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ABSTRACT

The Kikuyu seminar, third in a series of international meetings on the use of comparative studies as a tool of adult education, focused on the application of the comparative approach to developing countries, particularly Africa. Essential components of the structure of adult education were divided into main sectors, which are individually discussed within the document: (1) goals of adult education; (2) content of adult education; (3) providing agencies; (4) administration and finance; (5) staff, training, and research; (6) methods and materials; and (7) external relationships. The report highlights the range of subjects within each sector, indicates some of the alternatives under discussion, and offers 17 recommendations related to the seven sectors. The seminar conclusion was that "only by taking a comprehensive view of the total field of adult education, regarding it as a system made up of apparently independent but nevertheless interacting components each either supporting or weakening the others, would it be possible to secure a harmonious development of the whole and thus bring about a significant and lasting development of adult education." Appendixes contain the opening speech by the Minister for Housing/Social Services, Kenya and diagrams of adult education structure in Sudan, Tanzania, and Zambia. (EA)

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SEMINAR ON "STRUCTURES OF ADULT
EDUCATION IN DEVELOPING COUNTRIES,
WITH SPECIAL REFERENCE TO AFRICA"

Nairobi, 1975

FINAL REPORT

AFRICAN ADULT EDUCATION ASSOCIATION

In Cooperation With

UNESCO

ED113460

REPORT

of the Seminar on "Structures of Adult Education in Developing Countries, with Special Reference to Africa"

held at the Institute of Adult Studies, Kikuyu,
Nairobi, Kenya, from 16 - 22 February, 1975.

1. The seminar was organized by the African Adult Education Association, in collaboration with the International Council for Adult Education and the International Congress of University Adult Education, and with the participation of Unesco. It was financially supported by the Danish International Development Agency (DANIDA).
2. Those present at the seminar were invited on an individual basis. The following accepted invitations to attend:-
Dr. E. K. Ampene (Ghana), Dr. T. Beyene (Ethiopia), Prof. W.M. Cave (U.S.A.), Dr. B. L. Hall (U.S.A.), Mr. P. Himmelstrup (Denmark), Mr. E.B. Kibira (Tanzania), Prof. J.R. Kidd (Canada), Mr. S. Kihumba (Kenya), Mr. T. Kjeldsen (Denmark), Mr. J. Kulich (Canada), Dr. J. Lowe (United Kingdom), Mr. D. Macharia (Kenya), Mr. B. L. Sinyangwe (Zambia), Prof. E.A. Tugbiyele (Nigeria), Mr. A.A. Yousif (Sudan). The following organizations were represented by observers:- Deutscher Volkshochschulverband (Mr. W. Keweloh), Food and Agriculture Organization of the United Nations (Dr. S. Erozer), Ford Foundation (Mrs. D. Thomas), Kenya National Commission for Unesco (Mrs. S. Mbathi). The Unesco Secretariat was represented by Mr. E. Fisher and Mr. E.K. Townsend Coles.
3. Mr. David Macharia, Secretary of the African Adult Education Association was elected Chairman of the seminar, and Dr. K. Ampene, Dr. J. Lowe and Mr. T. Mulusa (of the Institute of Adult Studies, Nairobi), were elected Rapporteurs.
4. The seminar was officially opened by the Hon. T. Towett, M.P., Minister for Housing and Social Services of the Government of Kenya, represented by his Assistant Minister and his speech is given in full as Appendix A to this report.
5. The following papers had been prepared in advance for the seminar:

- a) The present status of comparative studies (ICAE)
- b) Sociological perspectives on social structures; their implications for adult education (Prof. W.M. Cave)
- c) National organizations for co-operation in adult education (ICAE)
- d) The Structure of Adult Education in Tanzania (Dr. B.L.Hall)
- e) Annotated Bibliography (Mr. J. Kulich)

The following papers were also distributed to members of the Seminar:-

- a) Organization and Structure of Adult Education in India (Directorate of Adult Education, Ministry of Education & Social Welfare, India)
- b) National Directory of Adult Education programmes in the Libyan Arab Republic (Unesco)
- c) Statistics on formal programmes of adult education in the Libyan Arab Republic (Unesco)
- d) Proposals for the collection of adult education statistics (Unesco)

Copies of all the above papers are available, on request, from the Adult Education Section, Division of Structures and Content of Lifelong Education, Unesco.

6. At the conclusion of the seminar it was the unanimous wish of those present that sincere thanks should be recorded to those who had helped to make the occasion such a success; to the Government and people of Kenya for giving support to the holding of the seminar and for providing such generous hospitality; to Unesco for including the seminar in its regular programme and for arranging for the preparation of the seminar papers; to DANIDA for providing a large proportion of the finance required; to the University of Nairobi, and especially to its Institute of Adult Studies for undertaking the organization of the seminar; and to the Kenya National Commission for Unesco for its assistance; and to the sponsoring organizations, the AAEA, ICAE, and ICUAE.

INTRODUCTION

7. The use of comparative studies, as a tool at the disposal of adult educationists, is of comparatively recent origin. Two international meetings had been held on this subject,

one in the United States (1966) and the second in Denmark (1972). It was at the Danish meeting that the proposal was made to hold a third meeting, this time in one of the developing countries. This meeting took place at Kikuyu, near Nairobi, in 1975. Though it had its roots in the two earlier meetings, the Kikuyu seminar was markedly different from its predecessors. The first two had been concerned with the use of comparative studies as a method of learning to be applied to the whole field of adult education. Their aim was the formulation of a framework for comparative studies which adult educationists might use, and their recommendations are of general application.

8. In distinction, the Kikuyu seminar was concerned with the application of the comparative approach to particular situations. In this case the field chosen was "the developing countries, with special reference to Africa." The subject to be examined was "structures of adult education." Thus the principles enunciated at the two earlier meetings would be used to shed light on the topic presently under consideration.
9. The term "structures" embraces several facets. It refers to the various functions which together constitute the total framework within which the system of adult education operates. It thus includes the role of central government, and relationships between the various sectors of government, both horizontally and vertically. The term includes the place of local government in adult education, and also the position of the non governmental organizations. Structures, however, embraces more than all these, for it also includes the essential services which are required to ensure that the purpose behind the framework is accomplished.
10. It will be seen, therefore, that the study of structures involves the consideration of a large cluster of subjects. The aim of the seminar was to examine these in as much detail as time permitted, and in discussion to draw on the experience from the varying educational traditions represented. Whilst the emphasis was primarily on structures of adult education in the developing countries, and especially in Africa, the discussion was not confined to these countries, but drew on examples and experience from all over the world.

