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of Nigeria



Association for the
Development of
Education in
Africa

Peer Review in Education in Africa

Nigeria

Reaching out to the Disadvantaged:
Nomads, Adults and Children
in Difficult Circumstances



Edited by

Ibrahima Bah-Lalya, Esi Sutherland-Addy and Charles Oghenerume Onocha

Nigeria

Reaching out to the disadvantaged:
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Conducting Peer Reviews
in Education in Africa

Nigeria

Reaching out to the Disadvantaged: Nomads, adults and children in difficult circumstances

Edited by

Ibrahima Bah-Lalya, Esi Sutherland-Addy and Charles Oghenerume Onocha



➞ Reaching out to the disadvantaged is about providing basic literacy to over fifty million non-literate adolescents and adults in Nigeria
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➞ Reaching out to the disadvantaged is also a means for providing basic survival and professional skills needed for a healthy life and a decent living.
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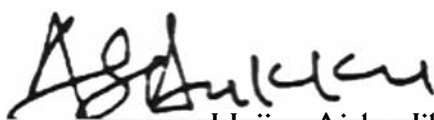
Foreword

The Government of Nigeria has endorsed to participate in the African Peer Review program, under the aegis of the Association for the Development of Education in Africa (ADEA). It became therefore, necessary to carry out a research as part of the self-evaluation task towards meeting both the Nigerian and the ADEA goals. The self-evaluation has been followed by an international review of peers coming from several African countries and the Commonwealth Secretariat. This exercise is expected to provide a basis for Nigeria to improve on its policies and practices for the development of quality Adult and Non-Formal education delivery services.

It is in the light of this that the Federal Ministry of Education mandated The Universal Basic Education Commission (UBEC) to conduct a self-evaluation study of the Adult and Non-Formal Education (A&NFE) sub-sector of the Nigerian education system, to review the performance of A&NFE institutions, programs and activities. It was carried out in preparation for the peer review in order to enhance effectiveness in the delivery of A&NFE.

The study covered an in-depth scrutiny of complexities, processes and outcomes of the A&NFE sub-sector in Nigeria. It also involved a review of A&NFE institutions, policies, programs and documents, through focusing on individual and organizational reports of their knowledge, attitudes, and behaviours regarding A&NFE policies, resources, programs, projects and clientele. This is with a view to identifying strengths and weaknesses of the sub-sector's contribution to the EFA goals and suggesting concrete workable steps towards improving its position in Nigeria's overall education provisions.

This study has shown that without adequate funding to A&NFE, the problems of illiteracy will continue to haunt the Nation in spite of endowment of available resources. The provision of A&NFE has been shown to be restricted in Nigeria through this study and has therefore been largely unattractive to participants. The opportunity of this study will help Government to plan appropriate interventions that are in consonance with 21st Century development of education for the country and assist in the attainment of the goals of Education for All.



Hajiya Aisha Jibril Dukku

Honorable Minister of State for Education 2
Federal Republic of Nigeria

Acknowledgments

This study was commissioned by the Government of Nigeria through an agreement between the Federal Ministry of Education and ADEA. On behalf of the ADEA, I would like to express our sincere gratitude to the Federal Minister of Education, to the Ministers of State and to the leaders of the three national commissions for their willingness, availability, their precious support and contributions. This, together with contributions from Nigeria educational partners has greatly favored the success of the peer review.

I also wish to reiterate our sincere thanks to the ADEA Executive Peer Review Sub-Committee and to the Association's Bureau of African Ministers for their invaluable support and enlightened advice.

We are also grateful to all the partner agencies for their understanding and their professional as well as financial support. Our special recognition and gratitude go to late Professor Ulla Kann, from Sweden and Namibia. She was at the origin of the ADEA peer review undertaking. She first suggested the idea which led to the subsequent peer review works in Mauritius, Gabon, Nigeria and elsewhere. May she rest in perfect peace.

A peer review involves a country, inviting external experts to join its national team to examine part or all of its education system, thus making it possible to define recommendations to improve the education system's performance.

In Nigeria, the national team comprised the staff of the Ministry of Education and experts from Nigerian Universities. At National level, the undertaking was financially and programmatically supported by the Universal Basic Education Commission (UBEC), in particular the Former Executive Secretary, Professor Gidado Tahir, the National Mass Literacy Commission (NMEC) and the National Commission for Nomadic Education (NCNE).

The self evaluation was conducted thanks to dedicated professionals and scholars from the structures listed thus: Professor C. O. Onocha, Dr Tony Alabi, Dr Salihu Bakari, Dr I. E. Anyanwu, Dr C. C. Agomoh and Alhaji Jibo Abdullahi of UBEC; Adamu Khalid, Dr C. Pwol and Mallam Jibrin Paiko of National Mass Literacy Commission, and Mallam Ibrahim Yamta of National Commission for Nomadic Education, Moses Oyishe and

Yohanna Wobin. I would like to acknowledge here the enormous contribution of this Nigerian National Team and address special thanks to the Executive Director Dr. Ahmed Modibbo Mohammed and to Pr. C.O. Onocha for their dedication and sense of coordination.

The team of international experts which participated in the Nigerian Peer Review Process came from Burkina Faso, The Commonwealth Secretariat, Ghana, Guinea, Niger and Uganda to join the National Team and launch a professional dialogue between colleagues, examine together, the Nigerian Non-Formal subsector and suggest as peers, solutions that have the potential to really succeed because they have succeeded elsewhere in Africa.

These international experts came from the following organizations and countries:

Burkina Faso Dr. Aliou Boly, an expert on community development and Adult Literacy

Ghana Ms. Esi Sutherland-Addy, Former Deputy Minister of Education of Ghana, currently a Senior Research Fellow at the University of Ghana, Legon. She is leader of the Expert Team

Guinea Prof. Ibrahima Bah-Lalya, former professor at the Guinean University, former WGESA Coordinator, and present Coordinator of the ADEA Peer Review Exercise

Niger Dr. Laouali Malam Moussa, Former National Director of the Niger National Institute for literacy and Non-Formal education

Uganda Prof. Anthony Okech, University Lecturer on adult and Non-Formal education, Makerere University, IACE, Kampala, Uganda

Commonwealth Secretariat

Ms. Florence Malinga, former Director of Planning, MOE/Uganda, currently Adviser, Education at the Commonwealth Secretariat

My sincere thanks go to all of them for their availability on a short notice and their commitment to work under demanding conditions.

Lastly, the Peer Review teams would like to thank the entire ADEA Secretariat and the executive management of the pilot agency, IIEP, for their advice, logistic support and administrative backing. We appreciate the desire to complete this study on time to enable

Nigeria achieve its EFA and Millennium Goals and become, at the same time, a show case for Africa as a whole, and the international community in general.



Ibrahima Bah-Lalya, Ph.D.

Senior education specialist,
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Coordinator of the ADEA Peer Review Exercise

Acronyms

ADEA	Association for Development of Education in Africa
A&NFE	Adult and Non-Formal Education
CBOs	Community Based Organizations
DFID	Department for International Development
EEC	European Economic Commission
EFA	Education for All
FAO	Food and Agriculture Organization
FCT	Federal Capital Territory
FGN	Federal Government of Nigeria
FME	Federal Ministry of Education
ICT	Information and Communication Technology
IFESH	International Foundation for Education and Self-Help
JCCE	Joint Consultative Committee on Education
LGCs	Local Government Councils
MDGs	Millennium Development Goals
NCE	National Council on Education
NCE	Nigeria Certificate in Education
NCNE	National Commission for Nomadic Education
NFE	Non-Formal Education
NGOs	Non-Governmental Organizations
NMEC	National Commission for Mass Literacy, Adult and Non-Formal Education
NNCAE	Nigeria National Council for Adult Education
NOGALSS	Non-Governmental Association for Literacy Support Services
REFLECT	Regenerated Freirean Literacy through Communit Empowering Technique
SAME	State Agency for Mass Education
SMOE	State Ministry of Education
SUBEBS	State Universal Basic Education Boards
UBE	Universal Basic Education

UBEC	Universal Basic Education Commission
UNDP	United Nations Development program
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children’s Emergency Fund
USAID	United States agency for International Development
YMCA	Young Men’s Christian Association
YWCA	Young Women’s Christian Association

Executive summary

The Peer Review in Nigeria has been undertaken as a result of: (i) a decision of the Nigerian Government to initiate a peer review of its non-formal education sub-sector, and (ii) a request that the Association for the Development of Education in Africa (ADEA) supports it.

A concept paper was presented during the Meeting of the ADEA Bureau of African Ministers and the ADEA Steering Committee Session, both held in Chavannes de Bogis, Switzerland, in April 2004. In November 2004, it was approved during the session in Kigali. It served as a basis for developing a Framework for Cooperation to guide the peer review exercise in Nigeria.

The present Nigerian peer review report is the product of this exercise which was conducted by two teams in a collegial spirit. The first team, designated by the Nigerian High Level Peer Review Committee, was composed of experts selected from a national pool of officers and reviewers from a wide range of stakeholders within Nigeria. The second, assembled by ADEA, comprised of international peer reviewers from five African countries: Burkina Faso, Ghana, Guinea, Niger, Uganda - and the Commonwealth Secretariat.

In all, the two teams visited schools and learning centers from eleven States. They interviewed officers in charge of developing these centers and schools. They also interviewed learners and their facilitators as well as representatives of associations and parents involved in Non-Formal education. Furthermore, they met with the Federal and the State Ministers of Education, together with their top management, executive secretaries and managers of the key national agencies, including the Universal Basic Education Commission (UBEC), the National Commission for Nomadic Education (NCNE), the National Commission for Mass Literacy, Adult and Non-Formal Education (NCME), and State and Local Government offices in charge of the sub sector.

Representatives of the international development partner communities such as those of UNESCO were also called on, to provide their views on the way partnerships for achieving Universal Basic Education is organized and how it functions.

In order to develop a thorough understanding of the issues at stake, the peers used the National Self-Evaluation Report, the Preliminary Mission Report and various documents

released by ADEA, as well as the Ministry of Education, the national commissions and other institutions visited by the peers.

From this background, they conducted an analysis of the policy context, the nature of policies initiated by the system and the way these policies were translated into action. Thanks to this approach, it was possible to identify policy and strategic initiatives being undertaken as well as major hindrances encountered by the sub sector. Thus, the peers made recommendations to address such challenges.

The ensuing report gives an account of these observations, analysis, and recommendations. It comprises two major parts: a report from the National Team and an analysis of the programs designed for the disadvantaged with a focus on Nomads, adults and children in difficult circumstances.

At the end, the Peer review report presents the key features of the program, draws lessons and makes recommendations as well.

These recommendations were presented to the Honorable Federal Minister of Education, the two Education Ministers of State for Education and their staff.

Eight issues emerged strongly from the Peer Review Exercise:

1. **There is a perception problem with the Non-Formal sub-sector.** It has often been reduced to a “footnote” of the formal educational system. Unless this problem is fully addressed, Non-Formal education will not be able to play the critical role it is expected to perform in Nigeria’s bid to fulfill the EFA and the Millennium Development Goals. Actually, this issue has already been recognized by policy makers at the Ministry of Education and among educational parastatals. Pioneering initiatives have been developed to support the Non-Formal sub-sector and give a full-fledged role to it;
2. **Alternative education has been defined narrowly as a path to get unreached learners into the mainstream.** Vocational offerings are highly restricted and are not exploring a broad range of livelihood activities. This has left unexplored, the whole area of robust relevant, flexible alternative vocational education preparing learners for improved livelihoods in the contemporary setting;
3. **Integrating and mainstreaming of alternative education strategies is still a problem.** For example, Tsangaya, Medresa, and Ajami teaching, three approaches to literacy, need full attention so that their curricula are improved, their teaching/learning processes enhanced and their demographical data integrated to the national database on EFA and MDGs;

4. There was a fundamental question regarding nomadic groups. Shall the country settle these groups before providing them with educational facilities or not? Considering that it would take too long to settle them first, Government decided to provide education and other services to nomadic people. Therefore, a series of measures were initiated, one of them being the creation of the Nomadic Education Commission which launched a series of programs for nomadic people. Another initiative that could bear interesting potential for the cattle breeders is **the creation of integrated centers for pastoralist communities which seem to present significant advantages because they pull together various programs that address, at the same time, the requirements of the environment, the cattle and the cattle breeders.** Such centers provide accommodation for teachers and extension workers. They also host cooperatives and veterinarian services. The synergy that develops from pulling together these services could be the basis for making the centers a nuclei for settlements among nomadic groups;
5. Working conditions of teachers in A & NFE are not satisfactory. Teachers have been abandoning their post as a result of lack of remuneration and incentives. Others, especially with the nomadic programs, are appointed in areas where it is not easy to adjust culturally and perform effectively. Moreover, communities are sometimes saddled with the cost of paying teachers in order to retain them. Therefore, **the review advised that Local Governments, the States and other relevant agencies to ensure that teachers of NFE are employed with appropriate terms and conditions of service and paid regularly.** It also advised that agencies and commissions provide them with professional support;
6. There is an inherent contradiction between the current capacity of the system in to gather and allocate financial means and its difficulty in optimizing the utilization of these means for the betterment of Education. Presently, about half of the Nigerian States have not been able to access billions of naira made available by the Federal authorities. Therefore, there are not in a position to address all the educational needs of over 55.7 million non literate Nigerians most of whom are youth and adults. The reasons evoked relate to both the fundamental definition of Universal Basic Education and difficulties encountered by the States in seeking to comply with some fund matching provisions set by the regulations. Considering that disbursement and management of funds are critical to implementation, **the review strongly suggested that funding strategies be reconsidered especially with respect to the consolidated fund. It advises that while UBEC continues to be the recipient institution of moneys from the consolidated fund dedicated to basic education, a substantially increased amount be set aside for Non-Formal education.** An indicative proportion

of 25%, between the years 2008 and 2015 has been suggested, to facilitate the attainment of EFA goals;

7. In spite of their vital role in any strategy for the attainment of EFA goals, Adult and Non-Formal Education have not featured prominently in Development Partner Assistance to the sub-sector. The MOE is likely to benefit highly from foregrounding A&NFE and Nomadic education in the overall strategy for accessing support from development partners. **It is therefore advised that cooperation between Nigeria and its educational partners be reviewed in a way to reposition Non-Formal and Adult Education, putting it at the forefront of the country's effort to attain Education for All;**
8. Nigeria was quite sensitive and supportive to the added value of the peer review process. In all the eleven States visited, most officers who were interviewed, **seemed interested in embarking on this highly interactive approach and using the peer approach to revisit and improve their own local programs.**

These recommendations and others are developed further in the report. Twenty six proposals are thus presented at the end of Part Two.

While it was not possible to meet with as wide a range of stakeholders as might have been wished at the end of the review, these recommendations have gone through a validation process involving the Federal Ministry of Education, the Ministers of State, and the key national Commissions such as UBEC, NCNE and NCME. They approved them.

Background

This review has been undertaken as a result of (i) a Nigerian Government decision to initiate an Educational Peer Review Exercise of its Non-Formal sector and (ii) a request that the Association for the Development of Education in Africa, ADEA, support it. Members of the ADEA Bureau of African Ministers and the ADEA Steering Committee for the improvement of Policy formulation and implementation”.

The proposed sector reviews were set to have the following features:

- » They shall be designed in such a way as to support ADEA goals of: (i) promoting inter-country policy dialogue on policy and education delivery, (ii) strengthening African expert networks, and (iii) promoting South / South cooperation;
- » A team, composed of a majority of Africans, reviews a given African educational system, sub-sector or programs, with the support of international expertise in a bid to draw on meaningful lessons. The rationale of this approach is that similar situations and circumstances during implementation are likely to exist in both the reviewed country and the countries of origin of the peers. There is, therefore, room for learning from each other;
- » The process shall lead to practical recommendations;
- » The reviews shall draw on commonly agreed upon approaches and be structured around four major phases, including a self-evaluation step by the reviewed country to facilitate ownership, and a review undertaken by the international team to continue and complete the self-evaluation work.
- » Whenever needed, an evaluation report is eventually developed, at a later date, to assess the impact of the Peer Review exercise in the reviewed country and abroad.

The following report presents both the national self-evaluation and the international peer review in Nigeria. It concludes with recommendations for use by the Nigerian authorities.

The review is designed to go from a wide-ranging in-country perspective based on extensive research, conducted during about a year in six Nigerian States, to an intensive observation of the operation of Non-Formal Education in another five states. This was buttressed by a rigorous policy dialogue between members of an international peer team,

Nigerian Government gives full attention to literacy and Non-Formal education: Here (Center) Dr. Igwe Aja-Nwachuku, Honorable Federal Minister of Education, (left) Dr. Jerry Anthony Agada, Honorable Minister of State for Education 1 and (right) Hajiya Aisha Jibril Dukku Honorable Minister of State for Education 2 attentively listening to the Peer Review Report.

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the leaders of education in the country and the beneficiaries from communities, local Governments, States, and National structures.

Part one therefore pulls together observations made over a year-long analysis and recommendations from a national team constructed around representatives of the Executive Secretaries of UBEC, NMEC, and NCNE, the Federal Ministry of Education, the Nigerian National Council for Adult Education, the Non-Governmental Association for Literacy Support Services, State Agencies for Mass Education, local communities, learners, and facilitators.

Part two further explores, during a shorter period, the issues raised in Part One, with a focus on three domains: Alternative Schooling, Adult Literacy / Non-Formal education Nomadic Education. This approach did not merely yield reiterations of the findings of the National Self Evaluation Process but a penetrating inquiry into possible causes of the current state of the focus areas and a rigorous quest to provide constructive contribution to the policy dialogue. In this respect, the Review ends with a set of annotated recommendations which provides the rationale for the recommendations.

Part Two was prepared by an international team comprising experts from Burkina Faso, the Commonwealth Secretariat, Ghana, Guinea, Niger and Uganda. This team was assisted by representatives from UBEC, NMEC and NCNE.

While it was not possible to meet with as wide a range of stakeholders as wished, the recommendations have been through a validation process involving the Federal Ministry of Education, UBEC, NCNE and NCME.

Terms of Reference for the Nigerian Peer Review

The Terms of reference have been developed in collaboration with all parties involved and according to the signed Framework for Cooperation (Copy attached) directing the present review. Some aspects of the scope of the review as well as its objectives and methodologies are further explored below.

1. Objectives and scope

The scope and objectives of this review are presented in the Framework for Cooperation signed between Nigeria and ADEA. As stated in this document, the ultimate goal of the Peer Review is to help Nigeria improve policies and practices for the development of quality education. In order to achieve such a goal, the Peer Review will collaboratively undertake a comprehensive examination of the performance of the country's educational system.

The Review will examine in particular the Adult and Non-Formal Education aspect of the Universal Basic Education (UBE Bill 2004) in terms of its strategies and organization for implementation and the linkages with the formal system.

The Review will also examine the adequacy of the 1994 Act 17 of the National Commission for Mass Literacy in view of the UBE reforms. It would also examine the nature and quality of its implementation, focusing on three areas – access, relevance and achievements. The review will, next, assess the extent to which:

- » The policy reforms were appropriately designed;
- » The initiatives proposed were pertinent compared to actual needs;
- » The implementation strategies were adequate;
- » The resources raised and mobilized were appropriate compared to the goals (human, financial, material, institutional, etc.);
- » The performance of the education system has lived up to expectations.

The preliminary field visit identified seven key areas of investigation for this review:

- » The institutional lay out of the sub sector;
- » NFE contribution to achieving EFA goals;

- » Institutional capacity for NFE policy formulation and implementation;
- » The institutional arrangements for various core functions as regards to NFE: pedagogy, strategic and operational functions;
- » Meeting the needs of diverse client groups;
- » The actual processes of policy implementation and service delivery, including planning, management, coordination, resource availability, partnerships, and
- » The degree and extent of policy achievement as well as the adequacy of the policy, legal provisions, institutional arrangements and resource provisions.

With these key areas in mind, the review would pay special attention to a number of cross cutting issues which place universal basic education, Adult Literacy / Non-Formal education nomadic education in the broad context of human development and livelihoods.

These are:

- » The ways in which the implementation of reforms addresses equity concerns (rural/urban, gender, etc.);
- » The development of a post literacy environment;
- » Funding and its ramifications.

2. Methodological considerations

■ Approach to sampling

Originally, the Framework for Cooperation proposed to focus on 6 states of the country. These were: Enugu, Bayelsa, Yobe, Zamfara, Plateau, Osun, in addition to Abuja, the Federal Capital Territory (F.C.T.). However, after further consultations, given the context and the size of the country it was advised to extend this sample to twelve States to ensure adequate representation. The national self evaluation team would focus on the original six state sample (Enugu, Bayelsa, Yobe, Zamfara, Plateau/Osun; and The Federal Capital Territory), while the international team would explore six other states, to include: Borno, Ebonyi, Kaduna, Niger, Ondo, and The Federal Capital Territory (F.C.T.).

■ Approach to Field Visits

The methodology used for the review is presented in the Framework for Cooperation signed between ADEA and Nigeria (See annexes).

This methodology clearly states that themes, content and methods could be “modified in light of new information that could come to light during site visits and other stages of implementation”. In this regard and considering that the international team would work in a limited tight schedule, the group was to use focus group discussions and other interaction techniques that optimize the use of time. The focus group discussions were preferred for soliciting perceptions of the following stake holders:

- » Facilitators of Adult Literacy programs;
- » Adult learners and beneficiaries of Adult Literacy programs;
- » Parents and community leaders (PTAs and any other mechanisms designed to ensure ownership of educational programs); and
- » Non Governmental organizations involved in delivering Adult Literacy / Non-Formal education.

