stage the core subject of teaching is
maize production. This will be so almost throughout the
country as increase in the yield of maize is the national
policy. Therefore the main textbook on maize is translated
into different languages incorporating special requirements
of a particular province. In one province the same book is
used throughout, even though certain words differ from area
to area within a province. Neither is it practical nor
desirable to have different books for different groups
because of slight differences.

Facilities are available for producing any type of reading
materials in the country. The Department has the necessary
staff, and there are private printers who can do a good job
though at a very high cost and after long delays. Government
printers' charges are reasonable but they require long notice
to print books. The Information Department can produce and
print beautiful posters, and so on. The printing work could
be much swifter and the teaching started on time if the
Department had its own multilith press. Swift production

and efficient distribution are the main bottlenecks.
Since functional literacy books are technical in nature,
extensive consultation with the Department of Agriculture
at Headquarters becomes necessary; this seldom proves
enough. The production staff had to visit provincial
research stations and agricultural officers to get the
correct local picture. After the first draft is obeyed
by the technical department concerned, translation begins,
which also poses difficulties. Because of the variations
in language within the same province not only the choice
of technical vocabulary but some other words and expressions
create problems. Vocabulary research is expensive and
doesn't help to solve variation difficulties. On the other
hand, it is much quicker and efficient for the Publication
Officer to go to the province for a few days, sit with a
district agriculture officer who speaks the same language
and get the first draft translation done. Spot checking
of language and doubtful recommendations also become
easier. The first draft is checked again by radio broad-
casters and Information Services. But this search for
understandability could become a nightmare. Each reviewer
would make extensive changes in the language according
to the area he comes from. However, it is not difficult
to find vocabularies and terms 'not spoken in the area
but understood'. And this is the principle we follow. Some
difficulty is also posed in the selection of orthography.
The Department uses a new system which doubles the vowels
and thus increases the word length. This is unpopular
with the adults. But we use it as this has been so.

The most serious problem lies in the use, maintenance
and distribution of any teaching aid. The difficulties of
transportation and feedback are so enormous that nothing
works satisfactorily except books with stout binding.
We produced a flip book to go with the textbook. It reached

only few classes. Great pressure was required for its dis-
tribution and use. There was a practical difficulty as well.
If the class was meeting in the open where to hang it. We
produced a series of action posters to be put up at prominent
places one month in advance of the month the action was due.
This seldom worked. Firstly the posters didn't reach the
classes on time. Secondly the same problem of where to put
them up. Ultimately most of them were put up on trees which
were on the way of students to the class or on a tree near
the class.

With the experimental classes radio broadcast was a part
of the teaching method. Therefore 252 radio sets for the 252
classes, 50 for the 25 Local Supervisors, 8 for the two
District Supervisors and 8 for Headquarters were bought.
The plan was that if one or two class sets go out of order
the Local Supervisor should pull them out and replace them
with his extra sets. Similarly the District Supervisors
should replace the Local Supervisors with his extra sets and
his sets will be replaced by Headquarters. The Department
would send the bad sets to the Ministry Headquarters for repair
and then channel them back to the field. But roughly 25 per cen
remained out of commission all the time. Some hitch would
develop at one point or another. Similarly the constant supply
of batteries became another headache.

Such a simple item as a flash card has its own difficulties.
Manila cards, a pair of scissors and felt pens could be bought.
But their supply to each class and replacement of the felt pens
when they get lost or dry up is likely to prove a hurdle. Last
year certain items were bought for the 252 experimental classes
They didn't reach them. This year we are going to try again.

When the Literacy Programme was started in Zambia it seems
great importance was attached to visual aids. Cameras, slide
projectors, slides and hand duplicators were bought. At some

provincial headquarters even special rooms were built
for them to house them. But they were seldom used,
and the items which still remain are safely locked up.

It is perhaps a mistake to advise developing
countries to commit their limited resources to visual
aids and gadgets without exploring the following:

- Do Officers at all levels have the experience and
  habit of using visual aids?

- Do fast communication facilities exist right from
  headquarters to the far flung classes? Otherwise
  it will take time even to know what is required by
  the classes and to service them in time.

- Are the physical field conditions conducive to the
  use of visual aids and for what type?

- What is the administrative arrangement for repairs
  and servicing?

- Are visual aids in addition to the printed ones in the
  textbook really needed?

- Perhaps it is true that actual photographs, slides,
  models, films, etc., would generate further interest
  and make learning faster and easier but the additional
  advantage must be carefully weighed against practical
  difficulties and cost.

I. Research

The Functional Literacy Experimental Pilot Project
started in 1971 has already been mentioned. The idea was
that if it proved successful basic literacy would slowly
give way to functional literacy in selected areas of all pro-
vinces. It seems it did prove a better approach of rural de-
velopment to which government attaches very high priority.

The following facts are indicative of its success:

- Acceptance by farmers:
  During the First Phase maximum enrolment expected was 3,000
  and 2,879 enrolled. During the Second Phase maximum enrolment
  allowed was 3,350 and 4,160 enrolled. The expected enrolment
  in the follow-on classes was 60% of the First Phase students
  (2631) at the time of the closure of these classes, i.e.
  1,578 students, but the number enrolled is about 2,000.
  On an average, there were 11 students on roll per class and
  7 were present in each session. 94 - 121% of the planned
  sessions were held. The total drop-out from the highest enrol-
  ment was 10,8 per cent. Expected fee in 1971 was K 5,896
  and the actual fee subscribed was K 5,930. Expected fee in
  1972 was K 8,250 and the actual fee subscribed was K 6 ···.

- Increase in productivity:
  Pre-literacy yield according to our estimate was 7.2 bags
  per acre and according to the central statistic office
  5 bags per acre. Post-literacy yield was 15.8 bags per
  acre.

- Self-reliance:
  Data analysed so far for 323 students shows that they planted
  on an average 2.3 acres (recommended two acres) with all the
  necessary inputs bought with their own savings from the last
  year's increased yield and according to the correct method.

- Literacy:
  A test in reading comprehension, writing and arithmetic was
  given to 60% of the participants under the direct control
  of Lusaka. 50.4% have qualified.

Because of the above favourable results, the 'pilot' purpose
of the project has been served: Government has already decided
to spread the same method of literacy teaching to six provinces
of the eight by 1975.

Perhaps the stage has not been reached to carry out
sophisticated and psychological research and use the
slight advantages which such researches usually indicate
to polish up the Programme. Some findings of research
done elsewhere are available showing for example reasons
of drop-out, reading preferences of adults, age groups,
attitude of workers towards their jobs, attitude to
literacy, retention of literacy and so on.

In my opinion, short studies should be done particular-
ly on: administration, communication and feedback,
reading methods and materials, examinations and certificates.

The Department has now no research section as such.
There is however a section which maintains and analyses
simple class data like attendance, drop-out, examination
records, sessions held, enrolment, etc. The head of the
section, a diploma holder from Manchester, and having
a considerable experience in literacy, can, in my judge-
ment, carry out the suggested studies, provided he gets
a chance of further training especially in research
methods.

Research reports are often set aside by administrators
and policy makers 'to be read at leisure'. The wished for
leisure generally eludes them. Memories of days of painful
statistical calculations, correct to the decimal point,
haunt the researcher. Usually he is much junior in the
administrative ladder. He can't take action himself to
implement his findings. Moreover implementation means in
practice, change in work on the part of colleagues,
which may not be placable. Therefore, especially in
action research, it is strategic to involve the colleagues
and the 'boss' so that they can see the reality for them-
selves. Thus the findings may come to be regarded as joint
findings and practical steps might readily be taken to
implement them.

J. Follow-Up to Literacy Education

The Department is the largest publishing house of simple books in vernacular for adults of limited reading ability. Books published so far are:

Language	No. of titles	No. of copies published 1965-1972
Lozi	51	134,137
Tonga	65	197,310
Kaonde	54	104,087
Bemba	52	398,362
Nyanja	60	233,067
Lunda	41	97,029
Luvale	44	102,975
Total	367	1,326,967

In addition, there are regular weekly newspapers, story and religious books published by commercial concerns.

The follow-up books published by us are on various topics. But all of them are of the same grade and, it seems, literally follow the 'white space' concept of readability. They have plenty of white space on a page with three or four spacing between the lines with the result that there is little reading matter for the price. This is the complaint of the adults "we finish them so quickly", or "they are very simple". A few books picked up at random have been analysed below to show this:

Language	Title	Size	No.of pages	Average No. of words p.page	Price	Remarks
Luvale	Groundnuts	5 1/2 x 8 1/2	48	21	9n	About 40 words per page would have provided enough reading matter with sufficient white spacing
Kaonde	Five Fighting Sons	"	32	28	9n	
Nyanja	Plan a Happy Future	"	32	45	12n	

Language	Title	Size	No. of pages	Average No. of words p.page	Price	Remarks
Tonga	Drawing Room	5 1/2x 8 1/2	14	28	5n	(see page before)
Tonga	Youth and his Parents	"	32	29	9n	

However, in spite of a few shortcomings it seems that the
new literates would very much like to read these books.
During the 1969 Evaluation the evaluators selected a few
books, and left them with the new literates with the request
that they should read them carefully, saying that they would
come back the next day to ask their opinion about them.
In quite a large numer of cases the people were reluctant
to return the books after interview. As a matter of fact
most of them were bought on the spot, the evaluators ran
out of the selected books and we gave up the effort to
try to find out if the books were liked by the people. This
doesn't mean that the books do not need revision. But in the
absence of a better alternative the people, it seems, would
like to buy and read them.

But distribution mechanism is the bottleneck. Here is an
interesting account of a few bottlenecks:

When the Local Literacy Officer would reach the village
or the class with a number of books, which was rare, the
people may not have had the cash ready. And when they had he
may not have reached them.

A large steel box was given to each Local Literacy
Officer to carry books to the class for selling and
display purposes. They are still lying in the field and
were seldom used. The reason, in the words of a Local
Literacy officer: "They were to heavy to be carried by
hand, they could not even be carried on a bicycle.
They were a big joke."

Since they are called follow-on books, the impression
gained ground among the Local Literacy Officers and even
in some headquarters that they were taboo to students in
the class. They should not be given to the students till
they pass the test. As a matter of fact most of them are so simple
that adults who finish primer 3-4 could read them. At least
the lapsed students could read them easily. A Local Literacy
Officer had this to explain, "I sold very few follow-on books
because very few passed from my classes". When asked why she
did not sell them to the students in the classes, she said,
"How could I give them to the students unless they had
passed. These are follow-on books to be sold to them if they
pass."

The system was revised in 1971, a target of selling primers
and follow-on books was set for each Local Literacy Officer
with the instruction that the follow-on books should be sold
to the students if they want to buy and read them. Here are
the results:

Year	No. of students on roll (approx)	Expected 50% who would buy primers and follow-on books	Money to be banked at 4 primers + one arith. book per student	Money to be banked at 5 follow-on books per student	Total money banked
1971	15,000	7,500	K 4,125	K 1,875	K 4,000
1972	12,900	6,450	K 3,547	K 1,612	K 4,568

It was thought that not all the students would buy the
books. Therefore, for the purpose of the target a liberal 50%
non-buying students was allowed. It is difficult to separate
the 'money banked' into banked for primers and follow-on
books. But in 1972 there was an excess of about K 1,000 over
the primer amount target (K 3,547). Since a set of 5 follow-on

BEST COPY AVAILABLE

books cost about 25n, it appears that 20,000 copies of
follow-on books were bought as well. This works out
around three books per expected student.

In addition the following would also help in continued
reading:

- The new literates could continue to buy themselves the
  vernacular newspaper, the reading of which has recently
  been introduced in the follow-on classes.