- 11. The programme of the seminar was not rigidly laid down. Rather it was a working seminar, with decisions taken each morning as to how the hours of the day should be allocated.
- 12. The first day was devoted to preliminary discussions on comparative studies and the status of comparative adult education. In an opening address Professor Kidd emphasized that the purpose of comparative studies was to encourage fresh thinking about the subject, ultimately resulting in reforms taking place. Whilst other branches of education had been under much criticism, adult education was being increasingly accepted as being important. It was now the responsibility of adult educationists to advise policy-makers on the most appropriate forms and structures to be adopted. They will undertake this work better if they are aware of the systems adopted in other countries, that is if they have access to comparative studies in adult education.
- 13. Thereafter there were case studies reviewing the current position of adult education in Ghana (Dr. E.K. Ampene), Kenya (Mr. D. Macharia), Nigeria (Prof. E.A. Tugbiyele), and Tanzania (Mr. E.B. Kibira). There was also a session on the Kenya Board of Adult Education presented by Mr. S. Kihumba. The subjects considered by the seminar were derived, in the main, from these presentations.
- 14. The seminar was conscious that the subject under discussion was an important, if albeit neglected, branch of education. However, the situation generally appears to be changing. With the concept of life-long education now almost universally accepted in word, if not in deed, adult education has assumed greater significance in the minds of policy-makers. This fact was testified to by all at the seminar, and examples cited of improved conditions for adult education. At the same time it was recognized that seldom are funds available commensurate to the tasks to be undertaken, and in part this was felt to be because of the continuing lack of perception of what constitutes a structure for adult education. Thus the seminar devoted most of its time to an analysis of what should be regarded as the essential components of such a national structure.



15. Each of these components are essential if the structure is to function effectively. How each piece is fashioned and developed, and the degree of priority to be given to each one, is a matter which can only be determined by each and every country. What the seminar sought to do was to highlight the range of questions which have to be faced if a country intends taking the continuing education of its adult population seriously. The components constitute a list of functions whose detailed working out will vary according to the particular political, social and economic environment involved.
16. Here it should be stated that the seminar accepted without discussion that adult education included all organized educational activities for people who are not in regular full-time attendance at a school or other educational institution in the formal system of education. Included, therefore, within this rubric are young people who legally have not attained adult status, but for whom there is no further provision within the formal system.
17. Many countries have done much towards the establishment of a sound structure for adult education and the seminar was not unmindful either of these achievements or of the difficulties inherent in setting about this task. But much remains to be done. It was, therefore, the hope of those present that their deliberations will encourage all concerned to re-examine the structure of adult education as it exists and to seek to make such improvements to it as are deemed appropriate.
18. It was to facilitate this re-examination that the seminar sought to identify the essential components of the structure. Clearly these elements are not all of the same kind, nor deserve the same amount of consideration. In the whole, however, they constitute the range of subjects to be examined. As with a watch, where each separate piece of the mechanism has worth only when it is assembled with the other component pieces, so each of the following needs to be seen as one element in a total structure.
19. The essential components of the structure were divided into seven main sectors. These are, the goals of adult education, the content of the work, the providing agencies, the administration and financing of adult education, the staff

required, the methods to be employed and the desirability of maintaining external relationships.

20. Clearly in each of the above seven sectors it would be possible to write a volume, and at the seminar much was said on each. To repeat what is current practice would not be particularly helpful; therefore this report seeks to highlight the range of subjects within each sector and then to give prominence to ideas which appear to be less well-developed, though it should be remembered that the well-tried and accepted are often still as important and essential as the innovative. There is little point, however, in repeating much that is already sufficiently recorded in the current literature.

21. The paragraphs which follow either indicate some of the alternatives which were under discussion, or give an agreed consensus of opinion. Examples of countries where the subject under discussion is well illustrated are given in brackets. Considerable selection has had to be exercised in the choice of countries, very often several equally deserving examples could have been cited.

A STRUCTURE FOR ADULT EDUCATION

22. THE GOALS OF ADULT EDUCATION

(a) National and Individual Goals

22.a.1 Adult education is not just an integral part of the educational system of a country. More significantly, it is a part of the country itself and can only exist with meaning when it is seen as being part and parcel of the total social, political and economic framework of the country. The seminar was able to review the position in the African countries represented, and the above concept was found, in varying ways, to be generally acceptable. Thus the structure of adult education will develop

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out of what is accepted as being the over-riding national aspirations of the country as a whole. It was noted that, in general, the formulation of national goals involved the writing of some very general statements which reflect these aspirations, both those to be realised immediately and those which are long-term.

22.a.2 It was observed that in drawing up statements of national goals, economic, social, political and cultural considerations command major attention. Subsumed under these categories are a host of areas which may indicate at any given time priorities of immediate and long-range concern. Among those found in government documents and mentioned at the seminar are statements of national goals relevant to agriculture, housing, health, education, industrialization, rural and urban development and welfare. Others such as land reform, literacy, population planning, etc. reflect certain special concerns, often warranting emergency measures in order to overcome particular problems.

22.a.3. It is within the context of these national goals that specific goals for adult education are sometimes drawn up and these too may be a mixture of short, medium and long-term objectives. (Nigeria and Tanzania).

22.a.4 The overall goal for adult education, and accepted by the whole seminar, is the improvement in the quality of life, both at the individual and the group levels. The particular goals which a country sets might include all or some of the following (the list is not exhaustive):-

- at the national level: the enhancement of national unity, the implementation of national development plans, the facilitation of social change, the fostering of a cultural identity
- at the community level: the development of indigenous social and political institutions, the strengthening of local culture and traditions
- at the individual level: the provision of opportunities to make good former deficiencies in the educational system and to enable all to enjoy the possibility of life-long education, the cultivation of a spirit of self-reliance, the development of technical and

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22.a.5 It was noted that wherever policies and priorities are clearly defined, as for example in Tanzania, governments usually succeeded in tackling major problems in a systematic and effective manner, one reason being that those countries also provided the necessary instruments for implementation. These instruments are described in the paragraphs which follow.

22.a.6 The relationship between adult and child (formal) education is not always clearly defined, to the detriment of both (see paragraph 25d).

Recommendation 1

In order to make manifest the significance of adult education in national development, governments should consider formulating goals for adult education which outline not only national objectives, but which also take account of the views and needs of communities and individuals.

(b) The Planning Process

22.b.1 The seminar recognized the need in national planning to consider factors other than those directly related to economic growth. In particular the importance of placing due weight on social factors was stressed, in which the continuing education of adults is clearly an important element.