Interactions with child and adult beneficiaries of the programs were to be used to check learners’ skill acquisition. This could take the form of an informal animation session facilitated by members of both the national and international team and could involve story telling, recitation of poetry, reading of set texts, quizzes on mathematics. This animation would be designed to test learners’ grasp of basic skills as per the national curriculum in a unique and learner–friendly manner.

■ Approach to the observation of teaching learning processes

At the level of the State structures, the international team would have sessions with the designers of the Non-Formal education programs, curriculum developers and experts of the UBE, to ascertain the level of coordination and articulation.

Report of the National team

Self-Evaluation Study of Adult and Non-Formal Basic Education in Nigeria

Under the supervision of the Nigerian High Level Peer Review Committee, including:

The Former Executive Secretary, UBEC, Pr. Gidado Tahir
The Current Executive Secretary, UBEC, Dr. Ahmed Modibbo Mohammed
The Executive Secretary, NMEC, Dr. Ahmed Oyinola
The Executive Secretary, NCNE, Dr. Nafisatu D. Muhammed
The FME Director, Primary & Secondary Education
The Nigerian National Council for Adult Education (NNCAE)
Representative of NOGLASS
The Chairman of the Peer review National Technical Committee

Chief Contributors:

Pr. C. O. Onocha, Deputy Executive Secretary UBEC,
Chairman of the technical Committee

Introduction of the Self-Evaluation Report

Nigeria committed herself to participating in the African Peer Review Process under the aegis of the Association for the Development of Education in Africa (ADEA). It became therefore, necessary to carry out a research as part of the self-evaluation task towards meeting the ADEA goals. This exercise is expected to provide the country with a basis for improving its policies and practices for the development of quality adult and Non-Formal education delivery services.

It is in the light of this that the Federal Ministry of Education charged the Universal Basic Education Commission (UBEC) to conduct a self-evaluation study of the Adult and Non-Formal Education (A&NFE) sub-sector of the Nigerian education system to review the performance of A&NFE institutions, programs and activities.

The study covered an in-depth scrutiny of complexities, processes and outcomes of the A&NFE sub-sector in Nigeria. It also involved a review of A&NFE institutions, policies, programs and documents, through individual and organizational reports of their knowledge, attitudes, opinions or behaviour regarding the different components of the subsector and its clientele. This approach was taken with a view to identifying strengths and weaknesses of the sub-sector's contribution to EFA goals and identifying concrete, workable steps towards improving its position in Nigeria's overall provision of education.

Two strategies were adopted in collecting data for the study. These are self-administration and group administration. For the conduct of the Focus Group Discussions (FGD), a consultant was assigned to each geopolitical zone, while a team of research consultants and field research assistants visited all the sampled A&NFE institutions and organizations, conducted interviews and administered questionnaires

As the Universal Basic Education Commission continues with its efforts to ensure that the assignment of the Federal Ministry of Education is carried out, it is hoped that the study, in addition to improving Nigeria's chances of meeting the Universal Basic Education goals, will enhance its participation in the African Peer Review project.

Summary of the Self-Evaluation Report

Nigeria, having committed herself to participating in the African Peer Review process under the aegis of the Association for the Development of Education in Africa (ADEA), needed to carry out a research as part of the self-evaluation task towards meeting the ADEA goals. This is expected to provide a basis for Nigeria to improve on its policies and practices for the development of quality adult and Non-Formal education delivery services.

It is in the light of this that the country conducted a self-evaluation study of the Adult and Non-Formal Education (A&NFE) sub-sector of the Nigerian education system to review the performance of A&NFE institutions, programs and activities. Specifically the study covered policy formulation, institutional structures, programs implementation and impact.

The population for the study comprised all the A&NFE institutions and organizations, including Federal, State and Local Government-managed organizations and privately-owned A&NFE outfits and individuals directly involved in A&NFE programs. A combination of convenience, stratified and purposive sampling was used to select the sample for the study.

Two strategies were adopted in collecting data for the study. These are “self-administration and group administration.” The data collected were analyzed using content analysis, triangulation and descriptive statistics

The major findings of the study include the following:

- » Education in Nigeria, including A&NFE, is on the concurrent legislative list of the Constitution. This means that all tiers of Government, private organizations and individuals have the power to partake in the provision of adult and Non-Formal education in the country;
- » The Federal Ministry of Education and the State Ministries of Education are responsible for policy-making on A&NFE and channel resources to the responsible implementation agencies. It is, however, not uncommon to have conflicts among some of these agencies and the policy-making ministry;
- » Adult and Non-Formal Education programs constitute useful tools for achieving Universal Basic Education (UBE), promotion of gender equality and women empowerment and improving the health status of Nigerians. Therefore, devising

innovative ways of strengthening the existing A&NFE programs has become necessary;

- » There is the need to provide a perspective for understanding the state of A&NFE in Nigeria and also defining direction for change especially in the areas of:
 - ♦ Human resources profile needs and capacity building plans,
 - ♦ Quality assurance issues in terms of the need to strengthen monitoring and evaluation systems of A&NFE programs,
 - ♦ Adequate ICT facilities and programs;
- » A&NFE programs in the country have not effectively integrated HIV/AIDS and other health related issues, thus demonstrating the need to strengthen support in this area;
- » Many participants drop out of Adult and Non-Formal Education programs. This is attributed to some shortcomings in the management of some of the programs. It could also depend on the specific needs of the learners;
- » The private sector is not sufficiently involved in the funding of A&NFE programs;
- » Zamfara State has succeeded in employing permanent teachers for its A&NFE programs;
- » Six different types of adult education programs are being run across the country. These are Basic and Functional literacy (25.4%); Vocational Skills Acquisition (23.4%); Post-literacy (20.2%); Remedial, Extra-mural and Continuing Education (14.9%), and Nomadic Education (8.9%);
- » The target groups that have been given more attention across the country over the years are the non-literate adults (23.5%); out-of-school youth (19.9%); Quranic pupils (12.0%); extra-mural students (11.6%); prison inmates (10.0%); nomadic pastoralists (9.6%); migrant fishermen (6.4%), and sub-degree/degree students (5.2%);
- » Current enrolment into the various adult education programs across the country is 147,215 people. Of this number, the largest age-group is within the age range of 30-40 with 70,992 (48.2%), and age 41-50 with 58,436 (39.7%). The least are those below 15, with 4,091 (2.8%), and age 60 and above with 2450 (1.7%);
- » The graduation rate for years 2001, 2002, 2003, 2004 and 2005 were 52.9%, 54.8%, 58.9%, 56.1% and 37.7% respectively. Overall, the graduation rate for the five years was 51.6%. More males (297,266) dropped out than females (188,650);
- » The most notable method used to promote adult education programs is public announcements (25.3%). Others include channels are community leaders, religious institutions, associations and clubs, organizers and instructors, and participants;
- » Methods of teaching vary according to the different programs, the most important being Observation/Demonstration and Regenerated Freiran Literacy

➡ Audience with
Hajiya Aisha Jibril
Dukku Honorable
Minister of State
for Education 2.
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through Community Empowering Technique (REFLECT). Others are group work, assignment, film show/drama and excursions;

- » The Curriculum content is largely determined by cultural and religious affiliations of the local people (44.9%). The curriculum developed by NMEC and other authorities is gradually being accepted (25.8%). The socio-economic status of participants also plays a role in determining the curriculum to some extent (13.8%). A few respondents indicated the involvement of their communities in developing their curriculum;
- » A&NFE is beset with formidable challenges, such as the dearth of facilities in learning centers, limited support services, inadequate and unqualified facilitators or instructors, ill-motivated teachers and a weak monitoring system.

In the light of the findings of this self-evaluation study, the following recommendations have been made:

- » In order to improve enrolment, retention and completion, there is the need for increased sensitization and mobilization of general public by Government at all levels;
- » There is the need for Counsellors to be employed for the A&NFE program to encourage participants to remain on it;
- » For attendance at A&NFE programs to improve, there is the need for improved remunerations for the instructors;

- » The importance of ICT cannot be overemphasized. As a result, Government and other stakeholders need to invest in this if the products of A&NFE are to fit into the modern world of work and further education;
- » All stakeholders in A&NFE need to intervene to ensure that teaching and learning materials and facilities are provided for the centers in adequate and sufficient quantities;
- » There is need for stakeholders to meet at the national level to ensure collaboration in program planning and execution among various providers for synergy and efficiency, as well as standardization in program planning and delivery;
- » There should be massive capacity building activities like in-service training, workshops, etc., to up-date A&NFE teachers. This will contribute to the achievement of A&NFE objectives;
- » The private sector should contribute adequately to the funding of A&NFE because they also enjoy the services of their graduates; and
- » Clients need to be involved in program planning and delivery.

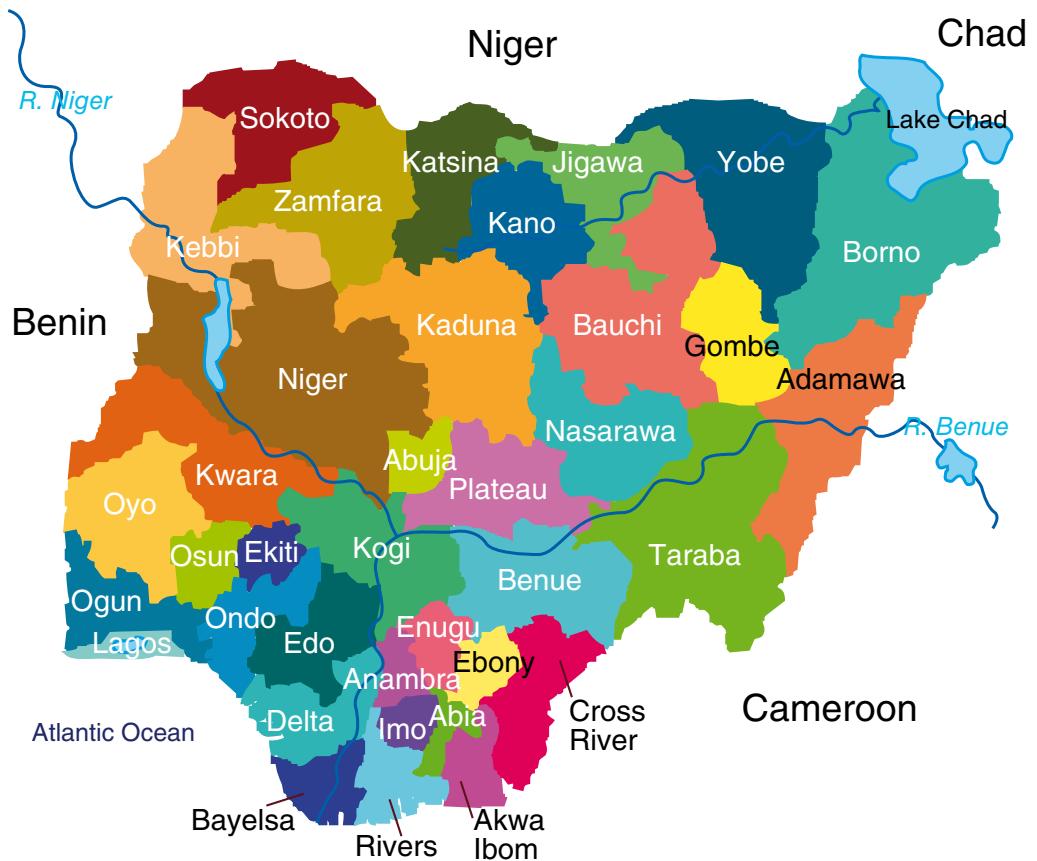
Based on the foregoing, the study concluded that there is a clear neglect of the A&NFE sub-sector in terms of funding of programs. In order to expand the sources of funding and the amount of resources available for implementing A&NFE programs, the need arises for adult and Non-Formal education agencies to increase advocacy for both Government and other stakeholders.



➔ UBEC, NCNE and NMEC play a critical role for the implementation of Adult & Non-Formal Education programs in Nigeria. Here, the representatives of the 3 commissions together with the international peers in front of the UBEC facilities.
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Chapter One

DEVELOPMENTS IN ADULT AND NON-FORMAL EDUCATION IN NIGERIA



The Study Area: Nigeria

Nigeria is located in West Africa. It lies between latitudes 4° 16' and 13° 53' to the North of the equator and longitudes 2° 40' and 14° 24' to the East of the Greenwich Meridian. It covers an estimated land area of 923,768 square kilometers, and is the fourth largest country in Africa. It is bounded to the North and North-west by Niger Republic, to the West by Republic of Benin, to the East by Cameroon, to the North-east corner by Chad, and to the South by the Atlantic Ocean.

It also cuts across all the vegetation zones of West Africa ranging from the mangrove swamps of the southern coast through the rain forest to the savannah belt in the north. Rainfall distribution also varies from the rains nearly all the year round in the coastal region to a few months in the Sahel savannah area of the extreme north of the country. Nigeria enjoys two distinct seasons in a year. These are the rainy and dry seasons. The rainy season begins in the coastal area from March and ends in October/November. The country also has warm temperatures during the rainy season and cool, dry and windy conditions especially in the northern parts during the dry season. This is referred to as the harmatan season.

The topography of the country ranges from plain land dotted by a few hills in a large portion of the country to the hilly and mountainous areas in the Eastern part. The country is also bisected by several big and small rivers, streams and lakes which support extensive agriculture and other human activities. Some of these rivers include the Niger, Benue, Cross River, Gongola and Sokoto, and the lakes such as Lake Chad and Kainji. There are also several man-made lakes to support agriculture, especially in the northern parts of the country, such as Goronyo, Bakalori, Kiri, Balanga and Tiga.

The People

Nigeria is the most populous country in Africa with a population of about 140 million people, with diverse ethnic, religious and cultural backgrounds. The major ethnic groups in the country are the Hausa/Fulani in the North, the Yoruba in the South-West, the Igbo in the South-East and Ijaw in the South-South. In-between these big ethnic groups are some 250 other smaller but very important ethnic groups speaking more than 300 languages and dialects. Although reliable statistical figures are not available, Nigerians are mostly a religious people with Christianity, Islam and the traditional African religions dominating.

History

Contemporary Nigeria came into being in 1914 when the British colonial Government amalgamated its Northern and the Southern Protectorates under the English Governor

Lord Lugard. The country gained independence on 1st October, 1960. At independence, Nigeria was divided into three powerful regions namely the Northern, Western and Eastern regions. A fourth region, the Mid-West was later created in 1963. The state structure began in Nigeria with the creation of 12 States in 1967. These were subsequently increased to 19 States with a Federal Capital Territory (FCT) in 1976, twenty-one States in 1987, thirty States in 1991, and thirty-six States in 1996. Today, Nigeria has 36 States and the Federal Capital Territory.

At independence the country operated a parliamentary system of Government in a federal structure until the military intervention in 1966. The country now operates a Presidential form of Government. At present, Nigeria is undertaking reforms in all sectors of its economy, including education.

Education

For the purpose of this report, we find it necessary to provide the definition education inclusive of its derivatives – Formal, Informal and Non-Formal education as it operates in Nigeria. Education is learning, knowledge, skill and attitude. According to National Policy on Education (2004), education is regarded as an instrument “par excellence” for national development. It encompasses all the processes of inculcating knowledge, skills, values and attitudes for the benefit or the development of the individual, community and the nation. Education can be formal, informal and Non-Formal.

Formal Education

Formal education is a hierarchically structured and chronologically graded educational system from the primary school to the university. It is largely regimented, highly structured, theory-based and time-bound. To most Nigerians, education is synonymous with schooling and education outside the classroom is considered inferior or inadequate. This misconception is what adult and Non-Formal education practitioners must act fast to correct.

However, Nigeria’s formal educational system has been considerably transformed since independence. The overall philosophy of education in Nigeria, as outlined by the National Policy on Education, is to:

- (a) live in unity and harmony as one indivisible, indissoluble, democratic and sovereign nation founded on the principles of freedom, equality and justice, and
- (b) promote inter-African solidarity and world peace through understanding (FME, 2004).

The National Policy on Education gives the basis for the nation's philosophy of education as:

- (a) the development of the individual into a sound and effective citizen;
- (b) the full integration of the individual into the community; and
- (c) the provision of equal access to educational opportunities for all citizens of the country at the primary, secondary and tertiary levels both inside and outside the formal school system.

Formal education in Nigeria is therefore highly rated in the nation's development plans as education is viewed as the instrument for change and the attainment of national development goals. Nigeria currently operates a three tier formal educational system. This comprises basic education, senior secondary education and tertiary education. There are thousands of nursery, primary and secondary schools enrolling millions of children across the country. There are also some 200 Universities, Mono-technics and Polytechnics and Colleges of Education which enrol hundreds of thousands of students. These institutions have been set up and run by a variety of proprietors which include the Federal, State and Local Governments as well as corporate bodies, NGOs and individuals.

Informal Education

This is incidental learning inculcating knowledge, skills and attitude change. It can be picked up unintentionally in a market, any gathering or in conversation with people, friends, family members, elders, etc. It is often regarded as traditional (African) education which has been passed through socialization from one generation to the next.

Non-Formal Education (NFE)

This refers to an organized educational process given to adults as well as children outside formal schooling. Being an out-of-school activity, its scope is wide ranging and is often used interchangeably with adult education. While some scholars see the two terms to mean the same thing, others have attempted to draw some distinctions between them. For instance, it is argued that while adult education focuses mainly on adults, Non-Formal education extends to the youth and children. These children could be those in nursery schools, drop-outs, apprentices, the girl-child, children of nomads, children of migrant fishermen, the traditional Quranic school children and youth (almajirai) including those who have not been to school at all.

Non-Formal education, as practised in Nigeria, is any intentional and systematic educational enterprise outside the traditional settings in which content is adapted to the unique needs and situation of the learner to maximize learning and minimise the other elements which often occupy the formal system like roll calls, enforcing discipline and

close supervision. It is more learner-centred and result-oriented. Thus, in NFE, learners can leave at any time if they feel that they have achieved their goals or if their objectives are not being met.

Non-Formal education is like human relationships that have informal roles. It is less hierarchical in its structure. It has a curriculum that is focused on practical skills and knowledge for immediate application and a program that is based on flexible scheduling. In NFE, the learner is the one to decide on who to learn from, when to learn, where to learn, how to learn, why he/she learns and what to learn. Thus, NFE is quite broad, flexible and elastic.

Why Non-Formal Education?

The limited capacity of the formal system of education to cope with the various demands on education in Nigeria has necessitated the present advocacy process for Non-Formal Education. This is to correct the imbalances in the nation's formal education sector. It can greatly help the vast population of youth and adults who are stigmatized as failures from the formal school system by providing the following services:

- (i) Basic literacy or reading, writing and numeracy for both children and their illiterate parents, including apprentices and children of nomads and migrant fishermen.
- (ii) Bridging the gaps in learning achievements of marginalized groups like girls, school drop-outs, women, prisoners, the poor and the physically challenged.
- (iii) Technical and vocational education which is often lacking in our formal educational system.
- (iv) On-the-job training for practitioners and professionals who may not have the time for the full-time educational options.
- (v) Serving as the best means of civic or mass education, open education, aesthetic and cultural education in the present global knowledge environment.
- (vi) Serving as one of the tools for personal and professional competence and community development.

Non-Formal Education and Development

From the fore-going, Non-Formal education is essentially a development-oriented education. Unlike formal education which is highly limited in time and scope, Non-Formal education is very broad in scope and flexible to cover all the dimensions of human endeavours. Other reasons why Non-Formal education is more development-oriented than formal education are:

- (i) Non-Formal education is practical and skill-oriented.
- (ii) Non-Formal education is technical, need-oriented and community-based.

- (iii) It deals with all types of persons, occupational background and interests at every developmental stage.
- (iv) The ubiquitous nature of Non-Formal education makes it the best form of education for development in every culture.

Adult Education

The concept, adult education has, for a long time, suffered from conflicting definitions due largely to its varied connotations, emergence, goals and implications across cultures. Whatever the variations and considerations that are made, adult education denotes the entire body of organized educational processes which employ different methods and contents for various levels of clientele in the community. This involves acquisition of knowledge, skills and attitudes for the benefit of the individual and the larger society. Thus, adult education broadly speaking is a comprehensive and diverse mode of learning for all adults irrespective of their previous educational attainments. It is indeed an integral part of life-long learning or continuing education. The Hamburg Declaration of 1997 indicates that:

Adult Education denotes the entire body of ongoing learning processes, formal or otherwise, whereby people regarded as adults by the society to which they belong develop their abilities, enrich their knowledge and improve their technical or professional qualifications or turn them in a new direction to meet their own needs and those of their society. Adult learning encompasses both formal and continuing education, Non-Formal learning and the spectrum of informal and incidental learning available in a multicultural learning society where theory and practice-based approaches are recognized.

Adult education therefore covers the entire spectrum of learning from basic education to professional development occurring outside the formal school system. In fact, all forms of higher education by all the teachers and learners are adult education (Barikor, 2005). Other labels for adult education are distance education, continuing education, Non-Formal education, life-long education, popular education, vocational education, community education and professional education to mention a few.