- The Rural Information Service publishes a useful farm
  magazine which is now available at rural grain buying
  depots. This could be brought to the notice of classes.

- The Departments of Agriculture, Cooperates, Animal-
  Husbandry, Marketing, Health could be approached to
  print their bulletins and occasional instructions in
  local languages as well. Copies could be sent to
  field workers for supplying them to the classes.

- Small libraries could be set up at district level with
  the assistance of the Zambia Library Service and possi-
  bilities of using school children as carrier of books
  could be explored.

- The Broadcasting Unit could keep on informing the classes
  in the Literacy Broadcast time about these additional
  sources of reading.

Admission data in the classes are not a clear indication
that the school leavers who join them had relapsed and to
what extent. In the Functional Literacy classes the pro-
portion of genuine (illiterate) and lapsed (had gone to
school) students is as follows:

	Genuine students	Lapsed students
1971	2019	690
1972	3205	496
Total	5205	1286

Thus the lapsed were about 23 per cent. No initial read-
ing test is given to the lapsed students, except the one
I gave to 374 of them in connection with the study: The total
score was 40, the mean score 21.3 and the median score 21.

K. Continuing Education

There is no definite planning to integrate adult literacy
with different activities of adult education or to see with
which it could be integrated. In my opinion the following
adult education activities could be of some use to new
literates:

1. President's Citizenship College. It has started giving
   informal short courses, mostly through lectures, on
   aspects of citizenship and community development.

2. Extra Mural Classes of the University of Zambia (lectures
   on economics, history, political relations, etc.).

3. Correspondence Study by the University of Zambia leads
   to higher formal education.

4. Farmers' Training Centres, organizes short courses on
   aspects of agriculture farmers are interested in.

5. Leadership Courses, organized by the Department.

6. Evening Schools, run by the Ministry of Education;
   new literates can join them and study up to form IV,
   and beyond.

7. Women Clubs

8. Radio Listening Groups

9. Radio Farm Forum

The new literates cannot benefit from 1. to 3. The level
of education is high and most work is done in English. They do
go to the Farmers' Training Centres and, as a matter of fact,

we encourage them to do so once they have become literate.
They can and do enrol in No. 5. It is No. 6 which the
younger ones like and go to. To my mind it is unfortunate.
This only leads to the deprivation of villages with young
blood, adds to the drift to town and ultimately may create
a gutter in the employment market when they will have to
compete with secondary school leavers. Since the objective
of Functional Literacy is increase in production, only the
old will be left to produce if most of the young functionally
literate decide to join the Evening Schools. No. 7, 8, and 9
are meant for rural adults. Some new literates join them.

The radio broadcast is used to motivate and encourage
students to join classes. There is no evidence of its
usefulness. In my observation it has not much effect. Adults
join classes when they feel there is tangible benefit from
doing so. Perhaps few are carried away by dramatization
and appeals.

Except for Nos. 3 and 6, all are free.

There are no statistics available as to how many join
different activities. I think that the supply exceeds the
demand. Except the Functional Literacy classes and the
Evening Schools I haven't observed any activity from which
adults have been turned away because of limited space.
On the other hand, it is the constant worry how to interest
workers in the activities.

L. Summing Up

Accomplishments

1. The target system for each officer to make a given number
   of persons literate and sell a minimum number of books.

2. Doing away with the system of voluntary instructors and
   making the officer directly responsible for teaching.

3. Evolving a method of functional literacy leading to:
   - the acquisition of a high level of literacy - news-
     paper reading;
   - high increase in the yield of the staple crop;
   - the creation of the means and attitude to rely on
     themselves.

4. Coming out with a bold policy that as so many sections
   of the population receive government grant in one form
   or another, the functional literacy students, too, should
   receive grants for inputs for 1/2 an acre for motivation,
   attitude change, and learning improved methods of agri-
   culture.

5. The functional literacy method has proved very useful.
   It is intended to expand this approach all over the
   country.

Problems:

Functional literacy is a recently introduced programme.
The staff still lacks experience and training in planning,
assessment, quick administrative action and supervision.
Some of them are being trained on the job. But it is high-
ly desirable if a few more of them get higher University
training, especially in planning, administration and assess-
ment.

Funds usually approved by government are not too bad.
However, with the amounts allocated swift expansion will be
difficult. Lack of motorized transport is almost killing.
A small printing press would be of extreme value in reduc-
ing cost, getting the printing done on item, and thus start-
ing the teaching with the agricultural calender.

BEST COPY AVAILABLE

Target Register of Adults to be Made Literate in Zambia in 1970

Province	No. of LLOs.	No. of DLOs.	Total of both	Total No. of expected classes at 12 per officer	Total expected enrol. at 15 adults per class	Adults to be made literate in 1970 after 50% drop-out
Central	10	2	12	144	2160	1080
Copper-belt	11	1	12	144	2160	1080
Eastern	13	1	14	168	2520	1260
Luapula	16	1	17	204	3060	1530
Northern	13	2	15	180	2700	1350
N/Western	14	1	15	180	2700	1350
Southern	11	1	12	144	2160	1080
Western	12	1	13	156	2340	1170
Total	100	10	110	1332	19980	9990

Target Register of Sales of Literacy Books in Zambia in 1970

Province	Total No.of DLOs. and LLOs.	Total No.of ex- pected classes	Total No.of expect- ed en- rolment at 15 adults	Total expect- ed 50% who would pur- chase prims and Follow on Books	Sales of Books		
					cost of 4 primers the Arith book at 55n per Student	Cost of S.F. on Books at 25n per Student	Total to be banked in 1970
Central	12	144	2160	1080	594.00	292.50	864
Copper- belt	12	144	2160	1080	594.00	270.00	864
Eastern	14	168	2520	1260	693.00	315.00	934
Luapula	17	204	2360	1530	841.50	327.50	1214
Northern	15	180	2700	1350	742.50	337.50	1080
N/Western	15	180	2700	1350	742.50	337.50	1080
Southern	12	144	2160	1080	594.00	270.00	864
Western	13	166	2340	1170	643.50	292.50	936
Total	110	1332	19980	9990	5450.00	2439.50	7889

TARGET REGISTER OF ADULTS TO BE MADE LITERATE
IN ZAMBIA IN 1970

Province	No.of DLOs.	No.of DLOs.	Total No.of both	Total No.of expect-ed classes at 12 per Officer	Total No.of expect-ed en-rolment at 15 adults per class.	Adults to be made literate in 1970 after 50% drop-out
Central	11	2	12	144	2160	1080
Copper-belt	11	1	12	144	2160	1080
Eastern	12	1	14	168	2520	1260
Luapula	16	1	17	204	3060	1530
Northern	13	2	15	180	2700	1350
N/Western	14	1	15	180	2700	1350
Southern	11	1	12	144	2160	1080
Western	12	1	13	156	2340	1170
Total	100	10	110	1332	19980	9990

10.2. A GENERAL SYNTHESIS OF ADULT LITERACY ACTIVITIES
(based on the Country Reports)
Elaborated by the International Institute for Adult
Literacy Methods, Teheran

Introduction

In a world of permanent change and evolution of techniques,
education as a social institution has also permanently to
change its contents and techniques in order to cope with the
pressures of accelerated modernization and an ever-expanding
and changing body of knowledge. Education has to become a
permanent process of adaptation to change, learning and
growth of the individual personality.

According to the latest statistics of UNESCO, around one
third of the world's adult population is illiterate, the
majority of whom are in the active age group of 15 to 45,
and although they have never been in any formal educational
system, most certainly are all occupied in some jobs.
A glance at the adult illiterate distribution throughout
the world clearly shows that there are more illiterates in
the less developed parts of the world (Africa, Asia and
Latin America) than in the more developed areas. This fact
means that the adult illiterate population is basically pre-
dominant in countries where the modernization of agriculture
and industrial development are urgently needed. This is why,
since 1965, after the Teheran Conference, UNESCO has decided
jointly with interested countries, to experiment with a
new approach and methodology in adult literacy.

By this new approach one tries to give the fight against
illiteracy its proper value; that is to say, literacy is no
longer considered as an aim in itself but as a means for the
harmonized development of a person. This necessitates that

literacy as a stepping stone to continuing education has to
become an integral part of adult education. This new approach,
called Functional Literacy, is based on an existing relation-
ship between Man and his work, (the word "work" is used in
the large sense of the word). It helps Man and his community
to develop at the same time and integrates the individual's
interests with those of the Society.

The following synthesis, based on adult literacy activities
of eight African countries (Ethiopia, Ivory Coast, Mali,
Nigeria, Somalia, Tanzania, Tunisia and Zambia) and Iran, as
reported by the delegates at this Symposium, demonstrates the
efforts accomplished in the adoption of a new approach and
policy in combatting illiteracy. However, one basic inherent
fault o this synthesis needs to receive attention in
the beginning of this report. Although concepts such as
"functional literacy", "conscientization", "continuing education",
etc., are used by all respondents, one cannot be sure that all
interpretations of these concepts carry the same meaning in the
minds of the respondents. In other terms, since the terms used
by literacy field workers in various parts of the world are not
standardized it is possible that the synthesis of the responses
might be somewhat erroneous due to the lack of precision in
definitions. This points out the need for standardization of
terms in the field of adult education, both at national
and international levels.

A. The Need for Adult Literacy; Literacy Policy

All countries under synthesis have expressed the opinion that adult literacy is considered a major problem by both educators and policy makers.

These countries have all integrated or are integrating the adult literacy programmes into their national development plans, but the nature and concept of integration differs from one system to another. For example, some countries such as Somalia, Tunisia and Tanzania, give priority to awareness (conscientization) and active participation of all nations in reconstruction of the country. Other countries, such as Iran and Mali, give priority to integration of literacy into agricultural or industrial plans in order to train skilled workers.

A real bottleneck underlined by all projects in the development of adult literacy activities is the shortage of adequate staffing and financing, particularly in the field of experimentation and research. This indicates that, in spite of the fact that all policy makers view illiteracy as a major "problem" in their development, they have not yet overcome the shortage of trained personnel for literacy activities, nor have they allocated a sufficient budget to this task.

In order to eradicate adult literacy, some countries (Ethiopia, Iran, Nigeria, Tanzania, Tunisia and Zambia) have adopted two approaches: one massive, for teaching basic literacy (3 R's) to adult illiterates wherever the possibilities have existed, the other selective, used for the teaching of functional literacy. This means adult literacy is focussed in developing areas where adults are supposed to be more motivated to learn literacy skills besides improving their professional abilities.

The adoption of a literacy policy is justified by Iran,
Zambia, Tanzania, Ethiopia and Mali as follows:

- to achieve universal literacy;

- to increase productivity through improvement and
  modernization of production techniques; and

- to experiment with new adult literacy methods.

Other countries, such as Nigeria, Somalia, Tanzania and
Tunisia explain their literacy policy only on the basis of
the urgent need to make the adult population aware of
their rights in order to integrate them into nation-wide
reconstruction.