22.b.2 It was noted that educational planning units often do not include professional adult educationists, seemingly due to the failure to recognize adult education as an integral part of a nation's educational system.

Recommendation 2

That planning units on education and economic and social development should include adult educationists.

23. THE CONTENT OF ADULT EDUCATION

(a) The Content

23.a.1 The content of adult education will be determined in the light of the stated national, community and individual goals. The seminar concluded that it will include

elements of basic and general education of training in particular skills and vocations, and in political, social and cultural education. The priority given to each of these categories will vary between countries and between communities and individuals. With the limited resources available it is right that the content should be wholly development-oriented, though this should not be narrowly interpreted as referring only either to national or strictly economic needs but also for individual growth.

- 23.a.2 The seminar stressed two matters relating to content. The first is to harmonise the relationship between "education" and "work", a matter especially acute for those, the vast majority, living in rural environments. Unless this is done the "education" offered will cause frustration and endanger the implementation of programmes of national development. The second is to ensure that adult education does not become a mere replication of child education. In this respect the efforts being made to provide adults with a curriculum wholly relevant to their needs was noted with satisfaction.

Recommendation 3

That care be taken to ensure that the content of adult education bears a close relationship to the stated goals, giving proper consideration to both national and individual needs.

(b) Curriculum Development

- 23.b.1 The seminar was of the opinion that it is essential to have adult educationists associated with curriculum development centres. At the same time, however, concern was expressed at the tendency to try to determine curriculum solely on the advice of centralised specialists, since full account must be taken of individual and local needs.
- 23.b.2 Thus the seminar strongly asserted the need to bring "consumers" into consultations on curriculum. The example of Tanzania was cited, where local adult education committees enable teachers, organisers and consumers to discuss together matters relating to curriculum.

- 23.b.3 In higher academic courses, the established pattern within university adult education departments of tutors and students together developing the curriculum was noted (Chana).

Recommendation 4

That adult education specialists be included in the staffs of national curriculum development centres.

24. THE PROVIDING AGENCIES

- 24.1 The seminar discussed the great variety of agencies which are involved in adult education. This is one of the distinguishing features between the formal system and adult education: the former is almost wholly under the control of the Ministry of Education whilst the latter involves every branch of central government (with Education not necessarily the most significant), local government, non-statutory organizations, universities and agencies associated more directly with employment such as trade unions, co-operatives and business undertakings. The organization needed to ensure that all these function satisfactorily, is discussed later in paragraph 25a of this report; this section is concerned with drawing attention to the many agencies of adult education and the desirability of encouraging co-operation between them.
- 24.2 Whilst in every country represented at the seminar the role of central government (Federal and State governments in Nigeria) was deemed to be paramount, there were some differences in the relative importance of statutory and non-statutory agencies, according to the political basis of the country.
- 24.3 Among the wide variety of non-statutory agencies, the educational activities of the Islamic (Nigeria, Sudan) and Christian religious communities were mentioned as having made a significant contribution to adult education.
- 24.4 The seminar drew attention to those enterprises which have found in education a lucrative source of profit, and which seem to be increasing in number. It would be wholly unjust to label all these together. There are those which set reputable standards of performance and provide the

consumer with an honest return for his money. At the same time, it was noted that there are in every country a variety of commercially operated institutions offering no more than a pretence of education, and the seminar urged that governments should take action to ensure that such enterprises are required to maintain reasonable minimum standards of conduct.

Recommendation 5

A close working relationship should be established between the statutory and non-statutory agencies so that all the resources available can be used in a co-ordinated and co-operative manner to the greatest benefit of the community as a whole.

25. ADMINISTRATION AND FINANCE

(a) Locus of Control

- 25.a.1 The seminar noted that control of adult education is presently vested in different agencies. Literacy, for example, is controlled by the Ministry of National Education in Tanzania and in the Ministry of Community Development in Zambia. In Nigeria literacy is largely a responsibility of State governments.
- 25.a.2 Governmental control over those elements of adult education provided by the State may be exercised in a number of ways. Because Ministries of Education have the most extensive network of human and physical facilities; some governments have placed the main control of adult education in the same Ministry (Tanzania). For historical reasons, control is sometimes vested in other Ministries (some States in Nigeria), whilst others, in recognition of the equal partnership between various Ministries have placed control in an inter-ministerial body (Zambia, Kenya).
- 25.a.3 Because of the multiplicity of agencies, co-ordinating machinery is of great significance. The means of co-ordination are both formal and informal; the former is usually under statutory sanction and the latter of a more voluntary nature.

- 25.a.4 Examples of formal co-ordination discussed at the seminar were the national advisory committee in the Ministry of National Education, Tanzania, and the statutory Boards of Adult Education in Kenya and Zambia. Informal co-ordination is effected in Nigeria by the Nigerian National Council for Adult Education.
- 26.a.5 It was noted at the seminar that there are ~~some~~ countries without national co-ordinating machinery.
- 25.a.6 Whether "control" and "co-ordination" should be separated or not was discussed at the seminar. In most cases in Africa it was seen that the co-ordinating bodies have no power over those institutions they are expected to co-ordinate. This has obvious disadvantages; some held, however, that it could be an advantage in that it encouraged more agencies to become involved in adult education. Clearly there is no universally recommended procedure.
- 25.a.7 A point emphasized repeatedly at the seminar was the need for co-ordination to operate at regional and local levels as well as at the national level. It is at the local level that programmes are put into practice and it is essential that adult education be co-ordinated not only between the obvious providers but also with other agencies concerned with the differing aspects of development. The systems of ward adult education committees in Tanzania and local district committees in Kenya were noted.

Recommendation 6

That effective administrative structures should be established for adult education, extending from the national to local levels.

(b) Legislation

- 25.b.1 By and large, adult education lacks legalised status. Yet legislation is essential in order to delineate the operational framework in which adult education can operate. The seminar noted that references are sometimes made in educational legislation to adult education but nowhere is it legally enshrined as a human right on an equal footing with child education. However, certain areas of adult education have received legislative support, as for

example, those countries which have taken steps to incorporate the I.L.O Convention on paid education leave into legislation (Tanzania).