Current Non-Formal Education Provision in Nigeria

Adult education has been identified as the most complex form of education the world over. In Nigeria, adult education is equally nebulous in scope, having many forms of provision. Some of the popular forms in which it is provided are:

- (a) Distance education, where education takes place without the presence of the teacher and structured classroom;
- (b) Educational broadcasting e.g. education by radio;

- (c) Literacy programs e.g. functional and basic literacy classes;
- (d) Agricultural extension, educational programs offered to farmers such as on the use of fertilizers, poultry farming, irrigation etc;
- (e) Extra-mural classes which are usually organized for school drop-outs; etc., and career education to mention only a few.

National Policy on Education

The 1969 National Curriculum Conference in Ibadan led to the 1973 National Conference on Education which sought to draft the first post-independence policy on education in Nigeria. The draft policy went through several filters and approval processes before it was finally printed and made public in 1977. Thus, it took Nigeria 17 years after independence to formulate and enforce a new national policy on education. The new policy which was revised in 1981, 1998 and 2004 has always devoted a section to the provision of Adult and Non-formal Education in Nigeria as the case in Section 6 of the 2004 policy shows.

There is no doubt that Section six of the current edition of the National Policy captioned *"Mass Literacy, Adult and Non-Formal Education"* was anchored on the need to provide adult basic education for millions of Nigerian adults and youth in line with EFA, MDGs and UBE goals.

National Commission and State Agencies for Mass Education

Although policies and programs concerning adult and Non-Formal education in Nigeria had been made during colonial rule and after independence, the setting-up of autonomous adult education outfits outside the ministerial structure is a recent development. The Nigerian National Council for Adult Education (NNCAE), an association of mainly academics in the practice of Adult Education, has since inception in 1971 advocated for the establishment of a national adult education agency for the country. This led to the setting-up of the adult education unit in the Federal Ministry of Education in 1974. The National Commission for Mass Literacy, Adult and Non-Formal Education however came into being and took off in 1991. Similarly all the thirty six State Governments of the Nigerian Federation are expected to have established agencies for Adult and Non-Formal Education.

The Federal Government also set up the National Commission for Nomadic Education (NCNE) in Kaduna in 1989. The NCNE was set up to cater for the educational needs of pastoral nomads and migrant fisher folks whose lifestyles and ways of life could not allow them to benefit from the conventional school system. The Commission had thus focused its attention and resources on meeting the educational needs of these communities, which include both children and adults.

Role of NGOs and Corporate Bodies

The provision of adult and Non-Formal education in Nigeria has not been the exclusive preserve of Government agencies alone. Indeed, from the outset, individuals, NGOs and corporate organizations have been very much involved in different forms of adult and Non-Formal educational undertakings.

Individuals such as Chief Timothy Oyesina in Ibadan (South-West of Nigeria) had made tremendous efforts to provide evening classes in literacy, extra-mural classes and vocational training. Non-Governmental organizations such as the Nigerian National Council for Adult Education (NNCAE); Baptist Convention; Young Men's Christian Association (YMCA); Federation of Muslim Women's Associations of Nigeria (FOMWAN); University Village Association (UNIVA) etc. have given considerable support to the development adult and Non-Formal education in Nigeria. This, they did through the establishment of programs and learning centers for different clientele in the society.

Similarly, corporate bodies led by the Universities support adult education in Nigeria through monitoring of training programs for adult education, research activities and dissemination of research output within the academic community and the larger society. Some of the major universities in Nigeria that are actively engaged in providing adult education training and research include those that are situated in Ibadan, Lagos, Ile-Ife, Benin, Port-Harcourt, Calabar, Nsukka, Kano, Jos, Maiduguri and Sokoto.

Statement of Problem

This study sought to determine the state of Nigeria's adult and Non-Formal education in terms of policy formulation, institutional structures, programs implementation and impact. This study is at the self-evaluation stage towards meeting the Association for the Development of Education in Africa (ADEA) goals.

Aims and Objectives of the Study

The study was aimed at helping Nigeria improve its policies and practices for the development of quality education especially as it concerns adult and Non-Formal education provision. Hence, the study examined adult and Non-Formal education in terms of its:

- (i) Policies and programs;
- (ii) Organizational structures;
- (iii) Instructional materials and strategies;
- (iv) Personnel;
- (v) Funding; and
- (vi) Evaluation.

The objectives of the study were to:

- (i) assess the performance of the adult and Non-Formal education sub-sector in terms of: policies and legal provisions, institutional structures, programs, available resources, and strategies;
- (ii) identify the strengths and weaknesses of the sub-sector's contribution to EFA goals;
- (iii) identify concrete workable steps towards improving the sub-sector's position in Nigeria's overall educational provisions.

Significance of the Study

- » Findings from the study are likely to assist in the identification of existing NFE programs that are most effective in improving the participation of adults and youth.
- » The findings should enrich the present review of the Nigeria National Policy on Education especially as it affects adult and Non-Formal education.
- » The results of the study will be shared with the communities, institutions and other stakeholders on EFA nationwide.
- » The findings can further provide basis for a nationwide study that will assess the impact of A&NFE in the attainment of the objectives of EFA and the Millennium Development Goals (MDGs).

Scope of the Study

The study was targeted at reviewing adult and Non-Formal education (A&NFE) institutions, policies, programs and documentations. Specifically, the A&NFE activities of all related institutions and organizations were studied. In essence, the study captured all the A&NFE programs in the country. These included a review of basic literacy, extra-mural studies, continuing education, vocational skills acquisition, nomadic adult education and other A&NFE programs.

Limitations of the Study

The self evaluation study of adult and Non-Formal basic education in Nigeria restricted its outreach to selected States, Local Government Councils, Institutions of Higher Learning and Non-Governmental Organizations (NGOs) in each of the six geopolitical zones. Peculiar prospects and challenges of adult and Non-Formal education service delivery in areas not visited therefore were not highlighted. Interventions of Development Partners have been mentioned but they have not been contacted to air their views on the subject matter.

Chapter Two

METHODOLOGY

This chapter presents the study procedures employed. These procedures include the research design, population, sample and sampling procedure, instrumentation, data collection and method of data analysis.

Research Design

The descriptive survey research design was used to review the complexities of program activities and performance of A&NFE institutions in Nigeria.

Population of the Study

The population of the study includes all A&NFE institutions operated by Federal, State and Local Governments and privately owned institutions operated by Non-Governmental Organizations.

Sample and Sampling Techniques

For this study, a combination of stratified and purposive sampling was adopted to select samples for the study. The choice of the techniques was made because of the heterogeneous nature of the population in terms of spatial coverage, number of operators, nature of clientele and diversity of programs.

All federal agencies responsible for policy and implementation of A&NFE programs such as Federal Ministry of Education, the National Commission for Mass Literacy, Adult and Non-Formal Education, National Commission for Nomadic Education and the Universal Basic Education Commission were included.

In order to sample A&NFE organizations at the State level and the State Agencies for Mass Education (SAME), one State from each of the existing six geopolitical zones namely, North-West, North-East, North- Central, South-West, South-East and South-South, was randomly selected. Thus, Bauchi, Bayelsa, Enugu, Oyo, Plateau, Zamfara and the Federal Capital Territory were sampled.

To ascertain capacity building opportunities and initiatives, tertiary institutions providing education and training in A&NFE were also sampled from each zone.

In all, a total of five hundred and seventeen (517) respondents were sampled for the study. The distribution of samples is presented in Table below.

Study Sample

No	Institution	Respondent	Number
1	FME	Directors	5
2	NMEC	Executive Secretary, Directors	5
3	NCNE	Executive Secretary, Director monitoring and Evaluation. Director, program Development	3
4	UBEC	Executive Secretary and Director Social Mobilisation	2
5	(SAME)State Agencies for Mass Ed.	Executive Directors, Deputy Director, programs, Heads of Departments	4
6	LGEAs (3 LGEAs / State and 2 Area Councils for FCT, Abuja)	Adult Education Officers 6 per State (2) from each LGA/Area Council	40
7	Kano Centre	National Centre for Adult Non-Formal Education	1
8	University Centers and Departments a) University of Jos b) University of Port-Harcourt c) Usmanu Danfodiyo University, Sokoto d) University of Nigeria, Nsukka e) University of Ibadan, Ibadan	(i) Centre for Continuing Education (ii) Centre for Nomadic Education (i) Nomadic Education Centre (ii)Department of Adult and Non-Formal Education Centre (iii) Collage of Continuing Education (CCE) (i) Dept. of Adult Education and Extension Services (ii) Nomadic Education Centre (i) Dept. of Adult Education and Extra-mural Studies (ii) Extra-Mural Studies Unit. (i) Dept. of Adult Education (ii) Centre for Literacy Training and Development program for Africa (iii) Distance Learning Centre	2 3 2 2 1
9	Non-Governmental Organizations (NGOs)	Two (2) NGOs per State were selected + FCT	14
10	Adult Education Training Institute Bauchi	TBD TBD	8
11	Adult and Youth learners	Three centers per State (i.e. $3 \times 6 = 18$) and 2 for FCT (Total = 20 centers) Ten (10) persons per centre (i.e. $10 \times 20 = 200$)	200

No	Institution	Respondent	Number
12	Members of community	Three centers per State (i.e. $3 \times 6 = 18$) and 2 for FCT (Total = 20 centre) Ten (10) persons per centre (i.e. $10 \times 20 = 200$)	200
13	State Ministry of Education (SMoE)/ State Universal Basic Education Board (SUBEB)	TBD TBD	21
14	Pastoral Resolve km 26 Abuja – Kaduna Road	TBD TBD	2
Total			517

Instrumentation

Five (5) instruments were used for data collection namely:

- (i) Institutional Evaluation Questionnaire
- (ii) Policy Issues Interview Schedule
- (iii) Program Evaluation Questionnaire
- (iv) Focus Group Discussion (Participants) Guide
- (v) Focus Group Discussion (Community) Guide

Development of Instruments

Instruments for the study were developed by members of the National Technical Committee which comprised experts in Adult and Non-Formal Education and from NMEC, NCNE, and the Universities.

Institutional Evaluation Questionnaire

This instrument was administered on institutions and agencies, which provided Adult and Non-Formal Education in Nigeria (FME, UBEC, NMEC, NCNE, SAME, Universities, and institutes/centers). The 23- item instrument solicited information on institutions mission, vision, objectives, functions, structure, type of clientele served, staff and their qualifications, sources of funds, major achievements, problems and suggestions for improvement among others.

Policy Issues Interview Schedule

An interview schedule with open-ended questions was administered on Local Government area councils, SMOEs/SUBEBs and NGOs. It had three sections. Section A dealt with policy formulation and implementation issues; Section B solicited information on

impact of funding while Section C was concerned with impact of policy on the structure of the institution and agencies.

Program Evaluation Questionnaire

The program Evaluation instrument was administered on NMEC, SAME, NCNE, Universities, Institutes, NGOs and LGCs. The instrument consisted of nine sections (A – I). Sections A, B, C and D focused on the nature of programs and targets, teaching and learning process, language and curriculum, learning environment and support services Section. E. F. G. H. and I were concerned with issues like personnel recruitment and development, program, monitoring, evaluation and management.

Focus Group Discussion Guide (Participants)

This instrument contains twelve guiding questions for participants that solicit information on when they started the program, motivation to participate, usefulness of the program, cost of the program (time, money etc.), satisfaction with services provided, benefits to community, problems and suggestions.

Focus Group Discussion Guide - Community

This instrument contains nine guiding questions to aid discussion with members of the community. The items focus on length of residency in the community, awareness of existence of Adult Education program in the community, contribution of community members to the program, knowledge of and relationship with participant(s), usefulness of program to participants and community and ways the program could be enhanced.

Administration of Instruments

Questionnaires were delivered to respondents and collected after a few days. Face-to-face oral interview was also used to elicit information on some policy issues. Adult learner including men and women were targeted through Focus Group Discussions (FGDs).

Field Activities

Twelve members of the National Technical Committee (NTC), 69 research assistants and two interpreters from each state were involved in the field work which lasted 10 days.

Training for field officers was done at two levels with the aid of a Briefing Manual. The first level was for members of the National Technical Committee and the second level was for the Research Assistants at the State level.



➡ Infrastructure: The Ebony State UBE Headquarters
© Collection A. B.

Data Analysis

Data collected were analyzed using three procedures namely:

- (i) Content analysis
- (ii) Triangulation
- (iii) Descriptive statistics

The Content analysis procedure involved the codification, classification and interpretation of A&NFE documents policies, program, implementation and organizational changes.

Triangulation employed involved a synthesis of the policy documents and laws establishing the institutions and agencies, analyzed data as well as oral and written submissions of participants.

The descriptive statistics (frequency counts and percentages) was used in analyzing the data.

Chapter Three

POLICY ANALYSIS

Currently, Nigeria constitutionally allows all levels of Government, Non-Governmental Organizations and individuals in Nigeria to set up and operate schools and learning centers. However, these must take place within the ambit of set rules and guidelines to ensure quality and standards.

This segment of the report presents responses of seventy key players of adult and Non-Formal education provision in the country. The report is organized and presented thematically showing the state of adult and Non-Formal education in Nigeria.

Legislation and Function

The National Policy on Education, (1977) was published after several years of consultations and legislative processes with stakeholders across the country. Section six of the National Policy document entitled; “Mass literacy, Adult and Non-Formal Education” clearly defines goals of Adult Education in Nigeria and roles expected of each level of Government for policy implementation. Also, the 1999 constitution recognizes education at all levels as a right of individuals.

These policies are implemented by the federal, state and local Governments through specified agencies and institutions. States and local Governments are also free to formulate policies on adult and Non-Formal education to suit their peculiar needs. However, these are expected to be in tune with the National Policy on Education.

Establishment of Agencies and Commission

In 1974, the Federal Ministry of Education set up an Adult Education Unit. In 1985, the Federal Government set up the National Centre for Adult Education at Kano. Subsequently the following were also set up: National Commission for Mass Literacy, Adult and Non-Formal Education (NMEC) (established by Decree 17 of 1990); the National Commission for Nomadic Education (NCNE) (established by Decree 41 of 1989); the Universal Basic Education Commission (UBEC) (established by Act of parliament, 2004); and the National Teachers Institute (established in 1976).



Infrastructure: The Office of the director of a Non-Formal centre during the peer interview
© Collection A. B.

Objectives for Establishing the Organizations

From the responses of the various respondents and what could be discerned from policy documents and legal instruments, the goals of the various adult and Non-Formal education organizations in Nigeria were similar and related to their functions. At the ministerial level, whether federal or state, the Ministry of Education formulates and implements policies, channels resources to its agencies and subsidiaries, liaises with external bodies and evaluates progress.

Both NCNE and UBEC were set up by the federal Government as intervention measures to assist the States and local Governments deal effectively with their basic educational responsibilities. By 2000 every State including the FCT had set up its own State Agency for Mass Education.

The Federal Ministry of Education, according to the National Policy on Education (FME, 2004) is responsible for policy formulation on adult and Non-Formal education in Nigeria. It is also the body that could enter into dialogue with development partners and other foreign stakeholders on adult and Non-Formal education. The objectives for setting up

of adult and Non-Formal education parastatals and agencies at both the national and state levels as stated by the National Policy on Education were to:

- (i) Implement the national policy on mass literacy, adult and Non-Formal education in their areas of jurisdiction.
- (ii) Plan, research, develop and manage programs according to their mandates.
- (iii) Monitor and ensure quality control and standards in policy implementation.
- (iv) Train adult and Non-Formal education personnel.
- (v) Liaise with local, national and international organizations and corporate bodies for the implementation of adult education programs.
- (vi) Develop curricula and instructional materials and techniques for the delivery of adult and Non-Formal education programs.

Procedures for Policy Formulation and Implementation

Educational policy formulation at the national level usually goes through the relevant organs of the Federal Ministry of Education. These organs are the Joint Consultative Committee on Education (JCCE) and the National Council on Education (NCE). Policies could be initiated within the various sections of the Federal Ministry of Education and its parastatals or from the States that are represented on the JCCE and the NCE.

At the level of individual parastatals or Government agencies, such as UBEC, NMEC and NCNE and SAME, policies are formulated through management and governing board decisions. In some cases the Federal Executive Council and the National Assembly are involved.

Adult and Non-Formal education policies are often implemented by the Government agencies which formulated them, their institutions and subsidiaries. This could come in form of coordination of activities, research and program development, disbursement of funds, monitoring and evaluation.

Policy Focus

While Government and indeed Non-Governmental Organizations have focused on the many different facets of adult and Non-Formal education, it appears that literacy has tended to take the most attention. Nigeria has actually seen so many literacy campaigns from the colonial era to date. These include:

- (i) Mass Education campaigning in the 1940s.
- (ii) The Public Enlightenment Campaign of the Northern Regional Government from 1954 to 1966.

- (iii) Functional Literacy Projects 1969
- (iv) EEC Literacy and Non-Formal Education program in Middle Belt in the 1990s.
- (v) The National Mass Literacy Campaign (launched in 1982 and relaunched in 1992)
- (vi) The UNDP supported literacy campaign in the country from 1994 to 1998.

Government at all levels in Nigeria seems to be preoccupied with literacy more than any other adult and Non-Formal education activity, perhaps because of the realization of the unacceptably high illiteracy rates in the country.

Policy Effectiveness or Ineffectiveness

Responses to this issue were rather vague. Some respondents measured the effectiveness of their policies in terms of levels of enrolment and completion. However, respondents highlighted inhibitions to proper policy implementation. Some of the major problems include:

- (i) Inadequate funding and irregular disbursement of budgetary allocations. Capital budgets are hardly released at all.
- (ii) Inadequate numbers of trained adult and Non-Formal education personnel.
- (iii) Problems of logistics. Very few resources could be raised to meet basic logistical support for monitoring policy implementation.
- (iv) Non-compliance by implementing agencies and in some cases lack of understanding of policies by their supposed implementers.
- (v) Undue interference in the states by some governors.

Nevertheless, suggestions were made on some desired policy changes. These are:

- (i) Better funding of adult and Non-Formal education.
- (ii) UBE law to incorporate the funding of adult and Non-Formal education in the States.
- (iii) Expansion adult and Non-Formal education centers.
- (iv) Re-training of existing adult education personnel.
- (v) Recruitment of qualified staff.

Sources of Funds

Government bodies such as ministries, parastatals and units at all levels rely mainly on Government for funds. Donor agencies such as UNICEF, UNDP, DFID, etc. also provide grants. For universities, participation fees and charges form part of their revenue base.

In terms of financial discipline, transparency and accountability in resource management, the agencies and units followed the established due process. This includes securing approvals for procurement and disbursement of funds. There was also internal and external auditing as well as departmental internal checking and cross checking.

Communication Channels

There are quite a few mechanisms through which adult and Non-Formal educational organizations communicate within themselves. A number of these channels were identified by the respondents to include the following: Letters, Memoranda, Circulars, Reports, Handbills, Advertisements, Meetings, briefings and Radio broadcasts.

However, for more involvement of stake holders, consultation and mobilization is thought to be an important way of breaking communication barriers.

Chapter Four

INSTITUTIONAL EVALUATION

This chapter presents and discusses the data collected on institutional evaluation.

Name and Location of Institution

The following table shows the names, locations, and years of establishment and proprietors of the institutions that were included in the study. The table also indicates the number of respondents from each of the institutions.

Institutions sampled for the Study

N°	Names of Institutions	Location & Address	Re-spondents	%	Year of Establish-ment	Name of Proprietor
1	Dept. of Adult Educ. University of Nigeria	Nsukka, Enugu State	3	6.8	1980	FGN
2	State Agency for Mass Education (SAME) Enugu	40 Neni Str. Ogui N/ Layout Enugu	2	4.5	1991	Enugu State Govt.
3	State Ministry of Education. (SMoE), Bayelsa	Yenegoa, Bayelsa State	2	4.5	1996	Bayelsa State Govt.
4	State Agency For Mass Education (SAME), Bayelsa	Federal Road Safety Rd. Yenegoa	4	9.1	1991	Bayelsa State Govt.
5	Future Leaders Comprehensive College, Bayelsa	Ogbia town, Bayelsa State	1	2.3	1992	NGO
6	College of Continuing Education, Univ. of Port Harcourt (UNIPORT)	Nkpolu oroworukwu, Port Harcourt	1	2.3	1983	FGN
7	Nomadic Education Centre Univ. of Port Harcourt(UNIPORT)	Choba, Port Harcourt	1	2.3	1992	FGN
8	Yenegoa Local Government Area Bayelsa State	Yenegoa	1	2.3	1976	Local Govt.
9	Centre For Nomadic Education, Univ. of Jos (UNIJOS)	University of Jos, Jos	1	2.3	1990	FGN

N°	Names of Institutions	Location & Address	Re-spondents	%	Year of Establish-ment	Name of Proprietor
10	Centre for Continuing Education, Univ. of Jos (UNIJOS)	Murtala Mohammed Way, Jos	1	2.3	1979	FGN
11	State Agency For Mass Education (Now Directorate for A&NFE), Plateau	J .D. Gomwalk Secretariat, BEPCO Bldg, Jos	4	9.1	1988	Plateau State Govt.
12	Federal Capital Territory (FCT) Agency for Mass Education	Maitama Sule Str. Asokoro district, Abuja	4	9.1	1991	FCT
13	Universal Basic Education Commission (UBEC)	7 Gwani Street, Wuse Zone 4 Abuja	2	4.5	2004	FGN
14	Federal Ministry of Education	New Federal Secretariat, Shehu Shagari way, Abuja	1	2.3	1929	FGN
15	Federal Ministry of Education Women Basic Education	New federal Secretariat, Shehu Shagari Way, Abuja	1	2.3	NA	FGN
16	Agency For Nomadic Education, Gusau, Zamfara State	Gen.Sani Abacha way, Gusau	1	2.3	1996	FGN
17	State Agency for Mass Education, Gusau, Zamfara State	Block 6, Mallam Yahaya Gusau Secretariat	1	2.3	1996	State Govt.
18	Vocational & Continuing Educ. Dept,	Zamfara SAME	1	2.3	1996	State Govt.
19	Usmanu Danfodiyo University, Sokoto	Sokoto	1	2.3	1975	FGN
20	State Agency For A&NFE(SAME) Oyo	Ibadan, c/o Governors office Agodi, Ibadan	4	9.1	1987	State Govt.
21	Adult Education Dept, University of Ibadan (U.I)	University of Ibadan, Ibadan	1	2.3	1949	FGN
22	Centre for Literacy Training & Devt program for Africa, UI	University of Ibadan, Ibadan	1	2.3	1998	FGN
23	Distance Learning Centre, UI	20 Awolowo Avenue, Old Bodija, Ibadan	1	2.3	1988	FGN
24	A&NFE Institute, Kangere, Bauchi	Kangere, Bauchi	1	2.3	1978	State Govt.
25	A&NFE Agency (SAME), Bauchi	Ilela Street, Bauchi	3	6.8	1986	State Govt.
TOTAL			44	100		

Mission and Vision of Institutions

A synthesis of the various mission and vision statements for Adult and Non-Formal Education is as summarized below:

- » Provision of functional literacy through continuing and life-long education programs to youth and adults outside the formal education system as well as nomadic population
- » Eradication of illiteracy, poverty reduction, and job creation
- » Provision of middle-level manpower for the Adult and Non-Formal Education sub-sector
- » Collaboration among related agencies to ensure the realization of the nation's Education for All (EFA) goals.