Table I

The Need for Adult Literacy: Literacy Policy

Items	Ethiopia	Ivory Coast	Mali	Nigeria	Somalia	Tanzania	Tunisia	Zambia	Iran
Is Adult Literacy considered a major problem by:									
– educators?	x	x	x	x	x	x	x	x	x
– policy makers?	x	o	x	x	x	x	x	x	x
Is Adult Literacy integrated into socio-economic plans?	x	o	x	–	x	x	x	x	x
Is adequate									
– staffing available?	–	–	–	–	–	–	–	–	–
– financing available?	–	–	–	–	–	–	–	–	x
Is literacy considered as:									
– making up insufficient primary schooling?	o	o	x	x	x	x	x	o	x
– national unity through socio-economic development?	x	x	x	x	x	x	x	x	x
– training skilled producers?	x	x	x	x	o	x	x	x	x
Is policy adopted									
– basic literacy (massive approach)?	x	x	–	x	x	x	x	x	x
– functional literacy (selective approach)?	x	x	x	x	–	x	x	x	x
Reasons for selecting this policy									
– to achieve universal literacy?	x	o	x	o	o	x	o	x	x
– to increase production through modernization of techniques?	x	x	x	x	o	x	x	x	x
– to make adult population aware of their needs? (conscientization)	o	x	x	x	x	x	x	o	o
– experimentation?	x	x	x	x	o	x	x	x	x

Key: x : Positive answer
    – : Negative answer
    o : No answer

B. **Overview of Present Adult Literacy Education**

The total number of adults participating in either basic
or functional literacy classes is a quantitative criteria
which by itself cannot be significant. However, the compar-
ison between the number of participants and the answer
given to the question (Does the demand of participation
in the literacy classes exceed the supply?) clearly shows
that the supply has not yet met the demand, except in the
case of Tanzania where the relatively high number of
participants correlates with the negative replies to the
above question.

Replies concerning the distribution of classes in urban
or rural regions clearly show that classes are more central-
ized in urban regions, despite the fact that a large number
of illiterates are usually living in rural areas. Due to the
lack of proper roads and transportation means, access to
remote villages is hardly realized, so schools and literacy
classes are scarcely available for a large part of the
rural population.

According to the fact that illiteracy is more common
among members of the female population, we find that the
majority of participants in literacy classes, except in Mali,
are women.

Data concerning the age group of participants show that
they are mostly in the active age group 12 - 50, except for
Mali, where nine- and even seven-year-old children attend adult
classes. In Mali, where there are only functional literacy
classes in which homogenous workers (from the point of age,
profession, etc.) can participate, it is surprising to see
children of 7 years of age, as they seem too young to sit
with adults in the same classes and benefit from the same
programmes.

Overview of Present Adult Literacy Education

Table II

BEST COPY AVAILABLE

I t e m s	Ethiopia	Ivory Coast	Mali	Nigeria	Somalia	Tanzania	Tunisia	Zambia	Iran
					C o u n t r i e s				
Total number of adults in literacy classes: – basic literacy	225,000	7,000	-		247,257		4,733	3,000ˣ	236,654ˣ
– functional literacy	28,000	o	70,000				115	7,000ˣ	122,119ˣ
Does the demand exceed the supply?	x	5,000		x	o	x	o	o	-
Classes are more clustered in: – urban centres?	x	o	x	x	x		o	o	x
– rural centres?		o	x	-		x 1)	o	x	
Majority of participants are: – women	x	o	x	x	x	x	o	x	x
– men?		x	x	-		-	o	x	x
Age group of participants?	18-50	15-45	7-35 15-35	15-40	15-35	All age groups	13-40ᶠ 15-45ᵐ	+15 20-35	12-45

Key: x : Positive answer   x : expected
     – : Negative answer   F : Female
     o : No answer   M : Male

1) Tanzania: more classes serve the rural population (94%)
              clustering may not mean relative bigger portion
              of the total number of classes serving the urban population.

C. Administration of Literacy Activities

According to the importance of the adult literacy problem confirmed previously, we have found that besides the Ministry of National Education, several other ministries are involved in adult literacy activities. For example, the Ministry of Social Affairs in the Ivory Coast, Mali, Tunisia, and Iran; the Ministry of Rural Affairs in Ethiopia, Ivory Coast, Zambia, and Iran; the Ministry of Information in Mali; the Ministry of War in Ethiopia, Ivory Coast and Iran; the Ministry of Labour in Mali and Iran.

Two countries (Somalia and Tanzania) have explained that all their ministries are engaged in adult literacy activities. In the private sectors there are mostly women's organizations, religious groups, and students' unions contributing to the promotion of adult literacy.

Adult literacy activities in most countries with the exception of Iran, are administe   ...   ta adult education and separately from prirar, e uca ion.

There is a national coordinat'.. comi I::ee n charge of planning, execution, supervision. ...   of reading materials, training of teachers and f..:acing. with the exc:ption of Iran, where adult literacy is administered by a national coordinating committee; the executive tasks are administered by the responsible ministries and organizations.

BEST COPY AVAILABLE

Table III

C. Administration of Literacy Activities

I t e m s	Ethiopia	Ivory Coast	Mali	Nigeria	Somalia	Tanzania	Tunisia	Zambia	Iran
In public sector: – Ministry of Education	x	x	x	x	x	x	x	x	x
– Ministry of Social Affairs		x	x	x			x		
Ministries or organizations responsible for adult literacy – Ministry of Youth and People's Education		x							
– Ministry of Rural Affairs or Community Development	x	x	x	x				x	x
– Ministry of Information	x	x	x	x					x
– Ministry of War	x	x	–	–					x
– Ministry of Labour	x	x	x	x					x
– Women's Organization	x	x	x	x	x	x			x
In private sector: – Religious Organization	x	x	x	x	x	x		x	–
– Students' "	x	x	x	x	x	x			–
Is adult literacy administered with: – adult education?	x	x	–	x	x	x	x	x	–
– primary education?	–	x	–	–	–	x	–	–	–
Is there a national coordinating committee?	x	x	x	x	x	x	x	x	x
What is the role of N.C.C.? – planning	x	x	x	x	x	x	x	x	x
– execution	x	x	x	o	x	o	o	x	x
– supervision	x	x	x	o	x	x	x	o	x
– preparation of reading materials	x	o	x	o	o	o	o	o	x
– training of teachers and technical staff	o	o	x	o	o	o	o	o	x
– financing	o	o	x	o	x	o	o	o	x

372

D. Financing

The percentage of the total budget allocated to national education shows a range of varieties from the lowest in Nigeria of 6.45 per cent to the highest is Tanzania and Zambia of 30 per cent.

But the percentage of the national budget for education allocated to literacy activities within these countries is significantly different. This variety can be interpreted as being the importance attached to literacy activities by respective countries, especially when we find that the highest number of participants in literacy classes is reported by Tanzania and Iran, and these are the countries which have allocated a higher portion of their educational budget to literacy activities.

The trend of public expenditure on literacy activities has increased during the last few years in Nigeria, Ethiopia, Tanzania, Zambia and Iran.

International support consists of equipment, financial and technical assistance (technical staff), usually provided by UNDP, UNESCO or some European countries such as West Germany, Sweden, etc.

Except in Nigeria, literacy classes are free of charge.

Literacy teaching materials are paid for in basic literacy and are free of charge in functional literacy, except in Tunisia where in both approaches materials are free of charge.

The unit cost per adult literate is a quantitative criteria which varies from one country to another and it is also different from one approach to another within the country, e.g. Ethiopia, Zambia and Iran. However, in Zambia the lower unit cost of K 73 in functional literacy compared with K 110 in basic literacy is explained by more active participation of motivated adults in functional literacy classes.

D. Financing

Table IV

I t e m s	C o u n t r i e s								
	Ethiopia	Ivory Coast	Mali	Nigeria	Somalia	Tanzania	Tunisia	Zambia	Iran
Percentage of total budget allocated to education	19.03	25.00	26.00	6.45¹⁾	17.00	20.00	30.00	30.00	20.00
Percentage of total budget for education allocated to literacy	0.63	3 - 4	0.20	0.70	0.27	10.65	o	2.60	8.50
Has public expenditure on literacy increased during the last few years	x	-	o	x	o	x	o	x	x
Any financial support? – financial	x	-	x	x	x	x	x	x	x
– equipment	o	-	x	x	o	x	x	x	x
– technical staff	x	-	x	x	x	x	x	x	x
Is any fee required for participation in literacy classes?	-	-	-	x	-	o	o	-	-
Do literacy teaching materials have to be paid for? – basic literacy	sometimes	-	o	x	x	o	-	x	x
– functional literacy	-	-		x subsid.	Cannot be estimated	o	-	x	-
Unit cost per adult literate – basic literacy	Eth.£ 17.65	o	-	25% of primary school unit c.	Cannot be estimated	o	o	110K	£26.0
– functional literacy	Eth.£ 18.92	o	£17.80			28TS	o	73K	£74.0

Key: X : Positive answer   1) at federal level but about 25 - 40% at state level
     - : Negative answer
     o : No answer

E. Teachers/Organizers/Administrators

Teachers are recruited largely from school teachers
of primary or secondary levels. Skilled workers, technicians,
volunteers and students are other groups who contribute to
teaching in literacy classes. However, wherever functional
literacy classes are held teachers are mostly recruited
from professional groups.

All teachers are remunerated (except in Mali and
Somalia, where they are mostly volunteer students). However,
we found that teachers are often better paid in functional
literacy classes (the amount of remuneration is indicated
in the national currency of each country).

With the exception of Nigeria, all teachers receive pre-
service training and also in-service training, in order
that they may become familiarized with adult psychology,
teaching methods and the contents of programmes.

With the exception of Tanzania and Nigeria the training
of adult literacy teachers is not yet included in any
teachers' training college.

Some countries make use of mass media such as radio
(Ethiopia, Nigeria, Somalia and Tanzania) or TV (Nigeria),
films and newspapers (Ethiopia and Somalia) in the training
of adult literacy teachers. Other countries, such as Iran,
have made use of cassette techniques in the training of
their functional literacy teachers in the experimental
phase, where they have found positive results as concerns
the efficiency of these new techniques.

Supervision is done partly by local staff, teachers'
trainers, literacy teachers themselves or by inspectors
(Ivory Coast, Tanzania, Tunisia and Iran). There are also
technicians and heads of literacy departments (administrators)
who supervise literacy classes (Mali, Tunisia, and Iran).

Training of personnel in all countries is provided
both at the national and the international levels in the
form of seminars, workshops or scholarships given by
international agencies or universities.

Table V

E. <u>Teachers/Organizers/Administrators</u>

Items	Ethiopia	Ivory Coast	Mali	Nigeria	Somalia	Tanzania	Tunisia	Zambia	Iran
						C o u n t r i e s			
Classification of teachers: – school teacher	x	x 54%	—	60%	x 30%	x	x	x	x
– skilled worker (technician)	x	x 41%	x	x)	—	x	x	—	x
– volunteers	x	x 5%	x	x)40%	x 10%	x	x	x	x
– students	x	0	—	x)	x 60%	x	x	—	—
Teachers' remuneration per month: – basic literacy	Eth. ∅ 40–60 per course	500Fr. p.h. 36.000-60.000	Majority are not paid	Kobo 25 - 1.00 N	Teachers are not paid	T.Shil. 30	0.490 D p.hour	2 K	5ls. 400% p.new liter.
– functional literacy	Eth. ∅ 20–30			Kobo 25 - 4.00N		T.S. 30¹)		4 K	5ls. 2600
Teachers' training: – pre-service training	x	x	x	x	x	x	x	x	x
– in-service training	x	x	x	x	x	x	x	x	x
Is teachers' training in adult literacy included in any teachers' training college?	—	—	—	x only one	—	x	—	—	—
Is mass media used in teachers' training? – radio	x	0	x	xx	x	x	0	0	—
– TV	—	0	—	x	—	—	0	0	—
– cassettes	x	0	x	0	—	x	0	0	x F.L.

continued

1) Voluntary teachers

BEST COPY AVAILABLE

C o u n t r i e s

I t e m s	Ethiopia	Ivory Coast	Mali	Nigeria	Somalia	Tanzania	Tunisia	Zambia	Iran
Is mass media used in teachers' training? — films, slides	x	o	-	x	-	x	o	o	-
— newspapers	x	o	-	o	x	x	o	o	-
Who supervises the literacy work? — local literacy teachers, inspectors	x	x	x	inspect. x	-	x	x	x	x
— teacher trainers	o	o	-	x	-	x	o	o	x
— technicians	o	o	x	o	-	-	o	o	x F.L.
— head of literacy department	x	o	x	x	-	x	x	x	x
Is training of personnel provided? — inside the country	x	x	x	x	x	x	x	x	x
— abroad	x	x	x	x	o	x	x	o	x

Key: x : Positive answer   x : g 1.00 = 76 Rials (before devaluation)
    - : Negative answer   xx : Experimental
    o : No asnwer   FL : Functional Literacy

F. Teaching Environment   G. Pedagogical Approach

Literacy classes are mostly held in working places, community centres, literacy centres and school classrooms. Some classes take place in private houses, in the open air or in churches.