- 25.b.2 By means of legislation, adult education should be given the possibility of playing its part in the community development process, including assisting under-privileged groups to improve their situation. Above all, the seminar felt that legislation ought to establish the fact (sometimes barely recognised) that adult education is a public responsibility. Wherever practicable governments should ensure that private organizations receive adequate financial and other support for their work.
- 25.b.3 By contrast with the lack of legislation there exists an abundance of administrative directives giving support to particular aspects of the work (i.e. literacy and vocational training) and there have been some general declarations of intent.
- 25.b.4 Apart from the need for general legislation, as has been enacted in the Federal Republic of Germany, there is need for specific administrative regulations, as for example "that all public educational institutions, including public libraries, should be freely available for adult education" (Denmark), that the mass media should make time available for adult education and that employers should pay a small percentage of their payroll expenditure towards a national fund, part of which should be devoted to adult education (Nigeria).
- 25.b.5 The seminar stressed, however, that legislation can only supply the framework within which the system of adult education will operate. Nor should it be forgotten that this system cannot be as neatly organised as is that for the formal system. The aim should be to guarantee for everyone the right to lifelong education.

Recommendation 7

That appropriate legislation should be enacted to ensure that adult education is placed on a firm legal basis, on an equal footing with the other branches of education .

(c) Finance

- 25.c.1 In general it was stated that adult education is very poorly financed. Moreover little effort has been made in most countries to devise an efficient machinery for raising and distributing funds. Only one branch of adult education can be regarded as well-treated, namely industrial training.
- 25.c.2 Without adequate funding adult education can be organised neither comprehensively nor efficiently. It is essential, therefore, that governments should furnish financial support in a regularized manner and on a scale proportionate to identified needs. However, the search for suitable structures is hindered by the fact that surprisingly little hard information is available about current financial arrangements.
- 25.c.3 Financial support for adult education from central funds can be given directly or indirectly or both: directly, as is the common practice, through the Ministry of Education and other ministries; indirectly through an intersectoral committee or a statutory public board; both directly and indirectly through separate ministries or through a national agency. Support from local funds can likewise be provided directly or indirectly (see paragraph 23 (a)).
- 25.c.4 The seminar considered a number of issues which arise in connection with the distribution of central government funds. First, when governments merely declare that there should be at least some expenditure on adult education without specifying by what means the amount is to be determined and distributed, then experience shows that the actual expenditure is quite inadequate. Accordingly it would seem necessary to create a special administrative unit for assessing requirements and making allocations. Where appropriate, such a unit may conveniently be placed in a ministry of education in so far as the general provision of adult education is concerned. Secondly, when overall responsibility for the provision of adult education rests with a ministry of education it is the rule rather than the exception for expenditure on adult education to be regarded as marginal to the prior claims of the formal or regular system. To remedy this injustice,

it is essential that adult education be accorded parity of treatment. This may entail allocating it an agreed percentage of the gross educational budget within a specified range, for example, between 6 and 10 per cent. Thirdly, in practice a number of ministries and government agencies other than the Ministry of Education commonly spend money on adult education. It is thus necessary to ensure some measure of inter-ministerial co-ordination.

25.c.5 The fourth issue discussed by the seminar concerns non-governmental agencies. Only the government can decide whether to support them or not. If it does, it must determine which agencies deserve support and on what scale. For the broad field an adult education division or section within a Ministry of Education may be best equipped to respond to requests. However, the most effective way of dealing with the non-governmental sector appears to be through a statutory board representing a variety of ministries and public interest groups.

25.c.6 These issues facing central government equally face local government. But thanks to operating on a smaller scale and to dealing directly with the community, local government is generally in a better position to determine needs and priorities and to ensure that public money is wisely spent. At this level, too, however, experience indicates that it is desirable to assess financial need and to allocate funds by means of a regional adult education board or committee.

Recommendation 3

That some formula be devised to ensure that adult education is soundly financed. This might necessitate allocating a fixed percentage of the gross educational budget.

(d) Relationship with the Formal System of Education

25.d. 1 Although adult education is usually given independent departmental status in Ministries of Education, many aspects of it are nevertheless very dependent on the formal system of education, relying on it for personnel, physical facilities and teaching materials.

25.d.2 The seminar stressed that a close organic relationship should exist with the formal system. In this way the notion of life-long learning will be facilitated; interaction, to the mutual benefit of both, will take place with the consequent helpful cross-fertilization which will ensue: slender resources, human and material, will be used to the fullest for the good of all.

25.d.3 Specific examples of inter-action are, integrated teacher-training programmes, meeting the needs of both the formal and adult sectors (Tanzania); an integrated curriculum development service; physical facilities planned to be used by the whole community (Zambia) and encouraging school and college students to participate in national adult educational projects (Ethiopia, Somalia).

Recommendation 9

That a relationship of mutual assistance should be fostered between the formal system of education and adult education.

(e) Statistics

25.e.1 The need for more adequate statistics on adult education was emphasized at the seminar. The statistics which do exist were often collected in a somewhat haphazard manner, are usually restricted to only part of the adult education provision in a country, and the system of classification varies from one country to another, making comparisons impossible.

25.e.2 The difficulties of obtaining reliable and comprehensive data are obvious. However, an important step forward has been taken by the Unesco Office of Statistics through the development of a manual for the collection of adult education statistics within the framework of the International Standard Classification of Education (ISCED). The manual was pilot-tested in Africa by the Libyan Arab Republic.

25.e.3 Annual surveys of providing agencies, together with improvement of student registration records would very substantially help with the provision of essential basic data needed for sound planning. At national censuses, questions on adult education could be included.

- 25.e.4 Any country wishing to collect national statistics will have to resolve the structural problems which arise from the multiplicity of providing agencies. Various solutions have been adopted. Some countries use a statistical unit within the Ministry of Education (Libya, Sudan, Zambia). In others the work is undertaken by a Central Statistical Office (Kenya, Nigeria). In others the responsibility is discharged by a university or non-governmental organization.

Recommendation 10

That Member States should develop regular statistical surveys of adult education activities along the lines proposed in the Unesco "Manual for the Collection of Adult Education Statistics".

26. The paragraphs 20 to 23 inclusive have reviewed the discussions which took place at the seminar on the framework within which adult education will function. The framework, however, cannot become real without people and materials to bring it to life. The following paragraphs refer to these matters; to the staff required and the training they should have; to such essential topics as research, evaluation and the supply of materials. Inevitably many of the subjects discussed are already well documented and, in order to keep this report within a reasonable length, the ensuing paragraphs reflect the main trend of the discussions and the recommendations made. This abbreviation of the discussions ought not to be misinterpreted as implying that the subjects reviewed are anything other than essential for the efficient functioning of the structure as a whole.

27. STAFF, TRAINING AND RESEARCH

(a) Staff

- 27.a.1 Everything depends on the men and women who are responsible for adult education, whether as teachers, administrators, supervisors, planners, technicians or committee members. Thus it was emphasized that the recruiting, training and maintaining of personnel is a crucial task, on which all else hinges. The rest of the structure is meaningless without good people.