Goals and Objectives of Institutions

The goals and objectives of the various institutions are presented as follows: 7 (28%) of the institutions indicated that the provision of awareness for continuing education and vocational programs for youth and adults' was their goal. For another 7 (28%) they wanted "to serve as vehicles for the eradication of illiteracy"; while for 3 (12%) it was 'to serve as a vehicle for fostering positive attitudinal changes among the people for sound development'; and 1 (4%) wanted to lay down and harmonize policies for A&NFE'.

Functions of Institutions

Common grounds were observed in the functions of the institutions under study. Result indicates that for 5 (20%) of the respondents, their institutions' functions included organizing literacy classes and programs for vocational skills acquisition; 5 (20%) reported 'monitoring, supervision and inspection' as well as staff training while 3 (12%) signified material development. For another 3 (12%), their functions were 'teaching, research, consultancy services, advocacy and sensitisation.

Structure of Institutions

Concerning the structure of the institutions, result shows that 10 (13.9%) respondents had Departments of Planning, Research and Statistics as well as Administration and Finance, Finance and Accounts/Supply, and Vocational/ Continuing/Remedial Education. Five (6.4%) had Departments of Women Education/ Empowerment; 4 (5.5%) the Departments of Adult Education, Mass literacy and Inspectorate respectively. Three (4.2%) had Departments of Monitoring and Evaluation; 2 (2.8%) ; Departments of Administration and Finance, Academic/ Educational Support Services, Nomadic Education, Primary/Secondary/ Teacher Education, Higher Education, Home Economics and

Materials Development. While one (1.4%) institution had the Departments of Planning and Information Management, Social Mobilization; Science and Technology Education and Examination and Records.

Type of Clientele Served

Results obtained show that eight types of clientele were served by the various institutions. These are 29 (18.8%) non-literate adults, 26 (16.9%) out-of-school children, 24 (15.6%) extra-mural students, 19 (112.3%) Quranic school pupils, 18 (11.7%) prison inmates, 16 (10.4%) nomadic pastoralists, 12 (7.8%) degree/sub-degree students and 10 (6.5%) migrant fisher folks. Other clientele include consultancies for UNICEF and Federal Government of Nigeria; Palm wine tappers, road side mechanics, market women and migrant farmers' children.

Scope of Operation

The analysis of the scope of operation shows that 11 of the institutions operate at the national level, 17 operate at regional /State level while 15 operate at local Government level.

Learning Centers

The outcome of the study recorded 1,230 Learning Centers set up by eight institutions. Oyo State Agency for Mass Education had the highest number of centers (430) followed by Zamfara State's Vocational and Continuing Education Department with 365 centers, Bayelsa State Agency for Mass Education had 319 and the Federal Capital Territory Agency for Mass Education (FCT, AME) with 57 centers.

Status and Number of Staff

The status of staff members was established on three levels: full-time, part-time and casual. Results indicate that 10 institutions had full-time staff only, 4 had full-time and part-time staff members, 6 had full-time, part-time and casual staff members only. One had part-time staff and 2 had full-time and casual staff. Two institutions did not respond to the item. In terms of number, there were 4416 staff which consisted of 3575 full-time, 806 part-time and 35 casual members of staff.

Qualifications of staff

The data on the qualifications of staff in the responding institutions involved some 4,165 staff. 49 (1.2%) hold Doctor of Philosophy (Ph.D) degree, 126 (3.0%) hold Masters degree, 150 (3.6%) hold B.Ed, 15 (0.4%) had Post Graduate Diploma (PGD), 95 (2.3%)

had BA/ B.Sc, 76 (1.8%) and 75(1.8%) had the Higher National Diploma (HND) and Nigeria Certificate in Education (NCE) certificates respectively. Others have National Diploma (ND)-565 (13.6%); TCII / HIS (244 or 5.9%), SSCE / GCE (2030 or 48.7%), Certificate in Education (122 or 2.9%), FSLC (191 or 4.6%) and Literacy Certificate (LC)-241 (5.8%). Indeed only 225 (5.4%) have at least the minimum qualification of Nigeria Certificate in Education (NCE).

Sources of Funds

Concerning sources of funds, findings show that 18 (72.0%) of the institutions' were funded by Government, one (4.0%) got funds from the private sector, 9 (36.0%) from participation fees and charges, while 7 (28.0%) from grants reveals that 10(40.0%) of the institutions have more than one source of funding.

When asked the amount of money received, only six (24.0%) of the institutions responded. Findings are presented as Plateau State Agency for Mass Education (PSAME)- N25,000,000.00; Zamfara State Agency for Mass Education (ZSAME)- N80,967,677.00 and Oyo State Agency for Mass Education- N16,000,000.00 (Government sources).

Future Leaders' Comprehensive College , Ogbia town, Bayelsa State- N5,500 .00; Adult and Non-Formal Education (A&NFE) Institute, Kangere, Bauchi State - N900,000.00, and A&NFE Agency, Bauchi State - N910,000.00 (from participation fees).

Major achievements

The major achievements vary from one institution to another. However, further analysis reveals that a major achievement for 9 (36.0%) institutions lay in training of learners/ graduates/middle level manpower. Next to this is capacity building for personnel (6 institutions or 24.0%), increased enrolment of learners, and completion rate (5 institutions or 20.0%) each; establishment of NGOs and literacy- by- radio centers/vocational centers (3 or 12.0%) Other achievements include production of publications and course materials, mainstreaming learners into formal school (JSS) and mobilization of communities on the importance of A&NFE (2 each or 8.0%). Further successes have been chalked in research, improvement on teaching methods, attracting more girls to participate in adult education programs, rehabilitation of schools, attainment of 100% results in examinations, scholarship for orphans, workshops/seminars, development of strategic plan and community service (1 institution each or 4.0%).

Key Challenges

In spite of the major achievements recorded by the institutions, challenges militating against certain programs were also identified. Some of these are inadequate funding at

all levels (80.0%) coupled with inadequate learning/instructional materials, equipment and staffing. Other major problem areas are poor appreciation of A&NFE programs and low quality of instructors; inadequate infrastructure, lack of vehicles for monitoring, mobilization and materials distribution; lack of political will on the part of Governments and lack of accommodation; unsuitable organizational structure, dilapidated conditions of classes/centers; lack of private sector participation and lack of opportunity for exchange programs.

Suggestions for Addressing these Challenges

The suggestions towards redressing the challenges indicate that 14 (56.0%) institutions think Government (Federal and State) and all stakeholders should work towards adequate funding of the sub-sector to enable them perform their activities adequately. Mobilization, sensitization and advocacy visits to communities were recommended. Involvement of NGOs was suggested by 7 (28.0%) institutions while 4 (16.0%) suggested the recruitment of qualified professional staff as a means of addressing the problem of staffing. Other suggestions include: capacity building for personnel (3 institutions or 12.0%); provision of vehicles by Federal and State Governments; provision of instructional materials and facilities and construction/renovation of buildings (2 or 8.0% each). One (4.0%) of the institutions suggested improvement of conditions of service of staff, direct funding from UBEC; provision of opportunities for consultancy; more collaboration with donor / development partners; deduction of funds for A&NFE from source, payment of school fees and sensitization within the Federal Ministry of Education. Further suggestions include assistance from parents, concession of more university land to institute/centers for expansion; incorporation of NFE into UBEC, restructuring the Agency for A&NFE; sensitization of politicians to appreciate the importance of the A&NFE agencies; and expansion of the A&NFE program.

Collaborating Agencies

The study revealed that institutions collaborate with a number of Agencies ranging from International Development Partners to local NGOs/CBOs. An analysis of the pattern of collaboration shows that 12(48.0%) of institutions collaborate with international Development Partners (UNICEF, UNESCO, Action Aid, UNDP, USAID, World Bank, DFID, etc), Each of them collaborates with National Mass Education Commission (NMEC); Nigeria National Council for Adult Education (NNCAE) and Universities / Colleges of Education respectively. Four (16.0%) institutions collaborate with NGOs (eg FREE, WRAPA, NOGALSS)/CBOS, 3 (12.0%) with State and local Governments, 2 with Faith-based/voluntary organizations, and one (4.0%) collaborates with NCNE, Government departments (Health, Agriculture, Cooperatives etc.), SUBEBs, PPSMB and Scholarship Board.



➡ Programs and strategies of the Non-Formal subsector pay particular attention to women's educational issues.
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➡ When both Mom and Dad go to school, caring for the child is truly a shared responsibility. Here a family attends Non-Formal education classes at a centre near Abuja
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Nature of partnership

The nature of partnership varied from one institution to another. However, analysis of common grounds among the various institutions indicates that for 9 (36.0%) of the institutions, the nature of the partnership relates to capacity building; 3 (12.0%) on consultancy, quality control and service delivery and one (4.0%) on coordination and supervision, program execution, experience sharing, donor financing and establishment of literacy classes.

Benefits deriving from such Partnership

A follow-up question required the respondents to state the benefits of such partnerships. The responses reveal that capacity building/training of staff/instructors was the greatest benefit which 12 (48.0%) institutions derived. For 5 (20.0%) of the institutions, the benefits relate to availability/provision of human/material resources and grassroots mobilisation. The benefits for 2 (8.0%) institutions relate to increased enrolment, funding of projects, and uniformity/recognition of certificates awarded, while for one (4.0%) the derived benefits as on the establishment of learning centers, improved efficiency and performance, increase in the number of programs and classes, employment, experience sharing, standardization of administration, academic programs, and solving nomadic education problems.

Budget for programs

The budget and expenditure profiles of the institutions for a period of five years (2001-2005) were analyzed. Eight State Agencies for Mass Education (SAME), Enugu; Plateau, Oyo, Zamfara and FCT AME; Agencies for Nomadic Education, Gusau; Adult Education Department and Distance learning, University of Ibadan out of the 25 institutions reported their budget and expenditure for the period under consideration.

Reports also show that the total approved budget for the eight institutions over the period was N2,136,471,814.98 and the total expenditure was N1,270,397,949.88 representing 59.5% of the approved budget.

Chapter Five

PROGRAMS AND STRATEGIES

This chapter presents the current programs and strategies of Adult and Non-Formal Education (A&NFE) in Nigeria. It highlights data on program types and targets, learning environment, learning support services, delivery strategies, human resources, monitoring and evaluation, program impact, funding and management.

Commencement of A&NFE programs

The first adult education programs started in Nigeria between 1947 and 1956. However, most A&NFE programs started in Nigeria between 1987 and 1996 with 30.0% made available between 1997 and 2006, 20.0% between 1977 and 1986, 12.0% between 1967 and 1976, 4.0% between 1957 and 1966, and 2.0% between 1947 and 1956.

Types of programs

According to the survey conducted, adult basic and functional literacy programs are well-established in all the geo-political zones.(25.4%). Vocational skills acquisition was also a key A&NFE program and accounted for 23.4%. Adult post-literacy, remedial and nomadic education programs accounted for 20.2%, 14.9% and 8.9% respectively, while others had 7.3%.

The dominance of adult basic and functional literacy programs could be as a result of the low national literacy rate, which is still put at about 57.4%, leaving an estimated 60 million people in the country as non-literates. Furthermore, the results reveal that the respondents' interests in making an effective living plays an important role in their responses to such programs as vocational and skills acquisition. For instance, vocational skills acquisition has greatly enhanced the skills of those who have been able to go through the program by improving their product quality and quantity. Such products include hides and skin, cheese, beef and fish. The prime place of adult basic and functional literacy program is corroborated by the results of the Focus Group Discussions.

Objectives of A&NFE programs

The prominence given to the eradication of illiteracy and functional literacy further confirms that Adult Literacy is the thrust of the adult education programs in the country. The dominant focus of A&NFE programs is the eradication of illiteracy (41.3%). This is closely followed by functional literacy (26.7%) while advancement in knowledge and skills of learners was 20%. The agencies did not give much attention to the improvement of quality of life of the participants (12.0%).

Nature of Target Groups

Non-literate adults were the largest group served (23.5%). This was followed by the out-of-school youth (19.9%) while Quranic school pupils/learners made up 12.0%. Others in the list are extra-mural students (11.6%), prison inmates (10.0%), migrant fishermen (6.4%), sub-degree/degree students (5.2%) and others (2.0%). The high percentage of non-literate adults gives credence to the priority accorded to literacy programs by A&NFE institutions in Nigeria.

Enrolment into A&NFE programs

The data on enrolment into A&NFE program shows that a total of 1,098,575 people, made up of 675,400 (61.5%) males and 423,175 (38.5%) females were enrolled in A&NFE in five years. The highest enrolment was recorded in 2005 (247,447) while the lowest was in 2003 (203,199). The highest male enrolment was in 2005 (156,969) while the highest female enrolment was in 2004 (92,547). Male enrolment was lowest in 2003 (121,280) and for the females in 2001 (76,833). Male enrolment decreased steadily from 2001 to 2003 and increased from 2004 to 2005 while female enrolment was on the increase from 2001 to 2004 and decreased in 2005.

The highest enrolment was recorded in the FCT (338,286) and the lowest in Bayelsa State (28,688). In all the geopolitical zones, enrolments varied across the years and among males and females.

Age Range of Participants

The clientele served by A&NFE programs covers different age brackets with the 31-40 age range recording the highest percentage of participants (48.2%). This was followed by age bracket 41-50 with 39.7%, age group 15-20 (7.6%), below age 15 (2.8%) and age bracket 61-80 (1.7%). The 31-40 age bracket is the active population group and its high level of participation in A&NFE programs suggests that there would be a well-developed human resource base for the country in the future. The foregoing suggests that age-group structure should be taken into cognizance when planning for A&NFE programs.

Languages of Instruction

Hausa is the major local language of instruction (26.4%) used mainly in Zamfara, Plateau and Bauchi States. Igbo is the major language in Enugu State and Yoruba in Oyo State.

English is the dominant language of instruction in all the zones (45.9%) followed by Hausa (26.4%) and dominant local languages (17.0%), e.g. Bayelsa State. There is a heavy reliance on English, which is a second language in Nigeria. This is not in line with the principles of literacy teaching, which encourages the use of the mother tongue as a priority over the second language. This is so because although Adult Basic Literacy was found to be the dominant program in all parts of the country, requiring literacy teaching in the mother tongue, considering the fact that English language is Nigeria's official lingua franca, it has understandably become the preferred language.

Approaches Used to Determine Contents of the Curriculum

Curricular relevance has become one of the key issues in the design and development of curricula for various levels of education in Nigeria. This may have been responsible for the item on the approaches for determining contents of the curriculum. Seven approaches were listed by the respondents. Cultural approach appears to be the major approach used by 25.9% of the respondents in determining the contents of the curriculum. This is followed by religious, syllabus-based, socioeconomic, national harmonised curriculum from NMEC and scheme of work and lesson plan approaches. Others (i.e. unspecified approaches), according to 12.1% of the respondents are used in determining the curriculum content.

Community Involvement in Curriculum Development

The participants and indeed the community have not been involved in the development of the curriculum content. About 65.7% of them confirmed that the community was not involved in the determination of curriculum content. It was not immediately possible to determine reasons for the non-involvement of the participants, though it might not be unconnected with the fact that adult education curriculum development is always a centralized issue in Nigeria.

Link Between Curriculum Content and Learning Needs

On the issue of the link between contents of the curriculum and learners' needs, the results show that there is a relationship between the curriculum content and the learning needs of the participants. Looking at the overall result, there was 80.0% positive as against 20.0% negative responses of the participants. However, as regards the needs of

the nomadic pastoral and migrant fishermen, no response was enlisted, as it was shown that their interest has not been adequately taken care of in the design of the curriculum.

Interest of Children Affected by HIV/AIDS in the Curriculum

The interest of children affected by HIV/AIDS was considered in the design and development of the curriculum. With the spread of HIV/AIDS to all parts of the country, it is essential that A&NFE programs should consider the inclusion of HIV/AIDS issues in their curriculum. This is especially so when the data show that 48.1% of the respondents stated that the interest of children affected by HIV/AIDS was not considered.

Life Skills Reflected in the Curriculum

In order to further assess the quality of A&NFE programs, an evaluation was made of the extent of reflection of life skills in the curriculum. Self-esteem is well reflected in the curriculum in all the zones except the FCT and Bayelsa State. Assertiveness is well reflected in Oyo, Zamfara and Enugu States but not well reflected in other States. Negotiation is well reflected in Plateau and Enugu States but minimally reflected in Oyo, Zamfara and Bauchi States. Conflict resolution is well reflected in Oyo, Enugu, Plateau, Zamfara and Bauchi States. Both negotiation and conflict resolution are not reflected at all in the FCT. The skill of co-operation is well reflected in all the States and not the FCT. The implication is that, apart from the FCT, all the indices of life skills are well reflected in adult education curricula in all the States. The skill of co-operation has the highest frequency, closely followed by self-esteem, conflict resolution and assertiveness. Negotiation has the lowest frequency.

Available Instructional Materials

Instructional materials that were available and used especially in the literacy centers included classroom-based materials like exercise books, chalkboards, pencils, pens/biros and erasers. The responses also indicate that exercise books (18.3%) topped the list of available instructional materials while tools (7.6%) were the least available.

Involvement of Learners in the Development of Instructional Materials

Thirty-two (48.5%) of the respondents indicated that learners were involved in the development of instructional materials while 34 (51.5%) disagreed. Learners' involvement in the development of instructional materials is essential as it would further enhance their participation in the teaching-learning processes. It will also enhance their skills acquisition which is one of the objectives of the program.

Providers of Instructional Materials

Effective learning in A&NFE centers requires learning materials and general support. It was found that learners, especially those in basic literacy, post-literacy and vocational women programs including girl-child in NFE centers, received instructional materials from different sources, in addition to their individual contributions. However, State Agencies for Mass Education provide more materials as confirmed by 18.9% of the A&NFE institutions as against 14.6% and 13.7% provided by NMEC and NGOs respectively. Donor agencies such as UNICEF, UNESCO, etc., account for up to 15.1% of the sources of instructional materials provided for A&NFE agencies in Nigeria.

Major Mobilization Approaches

A&NFE practices and strategies require effective public relations campaigns especially to galvanize support for effective participation of all stakeholders. This study identified five (5) approaches used in the promotion of programs of sampled A&NFE agencies. The approaches include public announcement (25.3%), community leaders (17.7%), religious institutions (15.2%), associations and clubs (14.6%), organizers and instructors (12.0%), others (8.9%) and participants (6.3%).

The data reveals that religious institutions, as a category, is the major Channel adopted in Plateau and Enugu States, while Bayelsa and Zamfara States have also adopted this approach but not to a great extent. Public announcement is the major approach in Plateau, Bayelsa, Enugu and Bauchi States. Community leaders are also the dominant channel in Plateau, Bauchi, Enugu, Bayelsa States while it is a minimal approach in Zamfara State and the FCT.

The use of participants is dominant in Plateau State, but not so in Bayelsa, Zamfara, the FCT and Oyo. In Bauchi and Enugu States, this approach is not adopted at all. The dominant approach in Bayelsa State is through associations and clubs.

In all, the major approaches adopted in the zones are public announcements, community leaders, religious institutions, associations and clubs as channels, while the least prominent approach is the use organisers, instructors, and participants.

Contributions made by Focus Community on programs

The level of commitment of the target communities can also influence the success of program implementation. Commitment level could be ascertained from the nature of contributions offered. The results have shown variety of ways through which focused communities made their mark in program implementation.