Classes are usually held after working hours, especially for women. There are some classes, mostly in functional literacy, which are held during working hours (in Ethiopia, Ivory Coast, Mali and Tanzania).

Reading teaching method is variable according to the characteristics of each language from one country to another.

- The Synthetic Method is used in the Ivory Coast and Somalia.

- The Eclectic Method is used with more frequency in Ethiopia (in functional literacy), Mali (in basic literacy), Tunisia and Iran, (in both approaches).

- The Laubach Method is used in basic literacy in Ethiopia.

Writing is emphasized in every programme of each country.

Mathematics is included in literacy programmes and is taught according to the traditional method. In functional literacy, the content is more work-oriented.

The total number of hours needed to make an adult literate varies in basic literacy from 48 hours (Nigeria) to 500 - 600 hours (Ivory Coast), and in functional literacy from 144 hours (Tanzania) to 600 hours (Mali). In Mali, depending on the industrial or agricultural sector, the total number of hours is different (600 hours industrial; 300 hours agricultural).

In functional literacy, programmes are all diversified according to the identified needs of professional groups. In basic literacy, except in Zambia where programmes are diversified from the linguistic point of view, and Iran where programmes are divided between rural and urban areas, there is no more than one programme.

Examinations are held in all literacy classes except in the Ivory Coast.

Certificates are issued to those who succeed in literacy examinations.

F. <u>Teaching Environment</u>

Table VI

Items	Countries								
	Ethiopia	Ivory Coast	Mali	Nigeria	Somalia	Tanzania	Tunisia	Zambia	Zanzibar
Where are literacy classes held?									
– school classes	x			x	x	x	x		x
– community centres	x	x		x	x	x	x		x
– work places	x	x	x	x	x	x	x		x
– churches, mosques	x			x	x	x			
– literacy centres	x	x	x	x	x	x		x	x
– private houses	x	x			x	x		x	x
– open air				x somet.	x		x	x	–
When are classes held?									
– during working hours	x	x	x	–	x	x		–	x
– after working hours	x	x	x	x	x	x	x	x	x

Key: x : Positive answer
– : Negative answer
o : No answer

N.B. Inadequate equipment in literacy classes is expressed by all projects.

G. <u>Pedagogical Approach</u>

Items				Countries								
			Ethiopia	Ivory Coast	Mali	Nigeria	Somalia	Tanzania	Tunisia	Zambia	Iran
Teaching method used:	- global					xx		x		o	
	- synthetic			x		o	x	o		o	
	- eclectic		x F.L.		x	x		o	x	x	x
	- Laubach		x B.L.			x		o		o	
Is writing emphasized?			x	x	x	x	x	x	x	x	x
Is mathematics included?			x	x	x	x	in 2nd phase	x	x	x	x
Total number of hours needed to make an adult liter.:	- in basic literacy		160-200	500-600			144			206	
	- in functional literacy		300-400		600ˣ 300ˣˣ					450	
Are programmes diversified?	- in basic literacy		-	-		-	-		-	xˣˣ	x
	- in functional literacy		x		x	x		x	x	x	x
Language used:	- national		x Amharic	x French	x Bambam	-	0	x Suahili	x Arabic	x	x Persian
	- vernacular					x	0			x	x
Are examinations held?			x	-	x	x	x	x	x	x	x
Are certificates given?			x	-	-	x	x	x	x	x	x

Key: x : Positive answer   x Industrial sector
     - : Negative answer   xx Agricultural sector
     o : No answer   xx From linguistic point of view

H. Teaching Materials

Primers are used in all literacy classes and are
usually accompanied by charts and flashcards. Teachers'
guides are used wherever functional literacy is taught
(Ethiopia, Mali, Tanzania, Tunisia, Zambia and Iran).

Programmed instruction is being experimented with
in Iran.

The use of audio-visual aids is mostly based on
diffusion of radio programmes destined for the adult
population.

- The use of TV is foreseen for out-of-school education
  in the Ivory Coast. It has recently been introduced
  in Nigeria for adult literacy purposes. In 1968
  Tunisia had TV programmes for adults' literacy
  teaching and general culture.

- Cassettes or tape recorders are used in Ethiopia,
  Tanzania, and Iran. In the last two countries it
  has mainly been used for the training of teachers
  as a micro-experiment.

- Films or slides are used occasionally in Ethiopia,
  Mali, Nigeria, Somalia, and Tanzania.

In relation to Mr. Mushtaq Ahmed's doubts concerning
the use and efficiency of audio-visual aids in adult
literacy, it should be stressed that the real problem
of introducing new communication means into teaching
processes, especially in developing countries, is not
what devices should be used but how to use such devices.
This is still a crucial problem to be solved in coun-
tries where the most sophisticated devices are produced.
How, therefore, can developing countries, which are most-
ly the consumers of these means, be expected to use them
without having had enough skill or competency in mani-
pulation, maintenance and production of proper materials
for such devices?

Teaching materials are mostly produced by the National
Coordinating Committees, and in some cases with the collab-
oration of executive ministries, such as in Zambia and
Iran. In those countries where functional literacy is
administered separately from basic literacy, such as
Iran and Mali, the programmes are produced by functional
literacy executive headquarters.

Table VIII

H. Teaching Materials

Items		Countries									
		Ethiopia	Ivory Coast	Mali	Nigeria	Somalia	Tanzania	Tunisia	Zambia	Iran
What teaching materials are used?	- primers	x	x	x	x	x	x	x	x	x
	- charts	x	x	x	x	x	x	x	x	x
	- flash cards	x	x	x	x	x	x	x		x
	- teachers' guides	x	o	x	xx	x	x	x	x	x Exp.
	- programmed instruction									x Exp.
What audio-visual aids are used?	- radio	x	x	x	x	x	x	x	x	x
	- TV		x	-	x	x	-	x		x Exp.
	- cassette	x		x		x	x			
	- film, slides	x		x	xx	x	x			
Who produces teaching materials?	- Executive Ministry		x	x	xx	x	x	x	x	x
	- Coordinating Committee	xxx		-		x	-	x	xxx	xxx / x
	- Functional Literacy Execut. Headquarters			x	xx		x			x

Key: x : Positive answer   x Occasionally
     - : Negative answer   xx Mostly volunteers (religious agencies) produce reading materials
     o : No answer   xxx With Consultation
     Exp.: Experimental

BEST COPY AVAILABLE

L. <u>Research</u>

The countries which have had Functional Literacy
Pilot Projects are those having carried out experi-
mental research in adult research in adult literacy
(Ethiopia, Mali, Nigeria, Tanzania, Tunisia, Zambia,
and Iran).

Executive Ministries or National Coordinating
Committees in the public sector are usually responsible
for research. In the private sector, universities are
the only institutions carrying out some research in
adult literacy, such as in Mali, Nigeria, Tunisia and
Iran. Although in most countries there is no institution
purely for research in the field of literacy, we have
found that the evaluation unit of the Work-Oriented
Adult Literacy Pilot Projects could be considered as be-
ing the most active agent in research for different
aspects of teaching-learning processes. (For example,
Iranian WOALPP's Evaluation Unit has done the most valuable
research in this aspect.)

The research which has been carried out is mostly in
the following fields:

- sociological surveys in Ethiopia, Mali, Nigeria,
  Zambia and Iran;

- cost-benefit studies in Ethiopia, Nigeria, Tanzania,
  Zambia and Iran;

- testing cognitive attitudes of participants and
  effectiveness of different types of instructors
  in Ethiopia, Mali, Nigeria, Zambia and Iran;

- compiling statistics in Ethiopia, Mali, Tanzania,
  and Iran;

- retention in Tunisia and Iran;

- drop-out in Tunisia, Zambia and Iran.

Without exception, a strong need is felt in all countries for research to be carried out in adult literacy related fields.

All countries except Tunisia have clearly explained that the real bottleneck (the shortage of research) is due to the lack of trained personnel and financial resources.

Table IX

I. Research

Items	Ethiopia	Ivory Coast	Mali	Nigeria	Somalia	Tanzania	Tunisia	Zambia	Iran
C o u n t r i e s									
Is there any experimental research in adult literacy?	x	-	x	x	-	x	x	x	x
Are any institutions involved in research? - public	x	_x	x	x	-	x	x	x	x
- private	-	_x	xUnv.	x Unv.	-	o	x (F.Unv.)	-	x Unv.
What type of research? - sociological survey	x	--	x	x	-	x	o	x	x
- cost benefit studies/increase of productivity	x	-	x	x	-	x	o	x	x
- testing cognitive skills & effectiveness of diff.types of teachers	x	-	x	x	-	x	o	x	x
- compiling statist.	x	-	x	x	-	x	o	x	x
- retention	-	-	-		-	x	x	-	x
- drop-out	-	-	-		-	x	x	x	x
Is any research study attached to the case study?	x	-	-	-	-	-	-	-	-
Is more research needed to be carried out on the a/m subjects?	x	x	x	x At state level	x	x	o	x	x
What are the bottle-necks for inadequacy of research? -- lack of trained personnel	x	x	x	x	x	x	o	x	x

Continued

388

BEST COPY AVAILABLE

Items	Countries								
	Ethiopia	Ivory Coast	Mali	Nigeria	Somalia	Tanzania	Tunisia	Zambia	Iran
What are the bottle-- -- lack of necks for inadequacy funds of research?	x	x	x	x	x	x	o	x	x

Key: x : Positive answer
      - : Negative answer
      o : No answer

x : Due to discontinuity of literacy
    activities, no research has been
    carried out.

F. Unv. : Foreign University
Unv. : University

J. Follow-Up Literacy Programmes   K. Continuing Education

Follow-up reading materials such as simple books, pamphlets linked with agriculture, vocational training, health, nutrition, family planning, cooperatives, civics and religion, or special newspapers are provided for new literates.

New literates usually have to pay for follow-up reading materials and the price is such that they can afford it. However, in Tanzania and Mali, follow-up reading materials are free of charge.

In spite of positive answers from Ethiopia, Nigeria, and Zambia, mobile libraries are scarcely available, especially in remote rural areas where proper transportation means do not exist. In countries such as Somalia, where script has recently been introduced, there is not even enough literature to provide library facilities.

Adult literacy is considered as a part of continuing education in all country reports.

Follow-up classes or programmes which are available for new literates consist basically of some:

- work-oriented evening classes, e.g. Mali, Nigeria, Somalia, Tanzania, Tunisia and Zambia;

- formal school evening classes (in order to obtain official primary school certificates), e.g. Ethiopia, Ivory Coast, Mali, Nigeria, Tunisia and Iran;

- correspondence courses as a means for continuing education are used in Nigeria by some commercial firms, in Tanzania its implementation is also foreseen;

- radio or TV programmes are mentioned in all case studies for continuing education.