- 27.a.2 A first necessity, therefore, is the provision of training courses of varying types and at differing levels, for the staff required. This will necessitate institutions to be especially set up for adult education training; at the same time teacher-training colleges should include adult education in their curriculum, and use should be made of other existing facilities.
- 27.a.3 Limited promotion opportunities for trained personnel may lead to the loss of good people. There is, therefore, a need to provide appropriate incentives for a career structure in adult education.
- 27.a.4 The seminar was of the opinion that where it is necessary for training to take place outside a person's own country, preference should be given first to training elsewhere in the same region; where this is not possible care has to be exercised in the adaptation of experiences gained elsewhere.
- 27.a.5 At the seminar note was taken of the availability of training facilities offered by African Universities (Ghana, Kenya, Nigeria, Sudan, Tanzania, Zaire, Zambia). The fact that universities provide these courses will help promote the recognition of the certificates and diplomas offered. Additionally, universities should consider offering shorter courses of about three months' duration, not leading to a qualification. Exchange programmes between teaching staff engaged in this work would be useful (Ghana).
- 27.a.6 Countries with expertise in adult education should be willing and enabled to share their skill with those where it is lacking, and especially in countries in a state of political transition, such as Mozambique, Angola and Guinea-Bissau. Regional associations should be alive to the desirability of promoting this form of aid, and also to compiling information on facilities which are available.

Recommendation 11

Since people are the foundation on which all educational structures ultimately rest, the provision of adequate training facilities for adult educationists should be regarded as a first priority.

(b) Research and Development

- 27.b.1 The need for a rapid improvement of research for and about adult education was clearly identified at the Third International Conference on Adult Education in Tokyo and the 1973 Conference of the African Adult Education Association in Addis Ababa. Specific recommendations made at these conferences include the recruiting and training of specialists in research, persuading universities and other research agencies to give priority to research problems affecting adult education, encouraging those working in such disciplines as psychology, sociology, history, anthropology and linguistics to be concerned with problems relating to adult education and emphasizing the need for extending and refining the findings of comparative studies in adult education.
- 27.b.2 While not lacking in appreciation of long-term research (particularly longitudinal studies that are so important to adult education) the seminar emphasized the importance of participatory research that engages practitioners in adult education. These are especially concerned with problem solution in such matters as identifying and meeting adult needs in their own countries, learning and personal development, improved administration and organization, and methods and materials. The seminar endorsed these recommendations and urged that governments, universities and research institutions make adequate provision for these research needs.
- 27.b.3 The seminar reviewed the present state of research in African adult education and noted many deficiencies, such as the lack of training which adult educationists have for research, that openings for research work are limited and that the results of research undertaken are often not widely disseminated.
- 27.b.4 The seminar agreed that every teacher and practitioner has a role in understanding, using and contributing to research: (this is what is meant by participation research). At the same time there is a need for trained personnel to give particular attention to research as is the case in the Board of Adult Education in Kenya, and the Institute of Adult Education in Tanzania.

27.b.5 The seminar also stressed the need for looking at the problems in a comparative way and for sharing the results of research with field workers within countries and with adult educationists in other countries. International and regional organizations working in the field of adult education can be helpful through such mechanisms as the programme of research abstracts at the International Bureau of Education (Unesco).

Recommendation 12

That governments be requested to establish a structure for research in adult education, linked appropriately with universities, departments and agencies concerned with adult education and effectively staffed and financed.

(c) Evaluation

- 27.c.1 All resources available for adult education must justify the investment made in terms of the individual, the community and the nation. Unless this can be done, adult education may not be seen as an integral part of the total national effort. This proposition was unanimously accepted by the seminar.
- 27.c.2 The main purpose of evaluation is to improve performance and achievements. But perhaps more important is the need to establish the rationale for conducting a training programme, initiating a project or pursuing a course of action in the light of other possible options. Evaluation is necessary to compare intent, current practice and outcome. In terms of input of resources, it is important to know whether or not (and to what extent) the effects of one's strategy justify the investment involved, considering several other competing claims on the same resources.
- 27.c.3 The seminar unanimously endorsed the importance of evaluation. At the same time it noted that one serious drawback is that evaluation specialists are scarce. National and international evaluation workshops, courses and seminars for trainers and other adult educationists are, therefore, an urgent necessity.

Recommendation 13

Evaluation should be an integral part of all adult education activities, and to this end, adequate arrangements should be made for the preparation of specialists in this field.

28. METHODS AND MATERIALS

(a) Methods and Materials

28.a.1 In a general discussion on this important aspect of structure, the seminar first reviewed the various teaching methods which should be employed in adult education, and the variety of learning situations available. Whatever the approach, it is imperative that the methods adopted must be appropriate for people who will resist and resent attempts to be treated as children.

28.a.2 The seminar noted that where a particular learning task is of great importance and involves the whole or a large portion of the population, it may be necessary to organise campaigns to meet the particular situation. This is the case in many countries with regard to the eradication of illiteracy, or where the authorities wish to concentrate attention on a certain national problem (Tanzania). Such campaigns have to be carefully prepared, paying due attention to the adequate preparation of staff and materials, suitable pre-campaign activities, a competent organization to carry through the campaign, follow-up activities and evaluation. Campaigns, especially those related to illiteracy, will have reduced effect if any one of these is neglected.

28.a.3 Instruction by correspondence is assuming greater importance (Kenya, Zambia) and it is advisable that a review of the requirements for this form of learning should be made in every country. In most countries the need for correspondence education is such that it should be made a responsibility of the statutory authorities. Correspondence education is most effective when combined with other methods of tuition.



- 23.a.4 The appropriate use of mass media (radio and T.V. plus V.I.R.) for education is widely recognized, as for example in the Ivory Coast and Tanzania. It is essential that in every country the maximum use should be made of the media for adult education, including public listening facilities and maintenance services.
- 23.a.5 Whatever the form of learning experience, it is essential that there should be suitable and adequate supporting material. This may be in the form of books, paper, equipment and teaching aids. Equipment need not imply the use of costly electrical apparatus requiring delicate handling and expert maintenance. Often the simpler forms of teaching aids are the most effective. To ensure that there is a supply of the necessary material and equipment, consideration should be given to the development of resource centres, to the encouragement of writers of educational material, and to improving the printing capacity for educational purposes.
- 23.a.6 The written word continues to be the most important form of communication and it is essential that in every country there should be a library service including village libraries (Tanzania) capable of ensuring that some reading material is available to all literate people. In addition, easily read newspapers have proved to be of great value and also simple literature prepared to augment radio and television programmes.