In Plateau, Bayelsa, Zamfara, Enugu and Oyo States, community contributions in the form of participation as learners are highest in that order. Donation in kind and materials is highest in Plateau State followed by Oyo and Enugu States, with Zamfara and Bauchi States coming third. Donation in kind and materials is very low in both the FCT and Bayelsa State while it is high in Bauchi State and minimal in Oyo, Plateau and Enugu States. Volunteering to teach is a valuable community contribution to adult education programs in all the geo-political zones except Bayelsa State. It is also observed that accommodation is the highest in Bayelsa State. Learners in most of A&NFE programs were found to be making contributions in monetary and material terms towards their education. The contributions in most cases were generally used to ensure the continuity of the program. Although learners' contributions suggest seriousness and potential likelihood of retention and continuity, it may sometimes lower participation levels especially among deprived groups who are finding it difficult to make ends meet.

Assistance from International Agencies

The study also examined the nature of assistance by international agencies to the different A&NFE programs available in the country. Findings show four key areas of support. These are technical support (18.2%), capacity building (30.2%), provision of facilities (31.5%) and total funding of programs (20.1%). The agencies involved are UNICEF, UNESCO, UNDP, USAID, FAO and IFESH. However, International Agency assistance has been very low in Zamfara State and minimal in the FCT.

The overall implication is that the most prominent assistance rendered by the international agencies to adult education across the geopolitical zones is the provision of facilities, closely followed by capacity building and funding. Technical support is the least assistance rendered by the international agencies in all the geopolitical zones. This may translate to the little support from the home Government. A major constraint has always been poor funding of adult and Non-Formal education by the various Governments including federal, state and local Governments.

Learning Centers

There are close to ten different types of learning centers in use across the different geopolitical zones. The most widely used location for A&NFE program is existing classrooms in primary or secondary schools, which accounted for 24.1% of the learning centers. In view of the flexibility of A&NFE, different places are utilized as learning centers, hence expanding access and ensuring proximity especially for basic literacy, post-literacy and vocational education programs.

The results also show that 95.7% of the learning centers are located very close to the learners, thus promoting their involvement in the program. Plateau State has the highest number of learning centers which account for about 24.8% of all the centers.

Available Facilities in the Learning Centers

Plateau State has well over 27.2% of the different facilities available in the learning centers when compared with the sampled States in the other geopolitical zones. What is however apparent from the results is that available facilities are not adequate to cater for the needs of the large number of A&NFE clientele in the country. Basic amenities and infrastructure that are essential for ensuring a conducive learning atmosphere are lacking in the learning centers. For instance only 14.5% have functional toilet facilities and 11.4% have both water and electricity. In spite of the key role of technology in the global lifelong learning movement, A&NFE programs in Nigeria lacked computer technology support as only 4.4% of the sampled A&NFE institutions have access to or use computer facilities.

Community Reading Rooms

Responses to the item on the availability of community reading rooms to cater for the interest of learners indicate that this facility is largely not available. Results show that 35.1% of the respondents indicated that there are reading rooms in the community while 64.9% stated that there are no reading rooms in their community.

Available services

The analysis of the services available to learners reveals that counselling (29.4%) is the most available. This is followed by public library and book lending (each 16.5%), radio listening group (15.3%) and TV viewing centers (10.6%). It is not surprising that counselling is the most available service since the learners need guidance on the importance and benefits of the program.

Community Youth Friendly Centers

In response to the item on the availability of community youth centers that cater for the needs of pastoralists, migrant fishermen and children affected by HIV/AIDS, more than 86.7% of the respondents indicated that there was none. The need for these centers cannot be over-emphasized as they would complement the regular learning centers. The availability of such centers would also have effect on enrolment as they would provide the youth, particularly those affected by HIV/AIDS, the opportunity to interact with others and contribute to reduce stigmatization.

Delivery Methods

The crux of the effectiveness of A&NFE implementation is the actual instructional delivery, in addition to other issues of design and content. Instructional delivery modes have influence on program quality, access and sustainability. This study looked at the delivery methods employed in the sampled A&NFE centers in the different geo-political zones of the country.

The results show that observation, demonstration and Regenerated Freirian Literacy through Community Empowering Technique (REFLECT) are the major delivery methods employed by 48.0% of the respondents. In view of the fact that literacy teaching is the dominant program provided, it is not surprising to note that instructors/facilitators were employing different delivery methods. This is in line with a similar study on Adult Literacy policies, programs and practices conducted in Canada in the year 2000. It also confirmed the position of Marshall and Selman as reported in HRDC (2000) that literacy teachers accommodate various learning styles, foster the development of independent learning strategies and acknowledge the learners' prior knowledge and experience. These are depicted by the high percentage (48.0%) rating of observation, demonstration and REFLECT methods of A&NFE delivery in Nigeria.

Teacher/learner interaction method (20.4%) and lecture method (18.4%) are still important methods of delivery of A&NFE. Practical teaching (10.2%), local teaching aids (2.0%) and flash cards (1.0%) are also in use in various A&NFE programs.

Integration of ICT into the Delivery Process

Findings from the study reveal that ICT has not been fully integrated into the delivery process by the various centers. Whereas all the A&NFE agencies recognized the need for the utilisation of ICT, it was found that the majority of the programs did not employ ICT in the delivery process. ICT use is evidently common in Plateau and Enugu States, minimal in Oyo State and the FCT while Zamfara and Bauchi States do not make use of ICT at all. In all, the integration of ICT into the delivery process is still very low in all the zones.

From the above findings, we can conclude that unlike some other developing countries (India, Bangladesh and South Africa) where ICT has been a tool for empowerment, Nigeria is still far from exploiting the power of ICT in ensuring the development of its people particularly in the area of poverty alleviation.

Other Innovative Methods

The respondents were required to provide other innovative methods adopted in the program delivery. The result shows that only a few methods of group work, film show, assignment and excursion were listed, though 65.9% of the respondents did not mention any clear cut example of an innovative approach used in instructional delivery other than the ones mentioned earlier.

Generation of Reading Materials by Learners

The data show that 87.3% of the respondents encourage learners to generate reading materials of their own while 12.7% do not. Learners' knowledge, experiences and interest are of importance in the learning process. Thus, it will be appropriate if the instructors are exposed to these principles and encouraged to improve on them rather than relying only on the use of primers or pre-prepared instructional materials which used to be the vogue or practice in Mass Education agencies in the country.

Convenient Learning Time

Learners' convenience and choice of time is a critical element in good literacy delivery practices. In fact, one of the key requirements in adult learning is the consideration for learners' choice of time. A&NFE program providers were asked if the learning time was convenient for the learners. Results show that 93.9% of the respondents took cognisance of learners' choice of time in planning for instructional periods. This practice has potential for enhancing program effectiveness especially in terms of learner participation, participants' retention and program sustainability.

Attendance

The total attendance for the six programs was 1,100,758. Attendance was lowest for remedial extra-mural program (23,236) and highest for basic literacy (623,148). Post-literacy had the second highest attendance. Across the years, attendance at all the programs ranged from 160,460 (14.6%) in 2001 to 341,823 (31.1%) in 2004. Further observation reveals that attendance increased steadily from 160,460 in 2001 to 205,478 in 2003 and increased to 341,823 in 2004. However, it dipped to 207,636 (18.9%) in 2005, an indication that A&NFE is losing steam when the momentum gained should have been sustained. This is a big challenge to Governmental and non-Governmental agencies in Nigeria if the country is to achieve Education for All and Millennium Development Goals (MDGs). However, it is observed that total attendance (1,100,758) is higher than enrolment. This can be attributed to problems associated with record-keeping.

Graduation from A&NFE programs

The highest number of graduates was recorded in Bauchi State (212,238) and the lowest was in Bayelsa State (25,954). It can be seen that more males (332,739) graduated from the programs than the females (234,525). This was the trend in the FCT and Zamfara State. However, this was reversed in Oyo, Plateau, Bauchi, Enugu and Bayelsa States. The greatest difference was found in Bauchi State where 161,142 males and 51,096 females respectively graduated.

The data reveal that the lowest number (93,380) of A&NFE graduates was recorded in 2005 and the highest (130,371) was in 2004. This is a decrease of 36,991 in one year. The number of graduates from 2001 to 2005 was as follows: 2001 (110,919), 2002 (112,829), 2003 (119,765), 2004 (130,371) and 2005 (93,380).

Further observation reveals that the retention rate has not been encouraging as very many cases of dropping out were recorded in both gender and across all the years. In agreement with general belief, males recorded more cases of drop-out (297,266) than females (188,650). This means that the A&NFE agencies are yet to use their counselling services to encourage participants to remain on the program and graduate as appropriate.

Status of Certificates

Two forms of certificates are issued to completers of Adult Literacy programs as confirmed by the respondents. While 73.1% of the institutions issue the First School Leaving Certificate (FSLC), 26.9% issue the Basic Literacy Certificate.

Acceptability of A&NFE Certificates by Employers of Labour

The A&NFE learning centers offer programs and give different certificates that were found to be acceptable to employers of labour as confirmed by 93.7% of the respondents.

Adult Literacy Iprogram Preparing Learners for Secondary Education

Results show that 92.8% of the respondents agreed that Adult Literacy programs can prepare learners for secondary education. However, 7.2% of these reported that the Adult Literacy programs do not prepare learners for secondary education. This points out that the standards and focus of Adult Literacy programs nationwide are not uniform.

Adult Literacy ILearners Admitted into Junior Secondary Schools

The number of Adult Literacy learners admitted into junior secondary schools (JSS) from 2001 and 2005 indicates that 11,202 learners were admitted into JSS within the period. However, the number varied across States. Enugu State has the highest number of adult learners admitted into JSS (7,177). This was followed by the FCT with 1,831 and Bayelsa State with 1,568.

Other Mechanisms put in place to Mainstream the Post-literacy Graduates to Formal Education

There are also opportunities for mainstreaming into the formal education programs. This is done mainly through participation in state-based or National Common Entrance Examinations (67.7%), and continuous assessment and enrolment into continuing education programs (each 16.1%). This meant that relapse into illiteracy for Basic and Post-literacy products is greatly reduced or avoided as opportunities exist for continuing education and continuous assessment (16.1%).

Status of A&NFE Graduates for Opportunities

The distribution of graduates of A&NFE in terms of opportunities for further education, private/public employment and self-employment were also examined as measures of impact. It depicts a pattern that is greatly skewed towards Enugu State with a total of 18,842 (89.8%) out of the population of 20,988 graduates for further education. This has left Plateau State with 690 (3.3%) and Zamfara with 336 (1.6%) of the graduates in distant second and third positions respectively. Oyo State with 130 (0.6%) trailed far behind them in the years under review.

The distribution for both private and public employment of the graduates of the program is also skewed in favour of Enugu State with a total of 6,902 in private employment and 8,368 in public employment, representing 85.4% of the entire cohort of graduates employed for the years under review. The FCT with 3.8% and Bauchi State with 3.3% occupied distant second and third positions on the employment scale. Oyo State had the least to show for employment in both the private and public sectors in the years under review. One conclusion that can be reached from the data across the States is that there is a rising trend in employment in both the private and public sectors for products of A&NFE programs, with 2005, as the peak for the years under review.

The FCT with a total of 83,770 (82.0%) took the lead in each of the years under review. Zamfara State that featured only in 2004 with 11,282 (11.0%) and Enugu State with 5,001 (4.9%) occupied distant second and third positions respectively on the self-employment

scale. The peak of 32.2% per year in self-employment was in 2004, when all the States participated while the lowest record of 9.9% was in 2001. However, both Oyo and Plateau States with 3.0% each had the poorest records of self-employment in the years under review.

Overall, Enugu State was the clear leader in both the distribution of graduates for further education and in private and public employment while the FCT was indeed the champion in the distribution for self-employment in the years under review. In summary, we can safely conclude that all the States made increasing but varied efforts in the education and employment of the graduates of their programs.

Personnel Recruitment and Development

In terms of human resource availability, capacity and development, A&NFE delivery in Nigeria requires competent and skilful personnel to handle the diversity of programs offered or made available. Although the qualified number of personnel is very low compared to the clientele, there are opportunities for capacity building especially in terms of availability of relevant training institutions across the country.

Recruitment of Instructors/Facilitators

Most of the instructors/facilitators are recruited from among serving teachers (42.3%), volunteers (37.5%), graduates of post-literacy programs (18.3%) and others (1.9%). This means that a large majority of instructors/facilitators are engaged on part-time basis. The matter of part-time has implications for the continued existence of A&NFE programs and quality.

Minimum Qualification of Instructors/Facilitators

The minimum qualifications of the instructors/facilitators indicates that 25.7% of the instructors/facilitators, especially on the basic and post-literacy programs, have Teachers' Grade II and Higher Islamic Studies Certificates, 6.2% have the Nigeria Certificate in Education, 13.5% have degrees, 12.8% have post-literacy certificates, 12.2% have diploma certificates, 11.5% have FSLC, and 8.1% have School Certificate.

Minimum Entry Qualification

The minimum entry qualifications as supplied by the institutions are WASC/SSCE/GCE 'O' level (57.7%), FSLC (23.1%), TCII and NCE (15.4%) and B.Ed. (3.8%).

Capacity Development of Instructors/Facilitators

Instructors and facilitators have had opportunities for capacity building. These are mainly through local workshops and seminars (42.6%), attendance at adult education training institutes (29.5%), and university education (20.9%). However, the foreign training component is very minimal with only 6.2% of facilitators involved while others make up 0.8% of these.

Training of Quranic Integrated Curriculum Facilitators

A follow-up item required the institutions to provide information on the facilitators of the Quranic Integrated Curriculum trained so far. Findings show that 16 institutions have trained one facilitator each, 6 of the institutions have trained 3 facilitators each while 5 have trained 2 facilitators each. The number of trained facilitators for the Quranic Integrated Curriculum is still very low. There is need to encourage the institutions to do more.

Institutions for Training Adult and Non-Formal Education Personnel

Findings show that the universities account for 97.3% of the institutions involved in training personnel for A&NFE while SAME/UNICEF accounts for 2.7%. There was no indication that any other institution was involved in this. Thus, high level manpower required in the A&NFE sector is provided by Departments of Adult Education in Nigerian Universities. There are currently over fifteen universities in the country with such departments, though existing under different names and nomenclatures. However, most of these have adult education as the prefix or suffix. Therefore, human resource development channels for A&NFE in Nigeria are quite varied and generally useful towards personnel development in the sector.

Allowances Paid to Instructors/Facilitators

Allowances paid to instructors/facilitators indicate that many of the instructors (23.6%) were paid an allowance of N4000 – N6000. It was also observed that between 2.8% and 19.4%, of the respondents were paid allowances ranging from N500 – N10000.

This may have been responsible for the poor motivational profile of the instructors. Similarly, in view of the current economic situation this pattern of payment is rather too low. The implication for this payment on permanent facilitators is brain-drain. Most of the instructors have to engage in other petty businesses or activities to augment their earnings. This affects productivity in various study centers.

Monitoring and Evaluation

A&NFE programs must be accountable in terms of their efficiency, effectiveness and relevance. This requires an efficient monitoring and evaluation system which functions effectively on a sustainable basis as consistent evaluation would contribute to the systematic planning, development and accountability of all types of Adult Literacy interventions in the future (Eisemore, Marble and Crawford, cited in HRDC, 2000). The study, therefore, examined the monitoring and evaluation systems for programs in the sampled A&NFE agencies in the country.

Level of Evaluation of programs

Evaluation of programs is mostly carried out at the end of the programs (32.8%) as well as at on-going stage (32.1%). Evaluation carried out at the end of a program (summative evaluation) is important to determine the extent to which the program objectives are achieved. Evaluation at the beginning (21.6%) (formative evaluation) determines the feasibility of the program and provides baseline data. Evaluation while a program is on-going, being formative, helps to determine if a program is still on track and helps in re-designing it. Evaluation at the beginning and the end (both formative and summative) is the most desirable but this was done only in 11.2% of the institutions. No evaluation (2.2%) is undesirable and results in waste of funds, time and energy in project design and implementation.

Overseeing of program by Ministry of Education

NMEC has the responsibility of monitoring, supervising and coordinating A&NFE programs in Nigeria. However, the Ministry of Education has supervisory functions. It is in this regard that the institutions were asked whether the Inspectorate Department of the Ministry of Education oversees their programs. Results show that the Inspectorate Department of the Ministry of Education oversees programs in 52.3% of the institutions while the Ministry does not do so in 47.7% of the institutions.

Body Responsible for the Monitoring and Evaluation of the program

Instructors/Facilitators mostly monitor the programs (82.2%). In addition, participants also monitor and evaluate the programs (12.8%).

Assessment of Learners' Performance

The mode of learners' assessment is mostly written tests and continuous assessments (22.6% each). Other assessment techniques such as observation (13.9%) and interview (10.1%) are used while learners' portfolio (4.81%) is the assessment technique least employed.

Measurement of Benefits of the program

Measuring the benefits/impact of a program on participants and the community is a way of ascertaining whether the objectives of the program are achieved or not. Findings are that 91.4% of the respondents agreed that the benefits of the program to participants are measured while 8.6% disagreed.

How Benefits are Measured

From the confirmation that the benefits of the A&NFE program are measured, there was a follow-up item that required respondents to indicate how measurements are made. Interview (35.9%) ranked top among the methods used in measuring benefits. Others are observation (35.2%) and focus group discussion (27.3%).

Benefits Derived from the program by Participants

For benefits derived by participants, literacy with 21.8% tends to be the greatest derivable benefit as perceived by the States. Thus, virtually all the participants across the states derive some benefits from the programs. The results thus confirm HRDC (2000) findings in the case of Canada that learners derive a long list of potential benefits from literacy programs. These include improved confidence, better parenting, employment opportunity and community leadership, for some.

Benefits to the Immediate Community

The benefits also extend to the focus community. These show that increased awareness (19.4%) on issues that affect the general well-being of the community and increased rate of literacy (19.1%) topped the list of benefits that accrue to the focus community. Other benefits are peaceful co-existence (16.8%), better health care access (15.7%), increased school enrolment (15.3%) and increased income (13.6%). All these benefits are apt considering that education is a vehicle for achieving them.

Program Impact on Nigeria

Ranking the programs by their perceived impacts, increase in literacy rate (24.5%) has made the most impact. Others are improved skill (21.0%), employment opportunity (19.3%) and improved funding of Adult and Non-Formal Education (8.6%), in that order. One conclusion is that adult and Non-Formal education programs are certainly making reasonable impact on the nation.

Realization of International Goals and Conventions

The respondents were required to indicate the ways by which the program contributed to the realization of international goals and conventions. The responses reveal that improving literacy rate ranked first among the ways (22.5%). It was followed by reducing poverty (19.6%), expanding access to basic education (19.3%), job opportunity (16.5%), reducing threat of HIV/AIDS (15.5%) and increasing access to ICT (6.6%) in that order. Although the contributions seem to be at the low ebb (considering the percentages), it is pertinent to note that efforts are being made by the program to realize the international goals and conventions.

Funding and Management

Program success is contingent on adequate funding to enable provision of facilities and materials as well as strengthening the human resource base of the program. The study looked at the funding sources for the various A&NFE program identified across the country.

Sharing of Funding of A&NFE program

The general pattern of fund sharing among the various stakeholders in the geo-political zone reveals that the percentages of funds from the stakeholders for Adult and Non-Formal Education program are as follows: Federal Government and Donor Agencies (each 15.5%), Local Government (14.9%), State Government (13.8%), NGOs (12.2%), individuals (11.6%), and the Community and Participants (each 8.3%). Furthermore, it seems that there is a heavy reliance on the Federal Government and Donor agencies (each 15.5%) followed by the Local Government (14.9%).

The state Governments, which run state Adult and Mass Education Agencies, made little contributions in terms of funding in spite of their closeness to the A&NFE clientele. There is therefore the need for the State Governments to refocus their funding of

education towards greater allocation to the A&NFE sector. The involvement of Non-Governmental Organizations is also crucial, hence, the need for them to be reinvigorated to facilitate the effective development of A&NFE in the country.

Methods Used in the Management of programs

The style adopted in the management of a program determines to some extent its effective implementation. It was discovered in the case of this study that three (3) different program management styles stand out in respect of A&NFE program delivery in Nigeria. Three methods were listed and respondents were required to indicate the one used by them in the management of their programs. The results reveal that the methods used mostly were the involvement of participants (31.3%) and use of committees (28.2%).

The conclusion from this study is that A&NFE participants are less involved in program management (31.3%) when compared with the involvement of program coordinators (39.3%). There is, however, some level of participatory management as reflected in the use of committees (28.2%). The use of committees especially where participants are enlisted, guarantees full participation, sense of program ownership and commitment to the effective implementation of the program. The element of flexibility observed is indeed healthy for A&NFE delivery of Nigeria.

Storage of Data

Data storage and retrieval systems are essential for effective program management. The use of computers for data storage seems to be gaining grounds in most A&NFE agencies accounting for 43.2% of the mode of data storage and retrieval. However, reliance on the use of files in keeping records is still common in many of the sampled A&NFE centers, accounting for 31.8%. A common feature of the agencies is a weak system of statistical analysis of data. This is however essential for effective planning and for program management.

Winning of Award by program

In order to ascertain the level of recognition of programs, the study sought to know whether they had won awards and the rate and levels of prize awards earned by A&NFE agencies in the country. The findings from the study show that 38 (55.9%) of the centers have won awards in the past, while 31 (44.1%) of these have not. Data show that all the states in the study have won one form of award or another, with Oyo and Bayelsa States recording the highest number of awards (7 each). Zamfara State topped the list of States with 10 centers that have not won awards. This tends to suggest that centers that have not won awards have not lived up to expectations.