Participation in continuing education programmes in Iran and some evening classes in Tanzania is not free of charge.

The trend of adults who continue their education after having finished literacy classes is not systematically reported. In Ethiopia it is estimated that around 25 per cent, and in Nigeria about 20 per cent of new literates follow up their education.

J. Follow-Up to Literacy Programmes   K. Continuing Education   Table X

Items	Ethiopia	Ivory Coast	Mali	Nigeria	Somalia	Tanzania	Tunisia	Zambia	Iran
C o u n t r i e s									
Are reading materials available – books	x			x some	x	x	x	x	x
for new literates? – pamphlets	x	x	x	x some	x	x	x	x	x
– newspapers	x	Fore-seen	x	x		x	x	x	x
Are follow-up reading materials paid for?	x	x	x some	x	x	x some	o	x	-
Do new literates have access to mobile library?	x	x	-	x some	-	x	o	x	x
Is literacy a part of continuing education?	x	x	x	x	x	x	x	x	x
Are follow-up courses provided – work-oriented evening classes		x	x	x	x	x	x	x	x
for new literates? – formal school evening classes	x	x	x	x	x	x	x		x
– correspondence courses				x commerc.	x	x			
– radio, TV programmes	x	x	x	x	x	x	x	x	x
Do new literates have to pay for these classes?	o	-	-	x some	o	x some	o	-	x
Do adults continue their education after lit. classes? If so, how many?	25%	o	x	about 20% in cities	x	x 1)	o	x	x

1) Correspondence evaluation about 1.000

Key: x : Positive answer
      - : Negative answer
      o : No answer

L. Summing Up

The major accomplishment in adult literacy during recent years in relation to the growing consciousness of the need for life-long education is reported by different countries as follows:

A change in the adult literacy approach wherever functional literacy was experimented through the introduction of functional literacy to basic literacy. In Somalia, due to literacy activities being only recently undertaken, not much assessment could be noted.

Establishment of a national council or centre for adult education and adult literacy as an official body responsible for harmonizing all literacy activities. This achievement, in Nigeria and Iran, is considered as being another successful action realized in the field of adult literacy during recent years.

As regards the intensive training centres for follow-up programmes, there are hardly any specialized institutions established. The Ivory Coast is the only case which has foreseen the establishment of the poly-valent socio-cultural centres, where participants will have access to different fields of their interest through workshops, training courses and libraries.

Seven reports out of ten have stated that the lack of financial resources is one of their major problems, (Ethiopia, Ivory Coast, Mali, Nigeria, Somalia, and Zambia).

In addition, the shortage of skilled personnel and adequately trained teachers is stressed by Ethiopia, Nigeria, Somalia, Zambia and Iran.

Lack of an effectual educational system, the absence
of a realistic national philosophy (in Nigeria), slowness
in the translation of the declared policy to field
operations, and the lack of full comprehension of new
concepts related to functional literacy (in Iran),
are some multi-causal bottlenecks in the advancement and
harmonization of literacy activities.

Poverty and nomadism of 75 per cent of the total
population (in Somalia) and rural exodus (in Mali) are
other problems raised by the above-mentioned countries.

Table XI

L. Summing Up

I t e m s	Ethiopia	Ivory Coast	Mali	Nigeria	Somalia	Tanzania	Tunisia	Zambia	Iran
					Countries				
Major accomplishments in adult literacy in recent years:									
- Change of adult literacy approach by introduction of functional literacy to basic literacy	x fore-seen		x	x	Lit. activi-ties are recently under-taken	x **	x	x	x
- Establishment of a national council (centre) for adult edu-cation & functional literacy		x		x in 1971					x 1973
- Establishment of intensive training centres for follow-up programmes		x fore-seen		-					
Major problems hampering the promotion of adult literacy:									
- Lack of financial resources	x	x	x	x	x	x	o	x***	
- Lack of skilled personnel	x	x	x	x	x	x	o	x	x
- Lack of effective system of education (absence of realistic national policy, lack of under-standing of functional literacy concepts)		x		x			o		x
- Nomadism, rural exodus			x	x 75% of popul.		x to some extent	o		

** Education as a necessary means for liberation
*** Lack of equipment, transportation means and printing machinery

Key: x : Positive answer
      - : Negative answer
      o : No answer

10.3. BIBLIOGRAPHY

elaborated by the International Institute for
Adult Literacy Methods, Teheran

Part I   Selected Work on Functional Literacy

Part II   Selected Project Bibliographies

PART I

SELECTED WORK ON FUNCTIONAL LITERACY

Asian Broadcasting Union. *Bridging the gap;(functional literacy)*
Sydney [1969?] 60 p. (ABU publications.)

Bakri, Bashir. *Functional literacy in newly planned communities.*
(In ASFEC. Field Operation Seminar on Functional Literacy in
Planned Communities and Northern Tahrir Sectors, U.A.R., 24 April -
10 June 1971. Sirs-El- Layyan, 1971 [part 5] leaves 1-6).

Bhola, H.S. *Functional literacy - one approach to social change*
[Bloomington, Indiana] Indiana University, Center for Innovation
in Human Resource Development, 1971. 1 v. (various pagings).

Comité Consultatif International de Liaison pour l'Alphabétisation,
troisième session, Paris, 27-30 mars 1972. Evaluation, état actuel
et perspectives de l'alphabétisation des adultes (document de travail).
Paris, Unesco, 1972. 13,7 p. tables.

Conférence Syndicale Mondiale sur l'Alphabétisation Fonctionnelle.
Nicosie, 1969. *L'analphabétisme; anachronisme de XX⁰ siècle.* 80 p.

*Definitions and concept of functional literacy; an analysis and inter-
pretation.* Lucknow,India, Literacy House, 1967. 85 p. photocopy.
Bibl: 64-65.

Grebelsky, Ora. *From Illiteracy to Literacy.* Jerusalem, The Hebrew
University, Adult Education Centre, 1970, xi, 120 p.

Guimaraes, Calvino V. *A philosophical approach for the development of
processes of adult basic education for semi-developed countries.*
Tallahassee, Florida State University, Dept. of Adult Continuing
Education, 1970. 17 p. mimeo, looseleaf.

International Consultative Liason Committee for Literacy, First session,
Paris, 5-9 June 1967. *Final report.* Paris, Unesco, 1967. 1 v.
(various pagings) (Unesco/ED/229)

-----. Second session, Paris, 3-6 September 1968. *Final report.* Paris,
Unesco, 1968. 8,6 p. (ED/MD/6).

-----. Third session, Paris, 27-30 March 1972. *Final report; draft.*
Paris, Unesco, 1972. 8 p. (ED-72/CONF. 42/6).

Kidd, J. Roby. *Functional literacy and international development; a
study of Canadian capability to assist with the world campaign to
eradicate illiteracy* [Toronto] Overseas Institute of Canada [1967]
121 p.

Meeting on the experimental world literacy programme, Paris, 1-5
December 1969. *Final report.* Paris, Unesco, 1970. various pagings.

Phillips, H.M. *Literacy and development* [Paris] Unesco [c1970]
55 p.

Regional Centre for Functional Literacy in Rural Areas for the Arab
States (ASFEC). *Arab states advisory committee special meeting*,
Sirs-El-Layyan 3-5 October 1972. Final report. Sirs-El-Layyan,
Menoufia, Egypt, [1972?] 1 v. (various pagings).

------. *Field operational seminar on functional literacy in planned
communities; Abis (North Western Delta) and Northern Tahrir Sectors,
UAR, 24 April-10 June 1971.* Sirs-El-Layyan, 1971. Various pagings.
mimeographed.

------. *Illiteracy as an impediment to production; an empirical in-
vestigation,* by I.Y. Qutub, K.F. Mansour and M.R. Khater. Sirs-El-
Layyan, Menoufia, Egypt, 1972. 41 p.

Regional Seminar on Functional Literacy and Family Planning Education
Isfahan, April-May 6, 1971. *Report.* Compiled and edited by Linda
Burgess. New York, (World Education 1971).

Retention of literacy in adults. Working paper prepared for International
Advisory Committee for Out-of-School Education, 8-14 Dec. 1970. Paris,
Unesco, 1970. 25 p. mimeo.

Seminario Operacional Latino-americano de Alfabetización Funcional. Celaya.
Guanajuato Mexico, 3-26 mayo 1971. *Un método de formación para el
desarrollo economico; la alfabetización funotional.* Patzcuaro, Mich..
Mexico, CREFAL. [1971?] 2 v.

Singh, T.R. *Functional literates; six case studies.* Lucknow, Literacy
House, n.d. 38 l.

Unesco. *L'alphabétisation fonctionnelle au service du développement.*
Paris, 1970. 20 p. (International education year, 1970,1).

------. *Alphabétisation 1969-1971; progrès de l'alphabétisation dans les
divers continents.* Paris, 1972. 143 p. (Année internationale du livre
1972).

------. *Functional literacy as a factor in development.* Paris, IEY Special
Unit [1970] 19 p. (International education year, no. 1).

------; *Functional literacy; why and how.* Paris [c1970] 39 p. (Inter--
national year of education).

------. *Manuel pour l'évaluation des projets expérimentaux d'alphabétisa-
tion fonctionnelle.* Paris, 1970. 111 p. mimeo.

------. *Meeting of the panel for evaluation of experimental literacy
projects, 4th Final report.* Paris, 1971, 8 l. (ED.71/CONF.43/5).

------. *Practical guide to functional literacy; a method of training for
development.* Paris, 1973. 170 p.

Unesco. Regional Office for Education in Asia, Bangkok. *Functional literacy, reading and follow-up materials work-oriented.* Final report of the regional workshop. Bangkok. 25 November-13 December 1968. Bangkok, 1969. 90 p.

Vaugrante, Christiane. *L'Analyse de l'évolution de l'analphabétisme dans les pays en voie de développement.* Dakar [Groupe Régionale de Planification de l'Education] 1968. [54] p.

Workshop on Functional Literacy, Addis Ababa, 29 April-12 May 1970. [*Report and background and working papers for the Workshop,* organized by Unesco with the assistance of the Government of Ethiopia. Addis Ababa?] Unesco, 1970. 1 v. (various pagings).

World Congress of Ministers of Education on the Eradication of Illiteracy. Tehran 8-19 Sept. 1965. *L'Alphabétisation au service du développement.* Paris, Unesco, 1965. 41 p. (Minedlit 3).

------. *Literacy* and adult education; recommendations adopted by the International Conference on Public Education. Geneva, Paris, Unesco 1965. 13 p. (Minedlit 6).

------. *Rapport final.* Tehran, Unesco, 1965. Various pagings.

PART II

SELECTED PROJECT BIBLIOGRAPHIES

AFGHANISTAN

Ghaussi, Mohammad Aref. *Criteria for appraising educational planning in underdeveloped countries (with examples from the experience of Afghanistan)* [Paris] Unesco, IIEP. [1968] 70 p.

ALGERIA

Centre national d'alphabétisation. Séminaire national, 3e, "Formation et développement". Alger, Palais Zirout Youcef, 8-13 mars 1971. *Alphabétisation et développement.* Alger , 1971. 24 p.

Projet Pilote d'Alphabétisation Fonctionnelle, Algérie, 1967 *Algérie.* (in Literacy Work, Tahran, International Institute for Adult Literacy Methods, vol II, no. 3, March 1973. p. 1-26.)