Recommendation 14

That the methods adopted for adult education should be reviewed to ensure that the most effective service is being offered to adult learners. This review should take account of the need for an adequate supply of materials of various forms which are required for adult education.

(b) Information Flows

- 23.b.1 Because adult education embraces a multitude of activities, covers a wide range of subjects and levels and takes place in a wide variety of public and private institutions, it is all too easy for providing agencies to operate in

isolation and to fail to profit from one another's experiences. The question is how to ensure that useful information is assembled at a central source and widely disseminated. And the answer based on experience appears to be to establish a central clearing system. Such a system may be planned and controlled by the adult education section of a Ministry of Education (Tanzania) or with a statutory board or national association (Kenya). The activities involved include:-

- (1) Publishing a regular newsletter
- (2) Publishing a journal (Kenya)
- (3) Publishing a directory of agencies (Libya)
- (4) Publishing an adult education handbook (Tanzania)
- (5) Answering queries
- (6) Arranging contacts between organizations and individual adult educators
- (7) Issuing abstracts of current books and articles on aspects of adult education
- (8) Arranging national conferences and seminars
- (9) Arranging local conferences and seminars
- (10) Periodic recordings of national campaigns
- (11) Informing the general public about impending programmes and events
- (12) Disseminating research findings to a wide audience

28.b.2 The effectiveness of national clearing houses is greatly enhanced when they are enabled to impart information through the mass media and through libraries, etc., as most countries do. Cooperation with the mass media can be assured by the media co-opting representatives of the clearing houses on to their own governing boards. In any case, it is essential that the charters of radio and television companies should require them to disseminate information about adult education. The press can and often does render valuable assistance. National representatives of libraries and museums can be invited to sit on the governing committees of clearing houses.

28.b.3 The national role of a clearing house is frequently reinforced by local arrangements for the collection and dissemination of information. An obstacle to the flow

of information in all countries is the lack of data from providing agencies and the tendency for agencies to keep inadequate records (see paragraph 25e).

Recommendation 15

Consideration should be given in every country to the establishment of a central clearing system for all forms of information on adult education.

(c) Physical Facilities

28.c.1 Only in a few countries has any systematic effort been made to itemise and quantify the logistical support required by an effective public adult education service. It is also noteworthy that the education of adults is frequently handicapped by a lack of adequate premises despite the fact that it is the least demanding sector of education for purpose-built facilities, so long as other public buildings are available for adult education. These buildings include schools, universities, agricultural and other training centres, churches, mosques, community halls, libraries, museums, health clinics, etc.

28.c.2 There is, however, some need for special facilities, though clearly the number and type will vary between countries, as also will the degree of priority which can be given to proposals for such buildings. It is essential, therefore, that governments should insist on complete inventories being made of the facilities of all kinds which exist. Only in this way can it be accurately determined what is available and what is deficient. Adults will not expect to be accorded luxury accommodation but equally their rightful claims for suitable premises ought not to be neglected.

28.c.3 Shortage of transport, equipment and lighting is often as serious a handicap to the promotion of adult education as is the lack of buildings. No development plan is likely to be implemented successfully if it does not allow for adequate expenditure on such items.

Recommendation 16

That comprehensive inventories of physical facilities should be maintained, and that all public educational premises should be available for adult educational

activities, when not being used for their primary purpose.

29. EXTERNAL RELATIONSHIPS

29.1 The seminar identified a number of concerns that are international or regional in character but which affect structures or programmes of adult education in every country. There are a host of international organizations of different kinds that deal with adult education. Among international intergovernmental organizations that have a major involvement in adult education are Unesco, ILO, FAO, WHO and UNEP. Of these, Unesco is the organization with an over-all mandate in adult education, but the interests of other specialized agencies are also significant. Bilateral agencies have in recent years showed a marked increase of interest in adult education. Among regional organizations, the Economic Commission of Africa, le Centre Africain de Formation et de Recherche pour l'Administration et le Développement, the Organization of African Unity, the Arab League, the European Economic Commission and the Association of African Universities, have important involvements in adult education. There are also many non-governmental organizations concerned with adult education. In several regions there are effective adult education organizations, such as the African Adult Education Association, and the Regional Council for Adult Education and Literacy in Africa.

29.2 The seminar felt that appropriate procedures should be developed in every country to enable it to play its maximum role in relevant international activities. It is imperative to recognize that countries have much to gain and much to share through this exchange. In this respect, every country should take an active part in, and strongly support its regional organizations and thus share in the planning of policies and strategies that will affect the whole region.

29.3 The seminar paid particular note to relationships with UNDP and Unesco. In the formulation of country programmes for submission to UNDP, governments should consider including adult education representatives in the planning

team preparing such documents.

- 29.4 The seminar noted and endorsed the recommendation from the 15th General Conference of Unesco that Adult Education Committees in every country be established and affiliated with the National Unesco Commission. It is important that the whole field of adult education be appropriately represented on the Commission. Adult education organizations in every country should take part through the National Unesco Commission to strengthen the Unesco programme in adult education and to advance the work of Unesco particularly as it affects adult education.

Recommendation 17

That due attention should be paid by governments and others engaged in adult education to strengthen and maintain links with organizations of a regional and international character concerned with adult education.

30. CONCLUSION

- 30.1 Several well-intentioned attempts to strengthen adult education have failed, not because these attempts were ill-conceived in themselves, but because they had been limited to one or a few component areas of adult education and the need to secure corresponding development of other components had been overlooked. The conclusion of the seminar was that only by taking a comprehensive view of the total field of adult education, regarding it as a system made up of apparently independent but nevertheless inter-acting components each either supporting or weakening the others, would it be possible to secure a harmonious development of the whole and thus bring about a significant and lasting development of adult education.
- 30.2 At its concluding meeting the seminar reiterated its hope that this report would be made the subject of urgent and careful examination by governments, international and regional organizations, non-governmental organizations, universities and others in public life concerned with the promotion of all forms of continuing life-long education for men and women.

A P P E N D I C E S

A Opening speech by the Minister for Housing
and Social Services of the Government of Kenya,
the Hon. T. Towett, M.P.

B Diagrams to illustrate the structure of adult
education in

Sudan

Tanzania

Zambia

Speech by the Minister for Housing and Social Services,
Hon. Taita Towett, K.P., at the Opening Ceremony of
The International Conference on Comparative Adult
Education at Kikuyu, Institute of Adult Studies, on
Monday, 17 February, 1975

Mr. Chairman, distinguished participants, honoured guests,
Ladies and Gentlemen:

It is a great pleasure for me to have this opportunity of opening your Seminar on Comparative Adult Education. First, may I welcome you all to Kenya and assure you that the people of Kenya are greatly honoured by your presence here this week. We boast of some of the best samplings of hospitality, scenic beauty, tourist spots, colourful national parks to which you are welcome to enjoy. However, since you are adult educators, you will naturally be more interested in the people, their culture, attitudes, and their responsiveness to new ideas. I hope therefore you will take time to look at our adult training institutions and other training programmes for adults in Kenya.