The types of awards earned have been at the local, national and international levels. It is pertinent to note the efforts across the states to achieve the balance between the local and international awards. There is an obvious absence of any established national award granted to the agencies or as recognition for the A&NFE programs. This is in spite of the high level of international recognition accorded to the programs.

A look across the reasons for the awards indicates that academic excellence (54.1%) is the main reason for the award, followed by effective literacy delivery (37.8%) and good monitoring and supervision (8.1%). Recognition of this nature has implication for effective A&NFE delivery in the community.

The awards were received from various institutions/bodies. The data show that NMEC awarded the highest number of prizes (59.3%) followed by UNESCO (18.5%), University of Ibadan (7.4%) and UNDP Enugu, NCNE and NMEC (each 3.7%).

Prospects and Fears

This self-evaluation study sought to know the feelings of A&NFE agencies regarding the prospects and threats to their programs. As a self-assessment mechanism, it makes for effective understanding of elements of sustainability in program delivery.

Prospects of the program

For respondents, the reduction of illiteracy (46.8%) has the greatest prospect for the Adult and Non-Formal Education program while provision of functional literacy (3.2%) has the least prospect in their scale of preference. Furthermore, only 8.1% acknowledged educational millennium goals, and 14.5% envisaged Government support as key prospects of the programs.

Fears for the program

The greatest fear across the states for the program is inadequate funding, expressed by 38 (60.3%) of the respondents. 15% of the respondents consider non-continuity of policy and programs as a serious threat to A&NFE delivery in the country. Practice has shown that these fears are real in adult education programming and should be addressed adequately to guarantee more hopes than fears for the program.

Suggestions for Improvement of the program

Two major suggestions for the improvement of the program were put forward by the respondents. Forty-five (64.3%) of the respondents believe that proper funding would

bring about improvements in the program. The second suggestion put forward by 17 (24.3%) of the respondents was that stakeholders should be allowed to participate in the program. Both suggestions should be taken seriously for the success of A&NFE programs.

Hindrances to the Realization of Program Objectives

A cursory look at the cross-section of obstacles to the programs reveals that they are quite many and varied. These problems exist in virtually all the centers and in similar pattern and gravity across the states. The greatest single obstacle in all the centers, irrespective of location is lack of funds (13.3%). Next in the scale is inadequate recognition for Adult and Non-Formal Education (10.9%), followed by lack of political will by Government (9.6%) and lack of budget line for Adult and Non-Formal Education programs (8.9%), to mention a few. The least in the gravity of obstacles to the program, as perceived by the centers, is ambiguity of policy (5.5%).

From the dimension of the states, Bayelsa State centers, in general, had the greatest problem with 19.9%, followed by Enugu State (19.2%), the FCT (16.9%), Plateau State (15.5%) and Oyo State had the least share (10.5%) in the pool of obstacles facing A&NFE. This may be why Oyo was the only State that did not view lack of support from local community as an obstacle. Similarly, Plateau State did not see shortage of personnel as a problem to the program.

Looking at the consistency in the results across the states, it can be concluded that these issues constitute the most strategic problems of Adult and Non-Formal Education in Nigeria.

Impact

The nature and extent of impact of A&NFE programs needs to be understood to enable a clear determination of the effectiveness of program implementation including the design process. In the same vein, looking at the various challenges posed by program delivery is also critical. The study looked at the issues in context and results show varying levels of benefits and challenges.

In terms of their perception as to whether or not they derive benefits from the program, 91.4% of the respondents said they measure the benefits of the program while only 8.6% did not. We can therefore conclude that the centers across the States measure the benefits of Adult and Non-Formal Education program.

The A&NFE learning centers offer programs and give different certificates that are found to be acceptable to employers of labor as confirmed by 93.7% of the respondents. There are also opportunities for mainstreaming into the formal education programs. This is done mainly through participation in State-based or National Common Entrance Examinations (67.7%) or through enrolment into continuing education programs and continuous assessment (each 16.1%) respectively. This means that relapse into illiteracy for basic and post-literacy products is greatly reduced or avoided, as opportunities exist for continuing education and continuous assessment (16.1%). These are also indices of program impact on learners and on the system.

Respondents were also asked to rank international goals and conventions in order of their achievement, as a measure of impact. It was found that improving literacy rate with (22.5%) was the most achievable goal. This was followed by expanding access to basic education (19.3%), reducing poverty (19.6%), reducing the threat of HIV/AIDS (15.5%) and creating job opportunity (16.5%) with increase in access to ICT (6.6%) being the last. We can therefore conclude that Adult and Non-Formal Education program is steering towards the realization of international goals and conventions.

Chapter Six

SUMMARY, CHALLENGES, RECOMMENDATIONS AND CONCLUSION

This chapter summarizes the lessons learnt from the study. It highlights the challenges derivable from them with a view to bringing out some suggestions on the way forward. It identifies a few recommendations aimed at sensitizing the stake holders in Adult and Non-Formal Education with a view to reaching certain conclusions for the attainment of the Education for All (EFA) agenda and the achievement of the Millennium Development Goals (MDGs) in Nigeria.

Lessons Learnt

The study demonstrated that Adult and Non-Formal Education programs constitute useful tools for achieving Universal Basic Education, promotion of gender equality and women empowerment, and improving the health status of Nigerians. Therefore, devising innovative ways of strengthening the existing A&NFE programs becomes necessary.

The study provided a perspective for understanding the state of A&NFE in Nigeria and also defining direction for change especially in the areas of:

- ♦ Human resource profile, needs, and capacity building plans.
- ♦ Quality assurance in terms of the need to strengthen monitoring and evaluation systems of A&NFE programs.
- ♦ Urgent need to provide adequate ICT facilities and programs.
- » The study revealed that A&NFE programs in the country have not effectively integrated HIV/AIDS and other health related issues thus demonstrating the need to strengthen support in this area.
- » Many participants drop out of Adult and Non-Formal Education programs. This is attributed to some shortcomings in the management of some of the programs. It could also depend on the specific needs of the learners

- » The private sector is not sufficiently involved in the funding of A&NFE programs.
- » Zamfara State employed permanent teachers for its A&NFE programs.

Challenges

- » The enrolment into A&NFE programs from 2001–2005 (1,098,115) is seen to be very low when compared with the population of non-literate adults estimated to be about 60 millions in Nigeria.
- » There is low female participation in A&NFE programs.
- » A very high incidence of male (297,269) and female (188,650) drop-outs was recorded in the program since 2001.
- » Attendance at A&NFE programs has been fluctuating across the years.
- » The world has become a global village as a result of Information and Communication Technology (ICT). The dearth of ICT facilities and training in the A&NFE programs in Nigeria needs urgent attention.
- » Inadequate and insufficient quantities of teaching-learning materials and facilities have been found to be a hindrance to the successful implementation of the A&NFE programs.
- » The adoption and implementation of the curriculum for A&NFE programs are very slow in most States.
- » The minimum teaching qualification in Nigeria is the Nigeria Certificate in Education (NCE) but most of the teachers (70.3%) in A&NFE programs have certificates that are below the NCE.
- » The burden of funding A&NFE programs has been borne largely by the Federal Government and Donor Agencies with little contribution from the States and Local Governments. There is hardly any contribution from the private sector.

Recommendations

In the light of the issues and problems identified in this report, it is reasonable to offer the following recommendations for possible discussion towards a better adult and Non-Formal education policy formulation and implementation. These are:

- (i) Adult and Non-Formal Education at all levels of Government seem to suffer seriously from under-funding. There is a real need therefore to consult widely and come up with reliable and workable funding mechanisms so as to ensure that if Nigeria attains this aspect of EFA and the Millennium Development Goals (MDGs) within the set targets, State and local Governments ought to take greater responsibility and treat adult education with all the seriousness it deserves.

- (ii) There is the need to look for other viable alternatives to support A&NFE programs rather than relying exclusively on subsidy by Government. This may increase the number of participants in A&NFE programs. In the realization of this, individuals should be encouraged to adopt the philosophy/idea of 'Each one Teach One' or each on Fund- The-Teaching of One. In addition, private sector, philanthropists, trusts and foundations should be encouraged to increase their contributions to the adult and Non-Formal education sub-sector.
- (iii) There is a real need for recruitment, training and re-training of competent adult education personnel who are sufficiently motivated to support policies and programs on adult and Non-Formal education throughout the country. Without an adequate number of qualified personnel, no amount of funding or other measures would yield the desired results. There is the need to strengthen Adult Education programs of higher institutions, the National Adult and Non-Formal Education Centers as well as State Adult and Non-Formal Education Institutes and Centers. Supervisors should be employed on full time basis. A core or group of trained adult education and related service personnel should always be available for support.
- (iv) In order to minimize unnecessary conflicts and rivalries among different organizations and agencies, there is the need for streamlining the activities of these related agencies. In this era of meagre budgetary releases, optimum utilisation of resources through better management should be encouraged.
- (v) In order to improve enrolment, retention and completion, there is the need for increased sensitization and mobilization of the general public by Government at all levels.
- (vi) There is the need for guidance and counselling personnel to be employed for the A&NFE programs so as to encourage participants to remain in such programs up to completion.
- (vii) The importance of ICT cannot be over-emphasized. Government and other stakeholders need to invest in computer literacy so as to fit into the world of work and further education.
- (viii) All stakeholders in A&NFE have to participate actively so as to ensure that adequate teaching-learning materials and facilities are provided for the centers.

Conclusion

The analysis of the data on A&NFE programs clearly demonstrates the significance of the A&NFE sub-sector in providing equitable educational access to different groups in Nigeria. However, the dearth of facilities in learning centers, limited support services, inadequate qualified facilitators/instructors and a relatively weak monitoring system pose great challenges to the efficient and effective delivery of A&NFE in the country. This

has major implications for the attainment of the Education for All (EFA) agenda and the achievement of the Millennium Development Goals (MDGs). What is required therefore is a strategically planned intervention focusing on three critical areas namely:

- » Enhancement of quality of programs ;
- » Diversification of programs to improve access especially by disadvantaged; and
- » Strengthening of professional competence of administrators, supervisors facilitators and instructors.

Another critical issue emanating from this study is the low level of the use of ICT and other technology-based teaching and learning aids. This certainly has major implications for the process of globalization in the country. Life-long learning in the 21st century requires computer education and technology aided-learning.

The study has revealed a clear neglect of A&NFE sector in terms of funding of programs. In order to expand the sources of funding and the amount of resources available for implementing A&NFE programs, there is the need for adult and Non-Formal education agencies to increase advocacy for both Government and other stakeholders.

Report from the international peers

Non-Formal Education, a Means for Achieving Education For All In Nigeria

Contributors

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➡ Part of the international team at work: from L to R Bah-Lalya, Boly, Moussa, and Sutherland-Addy.
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➡ A class for adolescent girls and boys at a center near Abuja
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Introduction

The Peer Review Exercise needs to be understood within the context of the pledge made in Jomtien and reiterated, later on, in Dakar, by countries to reach Education for All, initially by the year 2000. African countries have had almost 20 years of experience trying to reach these goals while seeking to cope with the highly volatile global policy environment. Like other nations, this commitment placed considerable burden on the Nigerian Government especially as the country is the most populated one in Sub-Saharan Africa and where the population of illiterate is the most significant. The literacy rate is estimated at 45% of the total population, meaning that over 55.7 million Nigerians have never been to school or have dropped out too early to be functionally literate. Presently, over 11.9 million Nigerian children do not go to school.

In such context, the Nigerian Government resorted first to formal schooling as the privileged means for meeting the challenges of building up a literate society. However, in attempting to meet its literacy and developmental milestones Government has realized that unless special and innovative provision of education is implemented, the country will never be able to reach universal basic education. Therefore, it tried out several approaches to education, most of which were Non-Formal. Special programs seeking to reach the excluded comprise the following: programs specially targeting women and the girl child (such as Women in Purdah, Women Day Junior Secondary Schools, NFE girl Child, etc.), Ajami education, which uses Arabic alphabet for reading and writing African languages, Prison literacy programs specially targeting inmates, Development Partner sponsored programs like REFLECT, Literacy by Radio, etc.

These programs were classified in three main categories: (i) Adult Literacy programs, mainly sponsored by the NMEC operating at national, state and local levels, (ii) Nomadic Education programs, supervised by the NCNE, whose Headquarters is in Kaduna, and (iii) alternative schooling for school age Nigerian children and adults which features in a variety of forms falling under various agencies including UBEC.

The international peer reviewers focused on these three domains to investigate on how the achievements in programs developed for these sub-sectors could be improved and how they could be used to buttress the visible momentum in the implementation of sectoral plans in Nigeria. Such a selection would also contribute to a better understanding of the program's strengths and weaknesses and, by the same token, contribute to policy analysis for other African countries.

Much of Part Two is based on field work and policy dialogue. Discussions were based on carefully selected key issues formulated into an interview guide for the peers. Initially, these peers worked together as a single team to meet with policy makers in Abuja. As a second step, they were divided into three teams of three persons each (Two international peers and one colleague from Nigeria) to visit the five sampled states. After the field visit, the three teams got back together to share their observations, discuss key issues and come-up with proposals for recommendations.

The integration of findings and data does not deprive the review of the unique perspective garnered from brief but meaningful interactions with stakeholders, implementers and policy makers.

The section ends with a set of recommendations, annotated to put them into perspective.

Focus One

ADULT LITERACY IN NIGERIA, A MAJOR CHALLENGE

This section deals with Adult and Non-Formal Education. It looks at the implementation of the policy and the overall contribution of Adult Literacy and Non-Formal education to the achievement of Education for All (EFA) goals.

Policies and Legislation

Decree number 17 of June 1990 established the National Commission for Mass Literacy, Adult and Non-Formal Education with specific functions, including the following:

1. Eradicate illiteracy in collaboration with all interested parties;
2. Design, promote and monitor strategies and programs;
3. Train staff members posted at the federal and state levels;
4. Collect annual reports and data on adult education programs from the States and NGOs ;
5. Prescribe methods for integrating NFE programs and activities, and grant them accreditation;
6. Allocate funds from the Federal Government to relevant institutions;
7. Liaise with agencies concerned with nomadic education in order to accelerate the development of Mass Literacy, Adult and Non-Formal Education.

The provisions of the Decree state that the Minister of Education may give general and specific advice to the Commission which shall comply. Section 2(1) of the Decree creating NMEC establishes a governing board for the Commission with the power to provide day- to- day policy guidance. Likewise, States set up boards to oversee the functioning of their Agencies for Mass Literacy, Adult and Non-Formal Education.

For the implementation of Adult Literacy / Non-Formal education mass education programs, the Decree made a provision for the development of National Centers for Mass Literacy, Adult and Non-Formal Education, such as the one in Kano, on the basis of proven need. It appears that none was created and even the existing one is in ruins for lack of funds to maintain its infrastructure. In addition to the State Agency for Mass Education (SAME), which took the functions ascribed to the National Centers, a few States created adult education institutes to train NFE personnel.

According to the Executive Secretary of NMEC and other specialists of the field, NFE has not had all the attention it deserves. In several visited sites, funding and political support have diminished as compared to the nineties. Federal Administration strongly believes that EFA goals cannot be achieved without a strong contribution from NFE. This message was repeated almost by all senior officials met during the Peer Review Exercise.

Resource allocation

The Nigerian Constitution disposes that Federal, State and Local Governments are in charge of education. The Federal Government takes care of higher education institutions, while States provide funds for secondary education and local Governments join the States in supporting basic education. States and local Governments may be assisted by the Federal Government through specific interventions.

According to this distribution of roles for the provision of education, NMEC and State Agencies are in charge of coordinating activities related to mobilization, curriculum development, monitoring and evaluation. Unfortunately, Local Governments and State Departments of Education do not provide the requisite resources to fully implement mass literacy, adult and non-formal education policies because, as the Executive Secretary of NMEC said “Non-Formal Education is perceived as a footnote” of the formal educational system. (March 11th 2008). This explains why the monitoring report of the millennium development goals (MDG) concluded that Nigeria is at risk of not meeting the anticipated targets. NMEC, SAME executives and staff members insisted on the necessity to change this view if Nigeria is to achieve EFA and MDG goals.

By law, basic education is compulsory in Nigeria. However, as mentioned above, the implementation of this provision faces numerous challenges such as unavailability of school spaces for all the seven to ten million Nigerian children who are out of school. In addition to the insufficient coverage, Nigeria, like most African countries, has an educational system characterized by high dropouts and low completion rates. To improve the situation in relation to the Jomtien and Dakar Education for All declarations, the Nigerian Government developed a Universal Basic Education (UBE) policy in 2004 and made provision to assure adequate funding for its implementation through a specific commission.

Although UBE includes Adult Literacy and Non-Formal education and its achievements are evaluated against the attainment of EFA goals, NFE programs and activities are not funded by the UBEC as a result of ambiguities in the Act. Indeed, the Act gives two definitions of UBE –one restricted to schooling and the second one including NFE. The deficiency in the act has been recognized and interested parties have initiated a revision process aimed at correcting the situation. Both the National and International Peer Review Teams strongly expressed the need to allocate part of the UBE funds to A&NFE programs at all levels –The NMEC at the Federal Level, the Agencies at State level and the Centers at the Local Level.

Institutional Capacity for Non-Formal Education Policy Formulation and Implementation

The International Peer Review Team met with the Executive Secretary of NMEC and his staff. At the State level, team members held several meetings with the personnel of the agencies for mass literacy, adult and Non-Formal education who provided valuable information on the institutional processes for policy formulation and implementation. The organizational chart of the State Agencies for Mass and Adult Education shows a solid organizational set up including departments at the headquarters and field services in charge of implementation zones. These local level services comprised of divisions and operational units. The number of departments depends on the importance of the programs implemented while that of zonal services varies according to the size of the State.

The organizational chart of the Borno State Agency is presented below as an illustration. It includes six departments –Executive Secretary’s Office, Department of Administration and Supplies (DAS), Department of Finance and Accounts (DFA), Department of Planning, Research and Statistics (DPRS), Department of Women programs (DWP), The Continuing Education Institute (DCEI) and Department of Literacy (DLit.)– . Each Department is headed by a Director. On the field, there are six zonal supervisors and 27 area offices established at Local Governments level. The Executive Secretary’s office includes four units, namely: United Nations Assistance programs Unit; Legal Unit; Audit Unit; and Public Relations Unit.

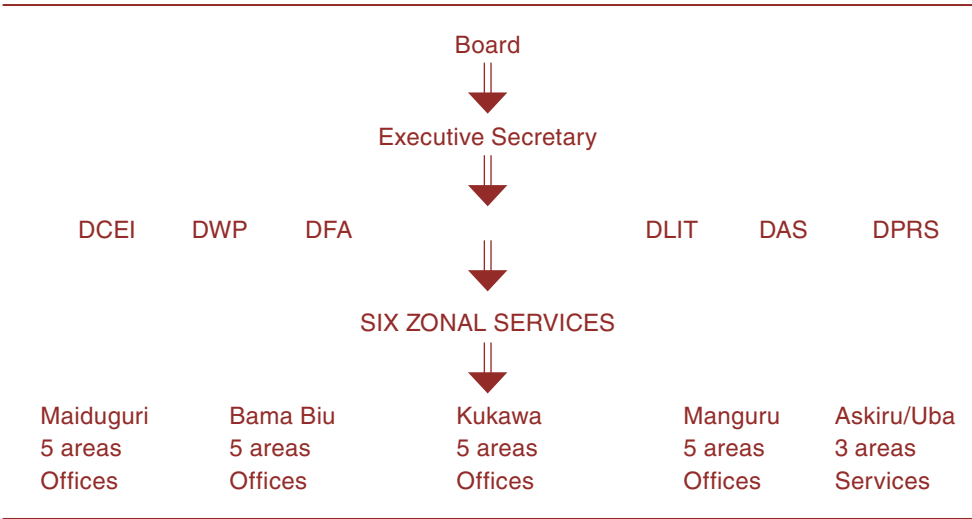
The Executive Secretary of the Borno State Agency explained that his staff members are professionally well trained and that they only need political backing and sufficient funding to boost their offers, both in terms of magnitude and quality. In general, NMEC and the State agencies are adequately staffed for policy formulation at the Federal level and for policy implementation at State and Local levels. However, there is a need for capacity building in order to keep pace with the evolution of the theories and approaches in the field of Adult Literacy / Non-Formal education.

The Peer Review Team observed a serious weakness with regard to monitoring and evaluation in particular, and research in general. Actually, it is difficult to get accurate statistics in the different structures visited.

Furthermore, collaboration with universities in the areas of curriculum and material development, skills assessment and longitudinal studies has been losing grounds for lack of funding and insufficient budget allocation. This is illustrated by the quasi-stoppage of the Kano National Centre activities in charge of Mass Literacy, Adult and Non-Formal Education. It is worth mentioning that the NMEC Decree disposes that other similar centers shall be created. However from what has happened with the single centre mentioned above, it stands to reason that no other centre has been established.

Many A&NFE establishments are however working with a high sense of motivation. This has been exemplified by the Maiduguri Adult and Continuing Education College. Here, the administration, teaching staff and students formed a dynamic team. During class visits, students spoke about their academic conditions and appealed to the Federal Government to refurbish the library with updated documents in sufficient quantity. There is need to urgently provide support to this institution to ensure quality training for the future human resources of NFE programs.