------. *Alger-Sahel; étude bilan de l'expérience d'alphabétisation 1968-1970.* Alger, Centre national d'alphabétisation, 1971. 103 p. (Projet Algérie II).

------. *L'alphabétisation fonctionnelle au service de développement; moyens pédagogiques; rapport final* de Madame Zoufi Z., 1970-1971. Alger [1971] iv.(various pagings) (Projet Algérie II).

------. *L'alphabétisation fonctionnelle dans le milieu industriel; conclusions de la Réunion mixte C.N.A. - Ministère de l'industrie et de l'énergie du 16 novembre 1971.* Alger, Centre national d'alphabétisation, 1971. 15 p.

------. *Aperçu sur l'alphabétisation fonctionnelle dans les secteurs agricoles et industriels d'Algérie.* Alger, Centre national d'alphabétisation, 1970. 15,5 p.

------. *Expériences d'alphabétisation fonctionnelle en milieu agricole, document de base.* Alger, Centre national d'alphabétisation, 1970. 27 p. (Projet Algérie II).

------. *Indicateurs appliqués et instruments de mesure utilisés.* Alger, Centre national d'alphabétisation, 1971. 1 v. (various pagings)

------. *Indications sur le programme d'alphabétisation fonctionnelle en milieu industriel.* Alger, Centre national d'alphabétisation, 1970. 6,1 p.

------. *Projet pilote d'alphabétisation fonctionnelle des adultes, Algérie; rapport sur les résultats du projet, conclusions et recommendations.* Paris, Unesco [1972] 49 p. (INT/Unesco/UNDP SF) (Projet Algérie II).

Monead F. *Functional literacy pilot project in Algeria.* (In Literacy Discussion, Tehran, International Institute for Adult Literacy Methods, v. II, no. 2, 1971. p. 63-74).

ARAB STATES

IRAQ

Jabber, Wali A. *Adult education in Iraq, a comparative study of verbal method and literacy content versus audio-visual techniques and functional literacy training.* Presented to Workshop on Functional Literacy, Addis Ababa, April/May 1970. ASFEC-Unesco, 29 p. mimeographed, tables.

U.A.R.

Qutub, Ishaq Y. *An empirical investigation on the transition from traditional to functional literacy in the U.A.R.* Addis Ababa, by I.Y. Qutub. Mencufia, 1970. 44 p. Bibliography· p. 44.

Soufi, Z. *Rapport final du training course sur la population et la planification familiale en éducation et alphabétisation fonctionnelle des adultes du 23 novamber-8 décembre 1971.* Sirs-El-Layyan, Egypt, ASFEC, 1971. 105 p. tables.

ECUADOR

Work-Oriented Literacy Pilot Project, Ecuador. *Ecuador.* (In Literacy Work, Tehran, International Institute for Adult Literacy Methods, v. II, no. 3, March 1973. p. 27-51.

————. *Evaluación preliminar* [Quito] 1972. 60 p.

————. *Notes on evaluation of the Work-Oriented Literacy Project in Ecuador.* [Addis Ababa?] 1970. 5 p. (FLW/Addis/2-6,7/SM.10) (In Workshop on Functional Literacy, Addis Ababa, 24 April-12 May 1970. Working paper 15).

————. *Questionario que describe métodos de alfabetización funcional.* Quito, 1972. 81 p.

————. *Questionnaire to be sent 10 days after reception* [Quito? n.d.] 21 p. mimeo.

————. *Statistical survey of changes in registered participants.* [Quito? n.d. 11 p.] mimeo.

CONGO

Lair, Jean-Claude. *L'application de l'alphabétisation fonctionnelle
au Congo; avantages, méthode d'approche et techniques pédagogiques
mises au point.* Brazzaville? Ministère de l'Education Nationale,
Service Nationaux d'Alphabétisation et d'Education des Adultes, 1969.
various pagings.

ETHIOPIA

Singh. B.N. *The problem of illiteracy in Ethiopia.* (In Literacy Dis-
cussion. Tehran, International Institute for Adult Literacy Methods.
v. II, no. 2, 1971. p. 9-24).

Work-Oriented Adult Literacy Project, Ethiopia. *Activities of the
Evaluation unit, 1968-1973,* by Sertsu Tekle Haimanot, Leake Abbaye,
[and] B.N. Singh. Addis Ababa, 1973. 14 p. (Worklitun 21-100-73)
Bibliography.

-----. *Family living education linked with functional literacy.* [by]
Miriam J. Kelley. n.p., 1972. 76 p. (Ethiopia/68/515).

-----. *Functional literacy; a method of training for co-operative
development,* by S.S. Tyazi. Addis Ababa, 1973. 63 p.

-----. *Guidelines for quizes, tests and examinations,* by Leake Abbaye,
Sertsu Tekle Haimanot [and] B.N. Singh. Addis Ababa, 1972. 15 p.
(Worklitun 22-100-73).

-----. *An interim survey of the integrated working of the Abella farmers
multipurpose cooperative society,Abell; Wollamo Sodo,* by S.S. Tyasi,
Sertsu Tekle Haimanot [and] B.N. Singh. Addis Ababa, 1973. 54 p.
tables. (Worklitun 23-100-73).

-----. *Mass media coordination; summary of activities.* Addis Ababa,
1973. 14 p.

-----. *Participant level baseline survey of functional literacy (agri-
cultural programme); Chilalo Awarajo, Arussi Province,* by B.N. Singh
[and] Sertsu Tekle Haimanot. Addis Ababa, 1972. various pagings.
Appendices. (Worklitun - 18/100/72).

-----. *Project report,* by G.S. Vidyarthy. Addis Ababa, 1973. 93 p.
Annexes. For official use only.

-----. *Relationship between functional literacy and economic development
in Chilalo Awarajo (Arussi Province),* by B.N. Singh, Sertsu Tekle
Haimanot [and] Leake Abbaye. Addis Ababa, n.d. various pagings.
tables. (Worklitun - 20-1972).

-----. *Report of writer's workshop.* n.p., n.d. various pagings.

-----. *A study of the teaching programmes,* by Yilma Bekele. Addis Ababa,
n.d. 27 p. tables. (Worklitun 19-100-72).

GABON

Alphabétisation fonctionnelle en milieu industriel au Gabon. Paris, Unesco, 1971. Various pagings. diagrs. (photocopy of typescript).

Mazot, J. *Alphabétisation et éducation des adultes.* juillet 1968 - décembre 1969; Gabon. par J. Mazot et R. Vigres. Paris, Unesco, 1970. 116 p.

Le Service de l'Education Populaire. *L'Analphabétisme à Libreville, enquête réalisée par le Service de l'Education Populaire en collaboration avec Le Service National de la Statistique et des Etudes Economiques.* [Libreville] Ministère de l'Education Nationale, 1969. [91] l.

INDIA

Evaluation Committee. *Farmers' training and education programme.* Report. New Delhi. Ministry of Food, Agriculture, Community Development and Cooperation. 1969, 47 p. [40 p.]

5th Workshop on functional literacy, Lucknow, Literacy House, 16 -21 August 1971. *Concept of functional literacy* [by] S.M.M. Ahmad. [1971?] various pagings.

-----. *Role of audio-visual aids in literacy programmes* [by] R.C. Ariel [1971?] 15 (6) p.

Farmers' Functional Literacy Project, India, 1967-   . *National Workshop on Functional Literacy Project* [New Delhi] January 11-19, 1971; report. New Delhi. Ministry of Education and Social Welfare [1971?] 3,67 p.

Farmers' Training and Functional Literacy Project, India 1967-   . *Brief factual note on methods and techniques of teaching as adopted by the Project.* New Delhi, Directorate of Adult Education, Ministry of Education and Social Welfare, 1971. 14 p.

Fujarat State Social Education Committee, Seerat. *Workshops on adult literacy in Fujarat.* 1972. 24 p.

Literacy House. Program Extension Department, Lucknow (India) *Literacy Projects 1969-70.* Lucknow [1970?] 87 l.

Ministry of Education and Social Welfare. *Handbook on farmers functional literacy project under the integrated programme of farmers training and functional literacy.* New Delhi. 1971. 71 p. mimeo. Annexes.

Ministry of Education and Social Welfare. Directorate of Adult Education. *Farmers training and functional literacy.* Pilot evaluation study of functional literacy project in Lucknow district. (Non Technical report) April, 1971. 29 p.

Ministry of Education and Youth Services. *Farmers functional literacy programme.* New Delhi, India, 1971. 59 p. mimeo.

Ministry of Food, Agriculture, Community Development and Cooperation.
Farmers training and functional literacy; draft guidelines. New
Delhi. n.d. 53 p.

National Workshop on functional literacy project. New Delhi, January
11-19, 1971. *Evaluation, research and experimentation.* 28 p.

-----. *National Workshop on Functional Literacy Project under the
Integrated Programme of Farmers' Training and Functional Literacy,
January 11-19, 1971; agenda and background papers.* New Delhi, Ministry
of Education and Youth Services and Department of Adult Education,
National Council of Educational Research and Training. Various pagings.

-----. *Progress of the functional literacy projects in the States.*
New Delhi, Ministry of Education and Youth Services, 1971. 38 p.

*Report to the U.S. Agency for International Development on the activities
of Literacy House, Lucknow, India. July 1, 1966-June 30, 1968.* New
York, World Education Inc., 1969. 32 p.

Saksena, H.P. *Integrated Literacy Method: a study of an experimental
project in Nilokheri.* New Delhi, National Institute of Education,
1967. 111 p.

Saraf, S.N. *Functional literacy component under Farmers Training and
Literacy Project, India.* [Addis Ababa?] 1970. 18 p. FLW/Addis/
2-Misc/SN-22.

Singh, T.R. *Evaluation of young farmers training courses. A preliminary
report.* Lucknow, India, Literacy House. Investigation Evaluation
and Research Coordination Section, 1968. 49 l. mimeo.

-----. *Functional literates; six case studies.* Lucknow, Literacy House,
n.d. 38 l.

Tripathi, Virendra. *A guide to functional literacy administrators and
workers.* Lucknow, India, Literacy House, 1970. 156 p.

United Nations Development Programme Special Fund. (India) *Plan of
operation for Country India;* title of project - Farmers Training and
Functional Literacy. [New Delhi?] 1969. 49 l.

IRAN

Bonanni, C. *Description of the principles, methods and techniques
adopted by the Esfahan functional literacy pilot scheme in planning
and developing its curricula.* Paris, International Institute for
Educational Planning, 1971. 14 p. (IIEP/S28/12).

The Esfahan Seminar; report of a regional seminar on functional literacy
and family planning education April-May 6, 1971, Esfahan, Iran. New
York, World Education, 1971. 59 p. tables.

Izady, Kazem. *Learning and retention among the graduates of work-oriented adult functional literacy projects and the National Committee for Literacy; a comparative study.* v. 1, Tehran, Tehran University, Institute of Social Research, 1971. 92 p. (Text in Parsi).

Work-Oriented Adult Literacy Pilot Project, Iran, 1967-   . *Carpet weaving in Iran; observations by Ramy Alexander.* Esfahan? [c1970] 13 p. (General document no. 8) (B.S/03/-/-/393)

-----. *Characteristics of participants in functional literacy courses,* by H. Moradynejad. Dezful, 1972.

-----. *Characteristics of participants in functional literacy courses, Esfahan, 1969-70.* By M. Bazany and others. Esfahan, c1970. 47 p. (Evaluation studies no. 3) (B.S./06/-/-/389)

-----. *Crafts in Esfahan and functional literacy.* By Ramy Alexander. Esfahan, c1970. 60 p. (General documents no. 7) (B.S/03/-/-/392).