Kenya offers a variety of courses and training programmes to its population, through the professional services of ministries, private bodies and voluntary associations. The provision of adult education is a hydra-headed service in which the saying of many cooks might easily apply. Cognizant of this problem, the Kenya Government established a statutory authority to co-ordinate adult education, through research, documentation, publications, and provision of basic information to facilitate sound decision making. Some authorities may argue that a department of adult education would be more appropriate, others argue that an association of adult education would be more effective. But as you are no doubt aware, the administration of a service has to conform to the national philosophy of development, and no single pattern of adult education can be recommended as a blue print for adult education all over the world.

There are good reasons for the Kenya model of a co-ordinating board. It is a forum of understanding among the multiplicity of extension workers and adult educators on the one hand, and the government planners on the other. A board is freer from red-tape

and gives the planners a measure of operational leeway to study, analyse, and evolve policies from the milieu of the learning world for adults. This pattern is replicated in the provinces, districts and the municipal areas, which have their own adult education committees, to advise the board and the Government on assignment of priorities and development resources to adult education in their areas of jurisdiction.

It is fitting that, such a group of distinguished adult educators from all over the world have met here to discuss the questions of structures of adult education in developing countries. However, I note from your programme that heads of adult education bodies from several African countries will be presenting papers on the structure of adult education in their countries. In the wake of world-wide inflation, and the consequent scarcity of resources of finance and skilled personnel, Governments in developing countries look forward to receiving definite advice on these matters from this seminar. With these financial difficulties all over the world, I hope it is not expecting too much to suggest that adult education programmes, should now adopt the latest administrative methods of management by objectives. Adult education is not a commodity by itself - it is, simply, an essential ingredient of development effort. In other words, adult educators should endeavour to understand the people and their needs first, which must then be articulated into a policy for implementation by the Government or its agencies. Very often international meetings, generate a host of recommendations, papers and long lists of complaints without pausing for a moment to reflect on the practical implications of their proposals. It is vitally important that adult educators should be fully conversant with the development objectives, political aspirations, and the plight of the people they serve.

Recent initiatives by the World Bank in conjunction with the International Council for Education Development have been accorded warm reception by the Governments in what they call Third World. The whole range of non-formal education encompassing rural, youth, training for skills, and the continuity and expansion of out-of-school education, give greater optimism to the current gloomy educational crisis. It is a notable recognition of the major role, which informal channels of communication play in educating the public. We in Kenya propose to revise the existing adult education legislation to establish a more effective system of giving guidance to individual institutions, learners and educators.

As regards the role of Government in adult education, it cannot be over-emphasized that the taxpayer is the main source of development finance in the young nations. Even with such bodies like the Board of Adult Education, the possibility of obtaining finance from private sources are extremely limited, and we have no alternative but to depend almost entirely on Government subventions. Naturally, governments allocate resources to adult education because they believe that the development of human resources is the basis of rapid economic, political and social growth. They do expect, therefore, that funds allocated to specific projects in adult education shall be spent on those projects. This measure of control and supervision should not be construed as interference. It is simply because no successful programme of development can be implemented unless some financial discipline and management is enforced.

To turn to the activities of the international bodies in adult education, the Government notes with satisfaction the tremendous efforts which the International Council for Adult Education is making in promoting the development of adult education among Member States. Indeed it is a great privilege to Kenya to have two representatives of the Executive Board on the Council - namely the Executive Secretary of the Board of Adult Education and the Director of the Institute of Adult Studies. The latter represents the African Adult Education Association. We should like to pay tribute to this Council and assure its ever-ready Secretary-General, Professor Roby Kidd of Ontario, Canada, of our continued support for his splendid work.

I should also like to thank Unesco and the Danish International Development Agency for sponsoring this seminar. Their assistance in various fields of adult education, training, and extension is greatly appreciated. In the near future, Unesco and the Board of Adult Education will be launching the first educational rural newspaper in one of the Kenyan rural districts. It is a practical example of co-operation for development in the provision of educational materials for adults.

As regards the African Adult Education Association, we are also greatly honoured that the distinguished African Adult Educators have chosen Nairobi, to be the headquarters of the Association. I gather you propose to establish a small administrative secretariat to co-ordinate the activities of the Association and maintain a steady flow of information and exchange

of ideas among professionals, administrators and leaders in adult education on this continent. The Government of Kenya will use its best endeavours to ensure that this proposition is a success.

Finally, may I close with this note: the overall objective of adult education is to encourage a professional approach to the provision of educational training and extension services to adults and to forge closer links with institutions of learning like schools and universities; to provide advice to governments on matters of curriculum, standardization, legislation, manpower and development planning. The efficiency of adult education bodies must be improved so that educational authorities and governments can rely on you for collective professional advice. A partnership between the professionals and the Government in adult education will create a better and efficient development climate. The professionals will gain the advantage of a better perception of public needs and priorities than is the case when professionals are isolated and insulated from public scrutiny.

With these few remarks, Ladies and Gentlemen, I now declare your seminar officially open, with our national motto of brotherhood and co-operation - HARAMBEE.

Thank you.

APPENDIX B

For comparative purposes, the following three diagrams are provided showing the structure of adult education in the Sudan, Tanzania and Zambia.

D

STRUCTURE AND ORGANISATION OF ADULT EDUCATION IN ZAMBIA

MINISTER OF EDUCATION

ADULT EDUCATION CHAIRMAN ADVISORY BOARD (NON-STATUTORY (STATUS))

- MINISTRY OF LOCAL GOVERNMENT AND HOUSING
- UNITED NATIONAL INDEPENDENCE PARTY
- THE CHRISTIAN COUNCIL OF ZAMBIA.
- ZAMBIA CONGRESS OF TRADE UNIONS
- ADULT EDUCATION ASSOCIATION
- THE CATHOLIC BISHOP'S CONFERENCE
- FEDERATION OF EMPLOYERS
- MINISTRY OF EDUCATION
- MINISTRY OF DEVELOPMENT PLANNING & NATIONAL GUIDANCE
- MINISTRY OF MINES & MINING DEVELOPMENT
- MINISTRY OF RURAL DEVELOPMENT
- THE UNIVERSITY OF ZAMBIA
- THE PRESIDENT'S CITIZENSHIP COLLEGE