The organizational chart of the Borno State Agency for Mass Education



To underscore, the peers observed that institutions in charge of A&NFE have the know-how and adequate human resources in order to develop and implement policies. Nevertheless, the various players are hampered by insufficient funding and lack of political backing. As a result, NMEC is unable to give accurate figures about nationwide NFE activities. Hence, the results of national surveys are not reliable. As recommended by the international workshop organized in Abuja in February 2007 to review the 12 International Benchmarks on Adult Literacy, MNEC, NEC and other key Commissions need support to access the Fast Track Initiative funds to finance urgent investments required for effective delivery.

NFE contributions to achieving EFA goals

The literacy program is comprised of nine months of basic literacy teaching followed by three years of post-literacy training. Remedial courses are offered to participants who want to sit for formal exams. Continuing education courses cover the formal school curriculum. Learning achievements are assessed at the end of the basic literacy component and at the conclusion of the post-literacy program. Success in the final exam entitles participants to a certificate that opens doors for mainstreaming to those who so desire.

The first State Agency for Mass Education was established in 1980 by the People's Redemption Party (PRP) Government of Kano. It did a great work in Adult Literacy. This enabled the State to win the 1983 UNESCO Literacy Award. Following this example, several States developed Adult Literacy / Non-Formal Education programs which fared well in terms of literacy expansion. Within a period of ten years—from its establishment in 1988 to 1999—the Borno State Agency made over two million people literate. Its success has been recognized by the Federal Ministry of Education which awarded it the Literacy Trophy in 1999 and the National Literacy Award in 2005 and 2006.

From 2001 to 2005, the six states covered by the self evaluation registered 567,264 graduates including 234,525 women. In 2007, 52,232 A&NFE participants graduated in Borno State. Another group of 124,872 Koran schools learners benefited from basic education provision through the Tsangaya program which consists of integrating non religious subject matters—English language, mathematics, social sciences and science—to the religious core curriculum of Quranic schools.

Distribution of graduates according to activities

	Graduation on 31 December 2007		
	Males	Females	Total
Basic literacy	10,110	3,548	13,658
Post-literacy	5,153	2,572	7,725
Women in Purdah	—	7,870	7,870
Skills acquisition	9,000	877	9,877
Tsangaya education	77,930	46,942	124,872
NGOs	8,735	4,367	13,102
TOTAL	110,528	66,176	177,104



➤ Education for the blind: An art craft class at Ebony
© Collection A. B.

These learning offerings include basic literacy, post-literacy, skills acquisition programs and Islamic education. The beneficiary groups are dropouts —boys and girls—, women, inmates, street children and unschooled children. The skills training include home economics, home management and improvement, child care and development, health and sanitation, knitting, handcrafts arts, snacks, and poultry keeping.

English is the working language but community languages are used to explain if learners have difficulty understanding the message. As it is the rule in almost all adult education programs, students register and leave at any time, thus making it difficult to have exact enrolment statistics. Class participation is not also regular though participants claimed during group discussions in Maiduguri (March 13th-15th 2008) that their “affairs will work better if they become literate.” A sixty year old retired soldier argued that “literacy is necessary for everyday life: using of fertilizers, signing ones name at the bank, etc.”

From graduation figures provided earlier and the views expressed by participants, it is evident that Adult Literacy / Non-Formal education programs contribute significantly to Education For All. Millions of Nigerians are getting first school leaving certificates and basic literacy certificates that allow them to continue their education in secondary schools or join the labour market.

Institutional arrangements for various core functions as regards NFE: pedagogy, strategic and operational functions

In Nigeria, Adult and Non-Formal education programs are conducted by the NMEC – the National Commission for Mass Literacy, Adult and Non-Formal Education-, in collaboration with State Agencies, an Non Governmental Organizations (NGO). Designated universities and specialised institutes are to provide technical support in the areas of training and research. At the local level there are Adult Literacy centers, skills acquisition facilities and Tsangaya schools.

Under the supervision of the Federal Ministry of Education, the Commissions are to design programs, as well as didactic materials and assessment tools. State agencies oversee the implementation and monitoring of the day-to-day management of the centers.

Number of Adult Literacy Learners admitted into Junior Secondary Schools from 2001 to 2005

S/N	Year	State						Total	%
		FCT	Oyo	Zamfara	Plateau	Enugu	Bayelsa		
i.	2001	92	15	-	100	1,829	319	2,355	21.0
ii.	2002	127	-	-	117	570	290	1,104	9.9
iii.	2003	381	-	-	90	1,677	365	2,513	22.4
iv.	2004	565	-	29	100	33	465	1,192	10.6
v.	2005	666	35	29	111	3,068	129	4,038	36.1
Total		1,831	50	58	518	7,177	1568	11,202	100.0

Source: Self evaluation report

The demand is high but the lack of funding hampers the will and might of technical staff at the levels of the National Commissions and State Agencies. The State pays only the wages of the 577 permanent staff -276 women and 301 men- including 97 supervisors of area services and the teaching staff of the Continuing Education Institute.

It is therefore evident that the various players are not only hampered by the above, but also do not have reliable data for policy formulation.

This is attributed to the neglect suffered by Non-Formal education (NFE) programs. To illustrate his view, the Executive Secretary indicated that NMEC is unable to give accurate figures on nationwide NFE activities. As a result, national surveys are not reliable because of assessment methods.

This situation calls for urgent support to the institutions as it is impossible for one to plan for work, the magnitude of which cannot even be assessed. Apparently there is no EMIS for Mass Literacy, Adult and Non-Formal Education programs in Nigeria.

In some States like Borno, an Agency for Mass and Adult Education has been established which is in charge of the day-to-day management of these programs.

For the fiscal year 2007 for example, there was no disbursement for the Agency from the capital development budget and the running budget. Nonetheless, provisions have been increased for the Year 2008. The interventions being carried out by the Agency for Mass Education are summarized in the table below.

Literacy and adult education activities in 2007

Type of program	Partners	Beneficiaries	Enrolment
Basic education and post-literacy	University of Maiduguri; Library board; El Kanemi College; Road transport workers; Maiduguri psychiatric hospital.	Street boys; Girl child hawkers; General public	—
Prison education	New Prison Maiduguri	Inmates	—
Women and girl child programs	Veterinary staff; Maiduguri army barracks.	Women; Girl dropouts.	200
Special education	Rehabilitation centre	Disabled persons	
Islamic education	Imam Malik college	Women and girls	Over 200
Skills acquisition	Women's league; EYN; COCIN		19 women trained in knitting

The activities include training in home economics, home management and improvement, child care and development, health and sanitation, knitting, handcraft arts, snacks, and poultry keeping. The University of Maiduguri also runs a course in Adult the Institute runs Certificate and Diploma courses in Adult Literacy.

Meeting the needs of diverse client groups

Four types of Non-Formal Education activities were studied in Nigeria: basic literacy and post-literacy classes, the continuing education institute, Quranic/Tsangaya education programs and education for nomadic populations.

Literacy is in high demand in Nigeria from the enthusiasm exhibited in Borno State because enrolment of students goes on throughout the year although there is an official period for closing registration.

English is the working language. However, Hausa and Kanuri are used to explain if learners have difficulty understanding the message. Students register and leave at any time, thus making it difficult to have exact enrolment statistics. Class participation is not also as regular as one may expect in any adult education setting. Participants believe that their “affairs will work better if they become literate.” Others expect to get education to help their parents. A sixty year old retired soldier argued “that literacy is necessary for everyday life: use of fertilizers, signing ones name at the bank, etc.”

Some of the problems identified in these programs include:

- » lack of sufficient time for study;
- » teacher/instructor absenteeism;
- » the low literacy levels of the learners;

- » the absence of babysitting facility, thus mothers have to sit with their babies in class;
- » Lack of adequate infrastructure (e.g., classrooms, hostels, etc.);
- » Poorly stocked library;
- » Lack of electricity.

The teachers have established a system of rewarding students who excel by giving them cash incentives. The students seem to do well in English, probably because it is the official language and a means of communication for city dwellers. On the other hand, students from Tsangaya schools tend to excel in academic performance and often join the formal school system to university.

The Agency also supervises the Continuing Education Institute which was first established as the Borno State Adult Education Centre. The institute trains adult education professionals at certificate and diploma levels. Basic studies classes are offered to assist non qualified candidates.

Basic literacy and post-literacy classes in Borno State

Classes	Venues	Participants present	Activities	Observations
Women skills development	Room inside the Agency building	7	Knitting	Several were absent
Basic literacy	Open air, under trees	12 including 4 women	Reading	
Post-literacy	5 groups of learners under one pavilion	Exact number not determined as registration continues	Mathematics Language	"Maths is difficult but we are getting it." Most participants are school dropouts willing to catch up
Functional literacy	Borno State library (4 classes in tiles rooms)	About 200. "We don't have the exact figure," said the director.	English grammar in one class and language in another.	Men and women together. Placement tests administered to sort out levels.

The fees structure for tertiary students is as follows as follows:

Diploma: N6, 400.00;
 Certificate: N5, 400.00;
 Basic studies: N4, 400.00.

Borno State residents pay N1, 000.00 less than non-residents. In addition, those who want to stay in hostels pay N1, 000.00 per year.

Classes offered in the Continuing Education Institute

Item	Categories of classes and attendance		
	Diploma	Certificate	Basic studies
Registered	50	45 (20 women)	50
Present	36	26 (12 women)	38 (19 women).
Out of State	5	10 (3 women)	
Profiles	School dropouts	School dropouts; Post-literacy graduates.	School dropouts; Post-literacy graduates.
Motivations	Want to help ease manpower shortage; Catch up and move on to college	Catch up.	Catch up.
Wishes	Improve learning conditions; Provide more books to the library.	"We need assistance with classrooms and materials"; "We appeal to the Federal Ministry of Education to make learning conditions better"; Refurnish library and create a resource centre; Ease registration.	Provide books to the library; Fix lights in classrooms and hostels; Build more rooms; Create a health centre; Add skills acquisition to program; Make arrangement for evening classes.

➡ Caring for a child and, at the same time, learning how to read and write is quite a challenge for this student of the Minna Women-Day Junior Secondary School.
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Koranic/Tsangaya Schools

Considering the fact that hundreds of thousands of school going age children do not attend formal schools because of various reasons, the Agency for Mass Education and a few development partners collaborated to develop initiatives aimed at providing basic education through Koran schools by way of integrating secular subjects —Mathematics, English language— to their curriculum. Face to face sensitization and radio broadcasts were used to convince Koranic school owners to accept the innovation. Those who were persuaded formed an association to continue the sensitization and to represent them in dealing with the administration. As the table below indicates, this program reaches out to a large number of children, boys and girls alike. The State allocates a monthly incentive of N3, 000.00 to each school.

Tsangaya Qur'anic schools

Item	Sites			
	Goni Zarami	Saina Abba Umar	Sheikh Sherif Ibrahim Sale	Sheikh Adamu Dan Kelluri
Integration	Yes	Yes	Yes	No
Student population	377 (46 girls)	1, 300 (80 girls)	295 (45 girls) 150 boarding boys; 55 non residents.	600 (100 girls) Majority live on the site
Infrastructure	1 classroom and a large pavilion	3 classrooms, a pavilion and toilets. A generator for night classes.	2 pavilions. Very poor conditions	A pavilion facing the street.
Pedagogical organization	15 to 20 students per instructor	By age groups	12 teachers including 2 women	30 teachers. No indication as how teaching is organized.
Time allocation for integration	One hour per day during working days. Full time on Thursdays and Fridays.	Thursdays and Fridays (English, math and Arabic)	90 minutes per week and per subject matter (English, math, Arabic and Islamic studies)	Only Islamic studies added to the Koran.
Partners	State Government; UNICEF; NGO	State Government	State Government	No

Conclusion

It is evident that Nigeria has made progress in implementing the policies that relate to Mass Literacy, Adult and Non-Formal Education. Furthermore, at the Federal level, the NMEC has initiated strategies to re-launch the campaign approach to mass literacy through effective media presence and direct collaboration with authorities at the State and Local Government levels. It is also working on its weak statistical base.

However, it is evident that there are further challenges that have to be dealt with if all non literate people are to have access to some education. The policies that guide this sub-sector need to be reviewed to streamline responsibilities and mandates, as there are a lot of overlaps.

- Overcrowded classes are common feature in junior secondary Non-Formal education
- © Collection A. B.



- Upgrading knowledge and pedagogical skills of Tsangaya/Koranic school teachers is one of the most challenging and motivating tasks of the Non-Formal sub-sector; Here a Nomadic Education Commission Program Officer working with a Koranic teacher on pedagogical matters.
- © Collection I. B-L

Focus Two

NOMADIC EDUCATION FOR AT RISK GROUPS IN NIGERIA

Situational Analysis

It is estimated that between nine and ten million citizens of Nigeria live a nomadic life. According to Tahir and Umar (2000) they are mainly pastoralists (6.5 million) and migrant fisher folk (2.8 Million). The number of migrant farmers is not readily available but they are believed to constitute the smallest group of nomadic peoples.

Pastoralists are found in 31 states. Their ethnic concentration is as follows: 5.3 million Fulbe/Fulani spread throughout the 31 states with the Shuwa Arab (1.01); Budama (10,000); Dark Buzu (15,000) mainly found in the Borno plains and the shores of Lake Chad (Muhammad 2008). Migrant fishing communities on the other hand are found in the Atlantic Coast and in riverside areas of the country.

Nomadic communities share a number of characteristics in common which must be taken into consideration in the development of educational strategies. Key among these are:

1. A significant part of their economic activities are performed away from the settlements, in the grazing or fishing or farming areas. Nomadic peoples thus usually live in remote places that are hard to access, away from the sedentary communities;
2. They cross borders, international, national or intercommunity. This is particularly the case with the cattle breeding groups living between Nigeria, where there are the biggest market places for meat and dairy products and its northern Sahel neighboring countries, such as Niger, Chad and Burkina Faso, where there exist the most extensive grazing lands;
3. Many nomadic people are landless. However they need considerable space for their cattle to graze or for fishing and farming. This leads to multiple flash points and conflict with sedentary community;

4. The child is central to the social and economic system that sustains the nomadic way of life. Children, especially boys are in charge of herding of animals and participate fully in fishing and farming activities. Consequently, out of the 3 million school age nomadic children, only 408,705 (NCNE, 2008) are currently enrolled in school;
5. Literacy in nomadic communities is one of the lowest. The rate of literacy is estimated to be between 0.2% and 2.9%, which very low.

Considering these problems and their potential for conflict, the Government of Nigeria decided to allocate grazing reserves in 1965 to the nomadic pastoralists. It also identified specific routes that cattle should follow when moving from one reserve to the other. But this law is barely enforced. Furthermore it realized that giving conventional education to the children of these communities would be in conflict with their lifestyle and would be counterproductive. Therefore, it resorted to developing special provisions of education for them through a national commission created in 1989 and through other means.



➔ At the Kontagora Integrated Education Centre, young girls from cattle breeding families get basic education in an environment that preserves their cultural identity.
© Collection I B-L

Legislative and Institutional Frame work

Recognizing the circumstances of nomadic livelihood and especially the isolation of the child resulting in exclusion from formal education, the Government of Nigeria put in place a major initiative to address the particular needs of Nomadic communities in the area of education. A policy document entitled *Blue Print on Nomadic Education: Fair deal for the Nomads* was published by the Primary Education Section of the Federal Ministry of Education in December 1987. This was followed by the establishment of the National Commission for Nomadic Education (NCNE) in 1989 by Decree No. 41 of December 1989 – now known as Cap 243 LFN. The main mandate of the NCNE was initially to provide pastoral children access to primary education. However, since its establishment, the remit of the commission has been expanded to cover migrant farmers and fisher folk. Other policy documents have since been developed such as the 1998 *Blue Print on Education for Migrant Fishing Groups in Nigeria*, published by the NCNE.

The National Commission for Nomadic Education is based in Kaduna. The day-to-day activities of the Commission are managed by an Executive Secretary.

The organizational chart shows the operational structure of the Commission. The implementation of educational policy is decentralized to the state and local Government levels. Therefore, the Federal Commission works in close collaboration with both the State Commissions on Education and the State Universal Basic Education Boards. The main strategies include advocacy, partnership and the provision of incentives. In many cases, desk officers have been designated; however the NCNE is advocating to have the full complement of establishment in all relevant state and local Government structures. Achieving ownership of policy development and implementation in the decentralized system remains a key challenge for the

Wuuro Nyaako model Centre

Wuuro Nyaako is a typical model centre which started in the early 1990s with a local teacher named Ismael Sanda and an attendance of 33 boys and 32 girls. In 1993 the local government sent one additional staff to support Ismael Sanda's efforts. In 1997 a second staff was sent to the centre and two years later, in 2000, an additional teacher was posted there too by the local government, bringing the total number of staff to 4.

In 2001 the NCNE built and furnished a classroom building and, in 2005, it sponsored an interactive Radio for nomads in the home state at Wuuro Nyaako.

Today, the centre is proud of an enrollment of 408 children from nomadic families. Over 183 students from Wuuro Nyaako have already fulfilled the requirements for admission in regular formal schooling through a bridging mechanism between the formal and Non-Formal education. These students are reported to be doing better than the average in their respective new formal schools.

Check list for developing a nomadic education program: Ten do's and don'ts

1. Go for an overall program development and do not miss any of the key steps to include: (i) Soliciting a solid concept paper from experts which identifies the targeted groups and their needs, the patterns of migration, social and cultural needs, health matters both livestock and community, (ii) developing a baseline study to inform and document the overall process at early stage; (iii) Developing a blueprint paper with background information. Variables to consider include responsibility of stakeholders, teachers and their training,, instructional materials, funding and, administration; (iv) Developing a credible planning process including timetabling, structural organizations, language of instruction, etc.; (v) Seeking for an Act of Parliament to provide legal framework for organizational structures, staffing and financing (vi) Having an institution to run and / or supervise the program.
2. Mobilize the target group. Without their consent and contribution the program has no chance of sustainability and growth. Generate information on participants to include their own perspectives and motivation.
3. Adopt an integrative approach. A viable program is the one that integrates several components including cooperative centers, bore holes to water animals, veterinary and other services. Since, schools in nomadic conditions are at the end of the chain performance depends on the quality and dedication of the personnel who themselves need minimum lodging and living conditions. It also depends on the presence of the child and the adult learner. And, in nomadic ordinary conditions, the two could only be in place when the cattle needs for food, water and health conditions are satisfying.
4. Remember that the cattle (and the fish for the Boat schools) is the key. The entire organizational base of nomadic society in general, is structured around them.
5. Have every major decision passed as a law. Nomads are, by essence, not settled. Issues related to their lifestyle could easily be lost in the system if they are not solidly anchored in policy decisions and legislation.
6. Work cooperatively with other commissions and institutions in charge of not only the Non-Formal education sub-sector, but also the well being and animal-based livelihood of these communities. In this regard, university and tertiary education partners are often neglected. They must be at the forefront of both the policy debate and the implementation processes.
7. Reckon ten year time span before the program goes into full gear
8. Solicit the political will.
9. The curriculum content must value capacity building.
10. Do not hesitate to use radio and other communication means for both sensitization and long distance teaching and learning processes.

Source: Interview of the Deputy Director of the Nomadic Education Commission (Kaduna, 13-03-08)

NCNE in the area of teacher allocation, effective supervision and the allocation of funds to nomadic programs.

Development of Nomadic Education

In implementing its mandate, the Commission has recognized that any attempt at providing conventional education would violate the life styles of nomadic communities and create a total aversion to schooling among them.

The NCNE also recognized that while some attempts had been made over the years to develop educational programs for pastoral people, they have been sporadic, using curricula, methodologies and time tabling regimes which were out of step with the target communities.

The Commission has thus been cooperating very closely with a number of universities and colleges to thrash out the conceptual challenges and develop both curricula and teaching programs for application on the ground. Other institutions are also training teachers with specialist knowledge in nomadic education.

Higher Institutions Contributing to Nomadic Education

Institution	Activity
University of Port Harcourt	Research, teacher training and extension
Ousman Dan Fodio University	Development and adaptation of teachers' guides and pupils' text books.
University of Jos	Research on needs of nomadic communities
University of Bauchi	Research on needs of nomadic communities
University of Maiduguri	Training of teachers in nomadic education
Yola College	Training of teachers in special subject combinations

Source: National Commission for Nomadic Education March 2008

In 1990 there were 18,831 nomadic pupils enrolled in 324 schools across 18 participating states. The picture in 2006 shows 408,705 pupils in 2,294 schools across all 36 States and the Federal Capital Territory. With a school going age population of over 3 million children, it is reasonable to observe that while there is a palpable expansion in enrollment and in the number of schools, these developments are yet to decisively reduce the level of non literate children.