-----. *A cost-effectiveness report on the Work-Oriented Adult Literacy Pilot Project, Iran.* By John Smyth and Kazem Izady. Tehran, Tehran University, Institute for Social Studies and Research, 1971. 79 p.

-----. *Demographic characteristics and interest in participation in functional literacy courses; Dezful, 1966-1970* by M. Bazany, H.D. Kaufmann and A. Safavi. Esfahan 1970. 60 p. (Evaluation studies no 4.) (B.S/06/-/-/160).

-----. *How to elaborate functional literacy programmes; I, criteria and reasons why.* By C. Bonanni. Esfahan, 1971. 25 p.

-----. *Motives of participants in functional literacy courses, Dezful, 1970.* By H.D. Kaufmann and M. Bazany. Esfahan, c1970. 27 p. (Evaluation studies no. 5) (B.S/06/-/-/390).

-----. "The place and role of mathematics teaching in functional literacy; the Iranian experiment". *In Literacy; a newsletter.* Paris, Unesco. 1st quarter, 1972. (Available in English and French).

-----. *Plan of operation.* Paris, Unesco, 1967. 31 p. (WS.0367.182 Rio/PRG)

-----. *Principles, methods and techniques for elaboration of functional literacy programmes; II, models and charts.* Esfahan, n.d. 23 p. (Evaluation studies no. 2).

-----. *Requests to United Nations Development Programme in connection with assistance to a Work-Oriented Adult Literacy Project in Iran.* Esfahan, n.d. 41 p. (General documents no. 1).

-----. *Registration, participation and attendance in functional literacy courses, Esfahan, 1969-1970;I.* By M. Bazany [and others] Esfahan, c1970 96 p. (Evaluation studies no. 2) (B.S/06/-/-/388).

-----. *Report containing plan and programme.* By V. Shadrish. Paris, Unesco? 1967. Various paging. (Confidential document)

Work-Oriented Adult Literacy Pilot Project, Iran, 1967-   . *Statistical reporting for literacy evaluation purposes*, by M. Bazany. Esfahan, c1970. 24 p. (Evaluation studies no. 1)

-----. *The Taj group; brief account of a functional literacy experiment in a textile factory, Esfahan, 1966 -69*. Esfahan? n.d. various parings. (Studies and documents no. 5).

-----. *Work-oriented adult literacy - its promises and problems, an Iranian case*, by Grace E. Goodell. (In Literacy Work, Tehran, International Institute for Adult Literacy Methods, v. II, nos 1&2 July-Sept. 1972. p. 33-95.

Work-Oriented Adult Literacy Pilot Project, Iran. (In Literacy Work, Tehran, International Institute for Adult Literacy Methods, v. II, nos. 1&2 July-Sept. 1972. p. 2-26).

Esfahan Sub-Project. *Etudes sur le problème d' alphabétisation fonctionnelle dans les usines textiles d'Esfahan*, [by] Bong Lam To. [Esfahan] 1970. 21 p.

Furter, Pierre. *Possibilities and limitations of functional literacy the Iranian experiment*. [Paris] Unesco [1973] 59 p. illus., diagrs., maps, tables. (Educational studies and documents no. 9).

LAOS

Arnaud, Alexandre. *Préparation du terrain pour le projet d'alphabétisation fonctionnelle au Laos; activités préliminaires* [Paving the way for the functional literacy project in Laos; preliminary activities] Bangkok, Nations Unies, Commission Economique pour l'Asie et l'Extrême-Orient, Comité pour la Coordination des Etudes sur le Bassin Inférieur du Mékong, 1970. 24 p.

MADAGASCAR

Couvert, R. *Motivation of Malagasy peasants*. (In Literacy Discussion, Tehran, International Institute for Adult Literacy Methods, v. II, no. 2. 1971., p. 35-62).

Projet pilote d'alphabétisation fonctionnelle. Madagascar. 1969 L'alphabétisation fonctionnelle au service du développement. 1970. 139 p.

-----. *Document de travail, stage de Tunis, 18 mai-5 juin 1970*, par Antoine Rakotovao, Maurice et Solonirina Ramontsehour. n.d. 11 p.

-----. *Dossier d'évaluation des moniteurs d'alphabétisation*. 1970. 71 p. (Evaluation 23).

-----. *Facteurs économiques de Madagascar*. [Paris, Unesco?] (n.d.) 9 p. (WS/0766.1-EDA).

-----. Machayekh, P. *Madagascar*. (In Literacy Work, Tehran, International Institute for Adult Literacy Methods, v. II, nos. 1&2 July-Sept. 1972. p. 70-96.

Projet pilote d'alphabétisation fonctionnelle. Madagascar, 1969-
Liste et calendrier des travaux d'évaluation d'août 1970 à mars
1972. 1970. 14 p. (Evaluation 14).

-----. Madagascar: tableau des indicateurs de mesure des changements.
1970. (48 p.) (Evaluation 13).

-----. Manuel du moniteur d'alphabétisation, projet. 1970. 76 p.
(Stages et pédagogie,5).

-----. Notions de statistiques à l'usage des moniteurs d'alphabétisation.
1970. 19 p. (Evaluation 19).

-----. Rapport de fin de mission (Octobre1968-Novembre 1970). Par Maria
Tabellini. 1970. 114 p. (Confidential document).

-----. Rapport de la mission d'évaluation PNUD/Unesco. [Paris, Unesco?]
1971. various pagings.

-----. Rapport sur l'état du projet (Octobre 1968-Novembre 1969). 1969.
47 p.

-----. Réponses au questionnaire concernant les suites à donner à la
seconde Réunion du collège d'experts pour l'évaluation des projets
expérimentaux d'alphabétisation. 1970. 19, 29-36 p. (Evaluation 14).

-----. Sous-Projet de Befandriana-Nord. Enquête de base. Par R. Couvert
et al. 1970. Various pagings. (Evaluation 22). Confidential docu-
ment.

-----. Sous-Projet de Befandriana-Nord. Motivations des paysans en
faveur ou à l'encontre du développement et de l'alphabétisation.
Par Roger Couvert. 1971. 25 p. (Evaluation 24).

-----. Sous-projet de Farafangana. Préparation de l'évaluation des
résultats du premier cycle d'alphabétisation; sous-projet de Fara-
fangana. 1970. 9,29 p. (Evaluation 18).

-----. Sous-Projet de Tuléar. Première approche du monde paysan de la
vallée de la Taheza. 1970. 9 p. (Evaluation 17).

-----. Technique d'évaluation des changements escomptés au niveau de
l'individu; à l'intention des assistants en évaluation. 1970. 11
(12-19 p.) (Evaluation 15).

MALI

Dumont, Bernard. Functional literacy in Mali: training for development.
[Paris   Unesco [1973] 67 p. illus., facsims. (Educational studies
and documents no. 10).

Projet-Pilote d''lphabétisation Fonctionnelle les Adultes, Mali, 1967-
Alphabétisation Fonctionnelle; document de travail [Bamako] Ministère
de l'Education Nationale de la Jeunesse et les Sports[1970] 447 p.
illus.

Projet-Pilote l'Alphabétisation Fonctionnelle des Adultes, Mali, 1967-
Le Projet-Pilote a'Alphabétisation Fonctionnelle du Mali. In L'Essor,
La voix du peuple. Bamako, Comité militaire de libération nationale.
Septembre 1969, n. 2-4.

------. Rapport sur les résultats du projet; conclusions et recom-
mandations. [Paris] Unesco [1971] 40 p. (INT/UNESCO/UNDP (SF)
Mali 6).

------. Réponses du Mali au questionnaire sur le travail d'alphabétisa-
tion accompli entre 1967 et 1969. [Bamako, 1969] 11 p.

Machayekh, F. The Republic of Mali. (in Literacy Work, Tehran, Inter-
national Institute for Adult Literacy Methods, v. II, nos. 1&2, July-
Sept. 1972. p. 100-118).

Torus, Hifzi. "Au Mali, un journal pour les nouveaux alphabètes"
In Informations Unesco. Paris. Unesco, no. 619, avril (II), 1972,
p. 10.11.

NIGERIA

Akiwowo, Akinsola. The social organizations of tobacco growers in
northern Oyo division and adoption of new farming ideas and practices,
by A.A. Okiwowo and Arun C. Roan. Prepared for the Functional
Literacy Programme [Ibadan] Nigeria Institute of Social and Economic
Research, University of Ibadan, 1968,144 p.

Durojaiye, M.O.'. Attitudes associated with functional literacy for
tobacco farmers in Western Nigeria. Ibadan. Institute of African
Adult Education, University of Ibadan, 1971. 47 p.

Nasution, Amir H. From traditional to functional literacy. Ibadan.
University of Ibadan, Institute of African Adult Education, n.d. 1 v.
(various pagings).

------. Functional literacy. Ibadan, Nigeria, University of Ibadan,
Institute of African Adult Education, 1971. 36 p.

------. Work-oriented functional literacy in Nigeria [Addis Ababa?]
1970. 13 p. PLW/Addis/2-Misc./SR4. ED/CONF. 68/4.

SENEGAL

Sénégal, Ministère de l'Information. Questionnaire pour l'enquête sur
les attitudes d'ouvriers des industries dakaroises retenues pour un
expérience d'alphabétisation fonctionnelle. 18 l.

SOMALIA

Koveloh, Werner. A guide to functional literacy work in Somalia.
Mogadishu, 1969. 71 p. illus.

SUDAN

Akbik.   *Projet du Soudan*. paper presented by Mr. Akbik at Tunis Seminar.
Work-Oriented Adult Literacy Project, May 18 - June 5, 1970. Khartoum,
Sudan. 24 l.

Sammak, A. *Work-oriented adult literacy project in the Sudan*. (In
Literacy Discussion, Tehran. International Institute for Adult Literacy
Methods, v. II, no. 2. 1971. p. 75-91.

Sudan. Ministry of Education, Educational Documentation Centre.
           developments in Sudan, 1967-68. Report presented at the
XXXIst session of the International Conference on Public Education,   .
Geneva, 1968. 14 p. tables.

Work-Oriented Adult Literacy Project, Sudan, 1969-   . *Educational
developments in the Sudan 1968-69*, report presented at the XXXIInd
session of the International Conference on Education. Geneva, 1970.
10 p.

------. *General background report*, national level, by A. Sammak
[Khartoum?] 1969. 41 p. SUD.27/EV./SP/GEN/SN.1

------. *The plan of action*. [Khartoum? n.d.] 26 p.

------. *Report on two selected factories*, by A. Sammak. [Khartoum?]
1969. 16 p. SUD.27/SP/GEN/SN.3.

------. *The sample survey among industrial workers in Khartoum North
spinning and weaving results*; with an introduction on industrial
employment in Khartoum North, by A. Sammak, [Khartoum?] n.d. 25 p.
SUD.27/EV/SP/GEN/SN.4.

------. *Sudan Textile Industries Ltd; Khartoum?* n.d. 39 p. SUD.27/
EV/SP/PR/SN.6 Title given by the library.

------. Khasm - el - Girba sub-project, 1969-   . *General preliminary
report*, by A. Sammak. [Khartoum?] 1969. 19 p. tables. SUD.27/EV/
SP/GN/SN.2.

------. Khasm - el - Girba sub-project, 1969. *A sample survey in 6
villages of Khasm - el - Girba*, by A. Sammak, 1970. 60 p. SUD 27/EV/
SP.M/GEN.BAS/SN.7.

SWAZILAND

Brooks, R.G. *Swaziland: the national literacy programme, September 1971-
July 1972*. Paris, Unesco, 1972. 40 p. tables. FR/TA/SWAZED 3.