AGENCIES AND INSTITUTIONS

- CHURCHES
- PRIVATE COMMERCIAL SCHOOLS
- UNIVERSITY OF ZAMBIA
- OFFICE OF THE PRESIDENT (PERSONNEL DIVISION)
- ZAMBIA CONGRESS OF TRADE UNIONS
- NATIONAL FOOD AND NUTRITION COMMISSION
- NATIONAL ROAD SAFETY
- MINISTRY OF LAND AND NATURAL RESOURCES
- MINISTRY OF COMMERCE
- MINISTRY OF EDUCATION
- MINISTRY OF DEFENCE
- MINISTRY OF HOME AFFAIRS
- MINISTRY OF LOCAL GOVERNMENT AND HOUSING
- MINISTRY OF DEVELOPMENT PLANNING AND NATIONAL GUIDANCE
- MINISTRY OF LABOUR AND SOCIAL SERVICES
- MINISTRY OF HEALTH
- MINISTRY OF RURAL DEVELOPMENT
- MINING COMPANIES

CORRESPONDENCE DEGREE WORK.
EXTRA-MURAL (Centre for continuing Education)

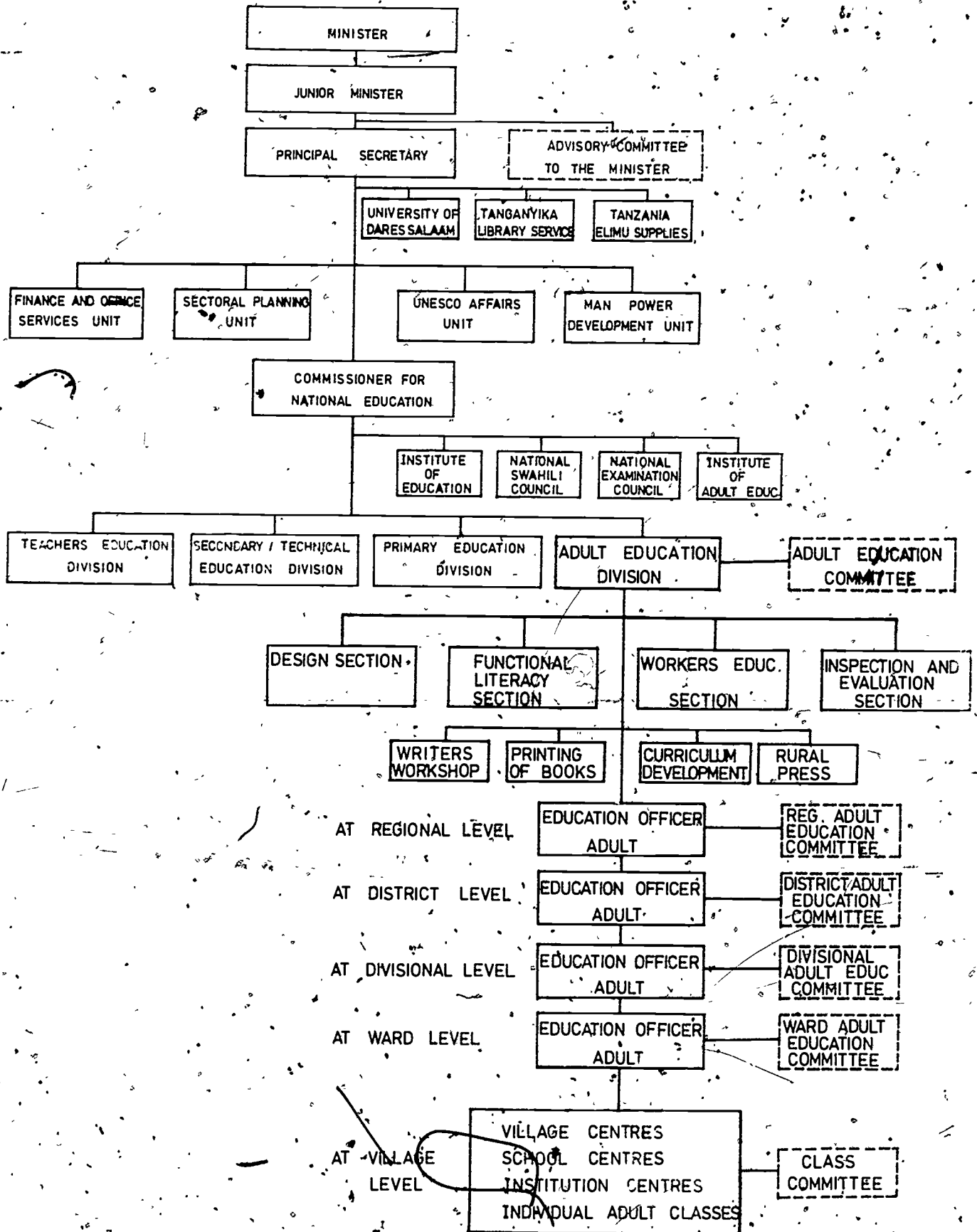
CORRESPONDENCE ADULT ED. CENTRES NIGHT SCHOOLS

NUTRITION
HEALTH PROGRAMMES (RADIO)
FAMILY PLANNING

FARM INSTITUTES
FARM FORUMS (BY RADIO)
FUNCTIONAL LITERACY

POLICY

MINISTRY OF NATIONAL EDUCATION ORGANISATION STRUCTURE, TANZANIA



LITERACY AND ADULT FUNCTIONAL EDUCATION ORGANIZATION IN SUDAN

- MINISTRIES AND DEPARTMENTS**
1. Education
 2. Interior
 3. Local government, Housing and Community Development
 4. Agriculture
 5. Public Service and Administrative Reform
 6. Finance and E. Economy
 7. Health and Social Welfare
 8. Communication
 9. Culture and Information
 10. Prisons
 11. Armed Forces

- PUBLIC ESTABLISHMENTS**
1. G. Council of Religious Affairs
 2. G. C. of M. Planning
 3. University of Khartoum
 4. Sudan Gezira Board
 5. Daily Newspapers
 6. Industrial Production Corporation
 7. Workers Education Corporation
 8. Institute of Afro-Asian Studies
 9. Institute of Extra Mural Studies
- PRIVATE ESTABLISHMENTS**
1. Chamber of Commerce
 2. Sudanese Industries Association
- POPULAR ORGANIZATIONS**
1. Socialist Union
 2. Farmers Union
 3. Womens Union
 4. Youth Union
 5. Teachers/Trade Union
 6. Labourers/Trade Union
 7. Parents Councils Union