Functional Literacy Pilot Project. *Draft plan of operation for a functional
literacy pilot project in Swaziland*. June-July 1971. n.p., n.d., 19 l.

SYRIA

Abdalla, Maher. *Problèmes et expériences/Integration in functional literacy.* Alphabétisation fonctionnelle. Projet du Ghab. République Arabe Syrienne. Unesco, 1971. 23 p. (typed) (Fiche Technique No. 2).

Unesco. *Problèmes et expériences.* [Syrian Arab Republic?] 1970. 12 p.

------. Séminaire de Tunisie, Damas/Ghab, mai-juin, 1970. *La composante d'alphabétisation fonctionnelle du projet intégré de développement de la région du Ghab.* Damas/Ghab, 1970. Various pagings.

TANZANIA

Bhola, H.S. *Literacy teachers of adults; an evaluation report on training and performance of voluntary literacy teachers in a functional literacy project in Tanzania.* Lake Regions, Adult Literacy Pilot Project, 1970. 101 l. Mimeo.

------. *The methods and materials of functional literacy* [Addis Ababa?] 1970. 32 p. FLW/Addis/2-3.4/SN.2. ED/CONF. 68/8.

Dodd, William A. *Education for self-reliance in Tanzania; a study of its vocational aspects.* New York, Columbia University, Teachers College [c1969] 39 p.

Halvorson, Marian. *Report on an experimental study of an intensive 6-week literacy-homecraft course; conducted at Women's Seminar. Tanzania 13 July - 14 August, 1970.* [Singida, Tanzania? 1970?] 22 p.

Heijnen, Johannes David. *Development and education in the Mwanza district (Tanzania).* A case study of migration and peasant farming. Rotterdam, Bronjen Offset, 1968. 171 p. diagrs. tables.

King, Jane. *Planning non-formal education in Tanzania.* [Paris] Unesco. IIEP. 1967. 40 p. tables.

Mwingira, A.C. *The process of educational planning in Tanzania,* by A.C. Mwirgira and Simon Pratt [Paris] Unesco. IIEP [1967] 1.2 p. diagrs.

Ndagala, D.K. *Unesco/UNDP Work-Oriented Literacy Pilot Project; a comparative analysis of the Three East Lake pilot areas, and a glance at the general progress;* by D.K. Ndagala and D.M. Kalazi. Dar-es-Salaam, 1969. 13 p.

New Pilot project in functional literacy; Tanzania, Ecuador, Venezuela. (Reprint from Unesco Chronicle, v. 12, no. 7-8, 1968. 14 p.).

United Nations Development Programme Special Fund (Tanzania). *Plan of operation for country. United Republic of Tanzania, title of project* Work-Oriented Adult Literacy Pilot Project [Dar-es-Salaam? 1967] 31 p. tables.

Viscusi, Margo. *Literacy for working: functional literacy in rural Tanzania.* Paris, Unesco [c1971] 39 p. (Educational studies and documents, new series, no. 5).

Work-Oriented Adult Literacy Pilot Project, Tanzania, 1968- *Descriptive data and planning of classes and learners,* by Kjell Nystrom. Mwanza, 1970 29 p. tables.

------. *Report IV. May to September 1969.* Mwanza, 1969. 20 p. tables.

------. *Report of the Review Mission,* by R.B. Minnis, W. Zyex and E.S. Ayoub. [Mwanza] 1971. 21,9 p.

------. *A review of evaluation in the Tanzanian Literacy Project;* prepared on behalf of the evaluation panel for its meeting in the Unesco House from 2-6 December, 1968 by A.J. Wichers: 17 p. tables.

------. *Workshop on evaluation policy of the literacy project in Tanzania.* Mwanza, 15-19 June, 1970. Mwanza, 1970. 23,8 p.

------. *An evaluation of the 1970 cotton programme. Final report.* [Tanzania?] UNDP/Unesco, n.d. 38 p. tables.

------. Lake Regions. *A summary of the educational baseline;* by A.J. Wichers. Mwanza, 1970. 18 p. maps.

THAILAND

Functional literacy and family life planning in Thailand. [Bangkok? Ministry of Education? 1971?] 17 l.

A functional literacy project in the chang -vads of Lampang and Prao in Thailand. [World Education, 1970?] 16 l.

Thailand, Department of Elementary and Adult Education. *Thailand, functional literacy and family life planning: a demonstration project of the Thailand Dept. of Elementary and Adult Education.* [N.Y.?] World Education, 1971. 1 v. (various pagings).

TUNISIA

Chemli, M. *Tunisie. Une micro-expérience d'alphabétisation fonctionnelle en milieu agricole,* d'après M. Chemli et M. Ben Khedher. n.p. n.d. various pagings. (Documents B).

Les méthodes d'alphabétisation fonctionnelle. [Tunisia] n.d. various pagings. tables.

Séminaire sur l'alphabétisation fonctionnelle en Tunisie, Marnag, 18 mai au 5 juin, 1970. *Documents de travail normalisés.* Marnag, Tunisie, Unesco, 1970. 20 p.

BEST COPY AVAILABLE

Séminaire International sur l'alphabétisation fonctionnelle, Tunis, 18 mai - 5 juin 1970. *Une méthode de formation pour le développement; l'alphabétisation fonctionnelle.* Tunis, 1970. 2 v. illus. mimeo.

ZAMBIA

Adult Literacy Programme. Zambia. 1966-   . *Evaluation of the Zambia Adult Literacy Programme; main recommendation submitted to the Commissioner for Community Development, Ministry of Rural Development, Lusaka,* by Mushtaq Ahmed. Lusaka, Department of Community Development? 1970. 37 p.

----. *Instructors guide and a guide for field workers in training of literacy instruction in the Department of Community Development, Zambia,* by P.P.Rhiri. n.d. 13 p.

----. *Instructors notes, hints on principles of adult training ,* by Fidelis N. Skiopo. Lusaka, Department of Community Development. n.d. 5 p.

----. *Literacy test.* Lusaka, Department of Community Development, n.d. 5 p. (Text in Tonga).

----. *Radio for literacy,* by A. Vatesh. n.d. 4 p.

----. "Scandinavian student leader reports on visit to Zambia". *In Literacy, a newsletter.* Paris, Unesco. First quarter, 1972. p. 1-3.

----. *A study to compare the styles of writing for new literates.* n.d. 13 p.

----. *Summary of information on progress between 1967 and 1969.* Lusaka, Department of Community Development, n.d. Various pagings.

----. "Zambian Adult Literacy Programme"; winner of the 1971 Nadezhda K. Krupskaya prize by C.M. Lamba. *In Literacy today.* New Delhi, Information Service, Literacy International Committee. v. 1, no. 1, Jan. - Feb. 1972.

Functional Literacy Experimental Pilot Project, Zambia, 1970-71-   . *The basic concepts and requirements of a Functional Literacy Experimental Project.* By M. Kalaluka. Lusaka, Department of Community Development, 1970. 9 p.

----. *Comments on January 1971 monthly progress report.* n.d. 10 p.

----. *Glimpses of functional literacy.* By Mushtaq Ahmed. Lusaka, Department of Community Development, 1972. 11 p.

----. *Grow more maize.* By Godwin N. Muyoba. Lusaka, Department of Community Development, 1970. 141 p.

Functional Literacy Experimental Pilot Project, Zambia, 1970-71-
Interest groups; a scheme of functional literacy in Zambia. n.d.
9 n.

-----. Manual for field officers for organising functional literacy
classes; first phase. By G.N. Muyoba and M.Ahmed. Lusaka, Depart-
ment of Community Development. 1972. 20 n.

-----. Reading ability record book. Lusaka, Department of Community
Development, n.d. 12 p.

-----. Reasons for drop-out. By Mushtaq Ahmed. n.d. 7 p.

-----. Report No. 1; By Mushtaq Ahmed. 1971. 16 p.

-----. Report No.2; September 1971. By Mushtaq Ahmed. 1971. Various
pagings.

-----. Report No. 3; October-November 1971. By Mushtaq Ahmed. 1971.
15 n.

-----. Report No. 4; November-December 1971. n.d. 16 p.

-----. Save now; for Functional Literacy Experimental classes. By
G.N. Muyoba. Lusaka, Department of Community Development, n.d. 7 p.

-----. Syllabus for training instructors. n.d. 9 n.

Functional Literacy Experimental Pilot Project in Zambia - a detailed
description. Lusaka, Ministry of Rural Development, Community De-
velopment Department, 1970. various pagings.

Mwanakatwe, J.M. The growth of education in Zambia since independence.
Lusaka, Oxford University Press, 1968. 260 n.

National Seminar on Adult Education and Development, Lusaka, 8th-11th
August, 1979. Report. Edited by P.J. Daka. Univerisyt of Zambia?
n.d. 87 p.

Phillips, Bill. Zambia. (in Literacy Work, Tehran, International
Institute for Adult Literacy Methods, v. II, nos. 1&2, July-Sept.
1972. n. 120-140.

VENEZUELA

Ministerio de Educacion Republia de Venezuela. Proyesto piloto experi-
mental de alfabetizacion funcional de adultos. Caracas. n.d. 47 n.
annexes.

Programa Mundial de Alfabetizacion. Proyesto piloto de alfabetizacion
funcional y educacion de adultos, Paris - Venezuela. n.p. 1968. 30 n.

Proyecto Experimental de Alfabetizacion Funcional, Venezuela. La educacion
integrada al desarrollo: la alfabetisacion funcional. Seminario
Operacional de Alfabetizacion Funcional. 31 de Mayo a 19 de Junio de
1971. Las Majaguas. Edo. Portuguesa. Venezuela. Unesco/Crefal.
9711 3 v.

The English Version of the Report
- DOK 700 A/a - is available from
the German Foundation for Inter-
national Development, Education
and Science Branch, Simrockstr. 1
Bonn / W-Germany

The French Version of the Report
- DOK 700 A/b - is available from
the International Institute for
Adult Literacy Methods, POB 1555,
Teheran / Iran

AIMS AND PRINCIPLES OF GERMAN DEVELOPMENT POLICY

In keeping with the United Nations Strategy document, and as the aim for
the Second Development Decade, the Federal Government endeavours to
promote economic and social progress in the developing countries in a system
of world-wide partnership, in order to improve the living conditions of the
population in these countries. This is also in the Federal Republic of Germany' s
own interest. Economically, this creates the preconditions for an expanded
exchange of goods and services in the interest of both sides. Effective develop-
ment policy strengthens the international position of the Federal Republic of
Germany. In the long term, it increases the chances of securing peace.

Development policy, therefore, fits into the overall policy of the Federal
Republic of Germany and into the network of its foreign relations. Develop-
ment policy can only be successful if it endeavours constantly to balance the
interests of all concerne in cooperation with the developing countries, the
other donor countries as well as with international institutions and organi-
zations. It is of no value as an instrument of short-term foreign policy considerations.

The Federal Government is not seeking to impose its own political, social or
economic policy ideas on the developing countries. In close cooperation with
the country concerned and with other aid-givers, it decides which measures
it will support according to its possibilities, its ideas and its instruments of
aid.

(Development Policy Concept of the Federal Republic of Germany for the
Second Development Decade, Bonn 1971, p.9)

DSE

A Contribution to Literacy Day, 1974

ı

Functional Literacy in the Context
of Adult Education

— Results and Innovative Effects

— Literacy and Adult Education Policy

— Contents and Methods of Functional Literacy

— Planning and Organization of Functional Literacy

— Implication of the Experiences Gained from Pilot
  Projects for Large Scale Programmes

— Country Reports

— General Synthesis of Adult Education Activities

— Bibliography