Enrollment and Participation

Distribution of Nomadic Primary School in Nigeria by States, 2006

S/N	STATE	NO OF	NO OF	PUPIL'S ENROLMENT			REMARKS
		SCH	TEACH	MALE	FEM.	TOTAL	
1	ABIA	9	54	674	713	1387	
2	ABUJA	41	158	2154	1791	3945	36 states and f c t Abuja Are Participating
3	ADAMAWA	77	252	4479	2921	7400	
4	AKWA IBOM	16	98	3035	3250	6285	
5	ANAMBRA	125	340	8824	8229	17053	
6	BAUCHI	125	387	18738	13014	31752	
7	BAYELSA	65	96	7983	6744	14727	
8	BENUE	100	427	9803	6981	16784	
9	BORNO	110	276	11737	8191	19928	
10	CROSS RIVER	122	129	11947	10673	22620	
11	DELTA	85	217	4332	4389	8721	
12	EBONYI	15	173	3292	3274	6566	
13	EDO	65	104	8955	7790	16745	
14	EKITI	10	42	782	703	1485	
15	ENUGU	70	244	3115	2875	5990	
16	GOMBE	77	322	16239	9896	26135	
17	IMO	38	166	1825	1745	3570	
18	JIGAWA	59	256	5312	2679	7991	
19	KADUNA	135	427	18762	9732	28494	
20	KANO	33	178	8294	3178	11472	
21	KATSINA	73	336	18371	8474	26845	
22	KEBBI	63	219	3272	1562	4834	
23	KOGI	13	45	864	514	1378	
24	KWARA	45	149	1319	965	2284	
25	LAGOS	10	70	1104	1215	2319	
26	NASARAWA		53	198	4312	3052	
27	NIGER	169	376	10924	6238	17162	
28	OGUN	16	70	2256	1831	4087	
29	ONDO	15	80	2035	1847	3882	
30	OSUN	32	68	1293	1123	2416	
31	OYO	27	88	3041	1370	4411	
32	PLATEAU	111	706	14826	14492	29318	
33	RIVER	54	199	3488	3367	6855	
34	SOKOTO	50	152	4936	3211	8147	
35	TARABA	104	345	11572	7366	18938	
36	YOBE	50	188	3738	2123	5861	
37	ZAMFARA	32	76	2498	1056	3554	
	TOTAL	2294	7711	240131	168574	408705	

Sources: NCNE Reports From Monitoring Exercise, Zonal Offices, States And Bi-Annual Meetings

Children admitted to nomadic schools undergo schooling to enable them to integrate into the formal system. Some success has been recorded in this regard. For example, school completion rates have gone from 2,077 in 1998 to 24,437 in 2005.

Supply and Retention of Teachers

The teacher is vital to any strategy for improving access and participation in nomadic education. Beyond simply imparting knowledge, s/he is expected to act as an agent of change and to assist with raising the level of enrolments. A nomadic school is also expected to possess the National Certificate of Education (NCE). This ideal is extremely difficult to achieve due to the harsh conditions in which such teachers would have to live and the inadequate number of specially trained teachers who are being turned out of training institutions.

Distribution of nomadic schools, teachers and pupils 1990 to 2006

YEARS	Nb	Nb	PUPIL'S ENROLMENT			REMARKS
	SCH	TEACH	MALE	FEMALE	TOTAL	
1990	329	879	13,763	5,068	18,831	
1991	473	1,489	25,942	10,559	36,501	
1992	626	2,491	33,464	16,689	50,153	
1993	656	2,365	38,333	15,253	53,586	
1994	754	2,822	42,738	19,094	61,832	
1995	860	2,936	61,443	55,563	117,006	
1996	940	2,915	63,608	40,938	104,546	
1997	1,103	3,265	71,645	47,081	118,726	
1998	1,356	4,881	95,954	65,789	161,743	
1999	1089	3,506	75,171	47,036	122,207	
2000	1,494	4,810	112,854	80,289	193,143	
2001	1,574	4,905	118,905	84,939	203,844	
2002	1,680	5,579	127,440	92,180	219,620	
2003	1,820	6,305	175,950	127,556	303,506	
2004	1,981	6,861	211,931	149,622	361,553	
2005	2,062	6,830	221,612	154,281	375,893	
2006	2,294	7,711	240,131	168,574	408,705	

Source: Ncne Reports From Monitoring Exercise, Zonal Offices, States and Bi-Annual Meetings

In the northern Nigerian states, the average number of teachers running a nomadic school is three per center. Actually, in many instances schools have two teachers. Currently, those involved in teaching include persons with (secondary) school certificates, and a handful of graduates thanks to the National Youth Service Scheme. Teachers are obliged to handle all subjects and are often called upon to do multi-grade teaching. As

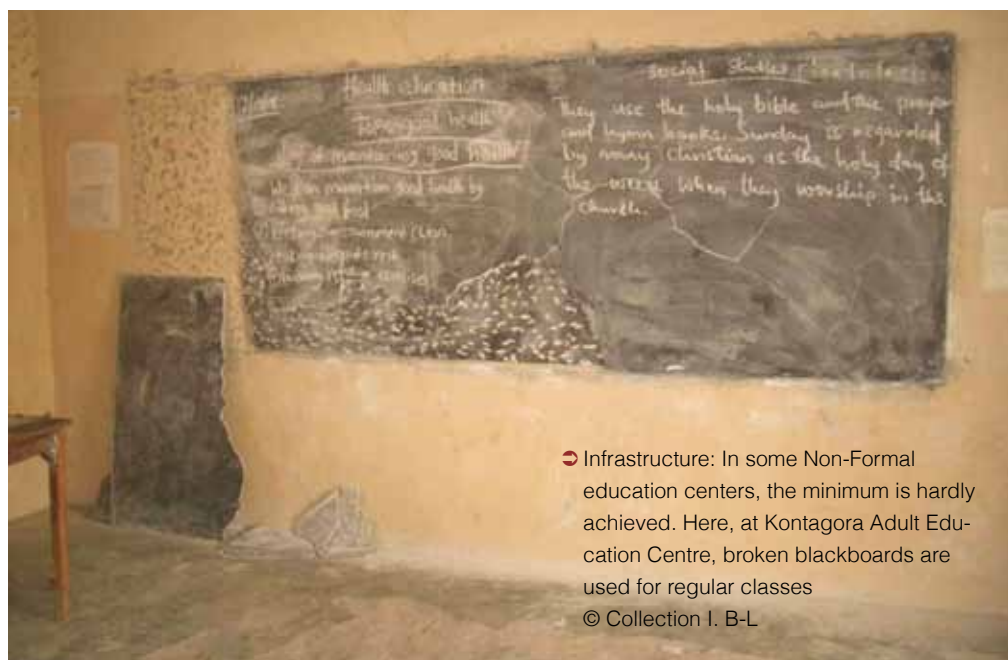
indicated in the table below, the total number of teachers in nomadic schools was 7,711 in 2006. Compared to the total of over 400,000 pupils, the average pupil/ teacher ratio is approximately 57:1. The situation is clearly aggravated by the apparent indiscriminate transfer of teachers by Local Government Education Authorities from nomadic to conventional primary schools without replacement (Muhammad, 2008). In paragraph 2.5 and following, we shall discuss a number of interventions which have been put in place to meet the challenges posed in the area of teacher supply and retention.

Gender and Nomadic Education

In nomadic communities, the differentiation of social roles for males and females begins to manifest quite early. An effective system of education would have to cater to males and females as distinct social groupings with particular needs. For example, available data indicates that since the inception of Learner Centers for pastoralists, there have been more girls than boys enrolled in some centers. This is clearly due to the centrality of the boy child to the herding culture of these communities.

Issues Affecting Nomadic Boys

In view of the fact that the boy child and adolescent are among the social groups least likely to benefit from schooling in a nomadic pastoralist community, members of the Peer Review Team held focus group discussions to ascertain the reasons for this phenomenon.



➤ Infrastructure: In some Non-Formal education centers, the minimum is hardly achieved. Here, at Kontagora Adult Education Centre, broken blackboards are used for regular classes
© Collection I. B-L

Male parents (Wuro Nyaako, Parent-Teacher Association, Kaduna March 14/08) explained that they would normally divide their sons into two groups sending one group out to pasture the animals and the second to attend school. In the words of the PTA chairman, he has 5 boys and has “given two of them to the school while the other three have been sent to follow the cows” Some people use paid shepherds but most send their own children. This matter is at the heart of the pastoralist life given that the animals represent the centre of the culture, economy and value system.

Here there is clearly a clash of priorities which needs to be resolved with the full participation of the community.

Focus group discussions in additional communities confirmed the fact that parents do realize that these boy children are at a high risk of losing the opportunity of acquiring literacy and that ways must be found to ensure that they are not totally marginalized. Both communities and the authorities in charge of nomadic education agreed that innovations involving flexibility in the mode of delivery of education should be put in place. The Wuro Nyaako community for example made the following suggestions:

- » The timetable should be flexible;
- » A shift system should operate in either of two modes : (a) one set of children goes herding from early morning till 11 AM and comes to school at about noon while the other overlaps with them in the field. (b) Boy children attend school on alternate days. This is because at certain times even the boys meant to be in school are out in the field;
- » Night classes are already being held for adults and some of the boys attend these. A similar program for the boys should be developed. Indeed instructors held that boys attending these evening classes appeared to doing better than those attending regular classes;
- » Use of radio to supplement the regular classes.

Professionals in the field took on board all these suggestions and pointed out that while feasible, they would require careful deliberation to properly assess the resource requirements such as a larger number of teachers, and improved lighting for evening classes.

They further made the point that the mobile school unit concept had been developed to address the issue of herding youngsters on the move. It was noted that this would require specially trained instructors able to undertake multi-grade teaching and fully adjusted to the life of the community. The NCNE itself was already sponsoring candidates from nomadic communities for training as teachers. To attract teachers it would be necessary to offer them incentives through a collaborative effort between all the major players.



➤ At “Km 26”, near Kaduna City, a fully integrated centre is equipped thanks to GTZ and other partners. It provides for basic services to women from nomadic groups. These services include basic education, health care and veterinary service for the cattle.
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Issues Affecting Nomadic Girls

On the other hand, the main challenge experienced by girls is early marriage. In Pastoralist communities, girls get married from about the age of fourteen and become teenage mothers requiring literacy classes after a break in their formal schooling if they had any.

Members of International Peer Review Team of observed a basic literacy class being held for young mothers at “Kilometer 26” near Kaduna. There were 25 learners in the class, 11 of whom were carrying infants. The instructor had clearly been trained to accommodate the constraints of the mothers who at various moments could be seen breast feeding and attending to other needs of their children while attempting to follow the lessons and to do their writing exercises. Some of them had come to the learning centre from a distance of 6 kilometers. The team was left in no doubt about both the considerable challenges and the determination of these individuals to attain literacy in spite of their additional responsibilities.

Special Interventions

The issues raised by the foregoing overview demanded and indeed continue to require strategies which go beyond conventional approaches if Nomadic Education is to take off definitively. In the process of carrying out its mandate, the NCNE made a fundamental observation to the effect that achieving universal access to primary education for nomadic children would only be possible through the application of holistic strategies involving entire communities. The NCNE in collaboration with partners such as states, local governments, community-based organizations, non-Governmental organizations and development partners has spearheaded interventions in pursuit of its expanded interpretation of its mandate. Some of these which were observed and/or debated as part of the peer review exercise are presented below with a preliminary assessment of their viability in the medium to long term.

Research and Training

The commission has committed funding to research, development of pedagogies and training programs. In some cases this has been done with the support of development partners. For example in 1996, DFID supported the training of mobile teachers in Taraba and Adamawa. Yola college provided the training for 4 batches of teacher trainees on a 3-year program. With the support of the Education Trust Fund, 208 children of Nomads were trained. The sustainability of this and other interventions aimed at involving higher education institutions is threatened by their dependency on donor funding and the inability of the institutions to integrate the programs developed into their regular research and training. Additionally, teachers selected from the communities and sponsored by the Commission are bonded to work in these schools. However, some local Government authorities have ignored this and reposted some of the teachers to conventional schools. This led to a vicious cycle which has been taken up to the apex consultative body in education in order to seek redress.

Escalating violence in the clashes between nomads and sedentary people has also led to its involvement in areas such as conflict management.

Nomadic Education Model Centres

The Nomadic Education Model Centre is conceptualized to address issues of the education of children and adult learners, the care of animals as well as the health and economic advancement of the community.

It is a multi-purpose facility driven by the community. NCNE has set-up fifteen of these centers. The facilities provided include blocks of 3 classrooms, veterinary clinic, clinic for

community health, hay barn, staff quarters, dip pit, concrete well, earth dam and hand pump borehole.

These are distributed as follows: 5 in each grazing reserve and fishing port, respectively. NCNE got support from the Federal Ministry of Agriculture which offer 50% counterpart funding for states establishing grazing reserves. The Ministry of life stock and nomadic settlement is also collaborating in Adamawa while Bauchi State has provided earth dams, bore holes and mosques.

Closely linked to the centers are cooperatives of men and women respectively. Who They collaborate to raise income for their members and participate in literacy and enhanced livelihood programs. They also act as parent/teacher associations with respect to their children.

The centers providing vaccinations and other care for the animals as well as medical services to community members has drawn community members as well as new arrivals

The Centre for Research and Development at km 26, near Kaduna at Dutse village, Tchukun Local Government, is the product of a cooperative effort of four main entities:

- The NCNE which provided the school infrastructure as well as the veterinary clinic, the health unit, a hay barn for the cow during dry season, a minimum staffing, support money and technical support including learning materials;
- PARE, the Pastoral Resolve, an NGO which brought in JICA;
- JICA which provided additional classrooms, a few facilities and a fully equipped auditorium; and
- An Individual contributor who donated the land, a small building for lodging the JICA experts on transit, and a bore hole for pumping water.

Currently the centre is reported to be fully functional with a primary school, a vigorous literacy program and cooperatives for men and women. However, it is still struggling with a few issues including (i) how to finance and construct an additional water point for the next stage of the project, (ii) how to deal with limitations in the mandate of the centre (The centre is educational by law, but has for example, to care for other aspects such as the support to the veterinarian clinic),(iii) how best to resolve regular conflicts due to constant harassment from police patrols which are themselves frustrated by the behavior of some of the nomadic people, (iv) how to establish and run a cross breeding program covering Fulani cattle breeders that come from Niger and Mali and use the place both as a halt point for their cattle before leading South and as an educational provision point for their children.



to them and has made it possible to conscientize parents and convince them to take up their own learning.

Interactive Radio Initiative (I RI)

Since 1998, a mini studio has been established to produce magazine programs to sensitize the nomadic communities about education and socio-economic development. The curriculum has been developed by the Radio Implementation Committee. In its 46th quarter, the program is featured hour a week on the Federal Radio Corporation in Kaduna and Port Harcourt.

Cost per Quarter

ACTIVITY	COST PER QUARTER (in Naira)
Purchase of air time	275,550.65
Production	30,000
Consultancies	50,000

With World Bank support the school-based component of the IRI program is about to take off. It is based on Opening Learning for Social Education Trust (OLSET) program in South Africa which has trained 10 staff members in planning, writing of scripts and recordings. Two studios have been equipped one in Kaduna in and one Port Harcourt.

The Nomadic Commission has found that the OLSET program needs to be domesticated to the needs of pastoralists. It intends, therefore, at sponsoring the writing of an appropriate curriculum and developing its own model.

In the estimation of the National Commission on Nomadic Education, the Interactive Radio Initiative has assisted in the increase in enrollment in its educational programs, and has engendered active participation by communities in school projects.

In order to enhance pedagogic offerings, a new classroom-based program is being developed. It is targeted at 3 grades of primary education.

Programming is set to be expanded to include features such as a drama competition and quiz program for assessing levels attainment.

The unit projects to purchase an OBE Van to make their interactive work more effective.

The NCNE is taking steps to acquire a frequency of its own in order to have sufficient air time for a pedagogically sound broadcasting regime. They did however acknowledge the challenges involved in acquiring the broadcasting license.

The personnel needs comprise veterinary superintendents, literacy instructors and teachers. In the absence of a full complement of staff, veterinary superintendent may also double as instructor. Basic literacy is being provided as part of the Women's program at the centers. However, as a rule, it is culturally unacceptable for men to teach women. And this is creating some difficulty in the recruitment of instructors.

Women's and Men Cooperatives

Pilot women's cooperatives are found in Kaduna and Plateau States as well as the Federal Capital Territory. In both cases the cooperatives form the basis for the literacy program. Men's cooperatives are built around the same structures as those of the women. However, their main focus is on lifestyle outside the compounds, distribution of grazing lands for the cattle, conflicts with settlers and police patrols, relation with administrative and political officers, etc.

“... Educating our children is a hardship because of the problems we are encountering: Tsetse flies in rainy season, lack of water in dry season, veterinary services reduced to sporadic visits of a social agent, and insufficient grazing land for our cattle which forces us to regularly move from place to place... and, as soon as we make a move, we are harassed by settlers and the policemen. In these conditions we cannot afford to have the kids sit in schools all day long and leave the cows at the mercy of these hardship factors...I send two of my boys to school and the three others go herding to care for the cattle...”

Source: Interview of Mr Salifu from Wuuro Nyaako 4/3/08

Listening groups

These groups listen to radio magazine program and comment on the theme. They are encouraged to send their feedback by mail to the Kaduna Station. Members of the listening groups are known always to travel to Kaduna to interact with producers of the program. Listening groups are provided with radios which are in the possession of the chairpersons.

It was conducted an in depth appraisal of the role of radio as a means of helping the hard-to-reach children. While NCNE is poised for an expansion in its Interactive Radio Initiative, it became clear that still further mileage could be gotten out of radio as a mode of delivery of a specially packaged curriculum for the boy-herder on the move. This coupled with face-to-face sessions scheduled in harmony with seasons when given communities are sedentary should go a long way in coping with a currently intractable situation.

The Boat Schools

This innovation has been experimented in the riverine areas in states such as Edo and Delta State. Children are ferried to a location where the boat is anchored. At the end of the school day they are ferried back. Two boats with 3 classrooms are to be commissioned in Koko, Delta State.

Mobile Collapsible Classrooms

These have been designed to roll out in pastoral communities. The tent is designed to be accompanied by teaching and learning materials and teachers who will move with the communities in their search for pasture.

Effect of Interventions

The above overview of nomadic education activities sets in stark profile the extent of the tasks to be achieved in order for the programs to attain their national goals.

Erratic and insufficient enrolments compared to the number of school-age children, as well as the heavy dropouts recorded in the centers seem to be the first challenge to tackle. Secondly, not all states have set up the administrative infrastructure for managing this specialized area of education delivery which straddles both the formal and Non-Formal sectors.

Thirdly, a certain fragility may be associated with the system set up to involve the tertiary education training and research institutions in the process of designing programs, training personnel and evaluating the impact of these on the system of Non-Formal education. The programs seem to be custom-made for the NCNE leading to a situation in which institutions appear to be abandoning programs unless they are paid for by the Commission. It is certainly disturbing that such programs once developed are not absorbed into the mainstream to ensure that there is a consistent stream of trained persons with the capacity to handle the particular circumstances of nomads.

Indeed nomadic education was described by the Commission as an under funded area. Further to this point, it was strongly suggested that nomadic education was not being seen in the correct perspective as regards its vital role in ensuring that Nigeria meets its EFA target. From this perspective, it could be assumed that nomadic education is getting the short end of the stick as regards allocations to basic education made at the Federal level from the consolidated funds.

A few other issues were listed as source of difficulties for the nomadic education to run effectively, and as planned. Some related to misinterpretation of definitions which tend to either exclude nomadic education from some sources of funding, or reduce “Education For All” to “Education For Children”, thus depriving adult and adolescent nomadic people from some resource provisions. Still about definitions, interviewees mentioned the issue of Ajami teaching not being fully recognized and supported: *“if you can read or write from left to right or the other way around, from right to left, you must be recognized and benefiting from public resource provision as everyone else no matter what language you are using: English, Hausa, Ibo or else”* (interview Minna, 12 03-08).

It was also mentioned during a few interviews that funds allocated to nomadic education are poorly managed at State level. Furthermore, the issue of teacher training, motivation and remuneration often came as a major concern. Motivating regular teachers *“to go to the bush and follow the cattle breeder, his child and his cow”* (Interview Kontogora, 14-03-08) is a huge challenge.

Post-literacy and the use of either English or Hausa as medium for teaching turned out to be another staggering issue. What language is appropriate to use? What do people really want? Etc.

Perspectives on Demand

Demand has been difficult to determine scientifically but an evaluation of the sample of pilot projects visited by the peer review team in both Niger and Kaduna States showed high motivation among learners, both adult and children. The Madako Nomadic Primary school on the outskirts of Minna, the capital of Niger State, illustrates the indications of demand for education among nomadic peoples. The school was initially established by the community. When the team visited the premises in March 2008 it was still very sparsely furnished. Indeed, the women of the community cooperative sat on the floor for the focus group discussion which they kindly granted. However, they had realized that it was important to be literate for many reasons. These included the need to improve their parenting skills by participating in their children's schooling through overseeing homework. They also saw literacy in the lingua franca – Hausa – as a key to greater social mobility and improved opportunity in their trading activities. Parents were willing



➔ A significant part of the nomadic education program is geared toward upgrading the conditions of women and adolescent of pastoral groups. Here women from Kontagora settlement attending a cooperative meeting.

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to share the classroom space sequentially with their children in order to have the desired learning experiences.

The persons involved in the various activities of the NCNE learning centers had demonstrated their commitment by participating fully in a combination of these. In interacting with the male members of the parent/ teacher association, they demonstrated that the community had accepted the challenge of fully participating in creating a multi-dimensional learning experience for its members. Indeed, they were comfortable in making suggestions to the highest officials in the hierarchy for the provision of nomadic education. They were willing to examine ways of removing bottlenecks to learning.

Focus Three

ALTERNATIVE SCHOOLING: REACHING THE UNREACHED LEARNER

The legal and institutional framework for alternative education

Understanding alternative education

The concept of alternative education or schooling carries different meanings in different contexts:

A) It may be used to refer to alternative means of providing standard formal education. In this sense, it refers to efforts to provide for the “un-reached” using the formal curricula repackaged according to the living condition of the target groups” such as nomadic schools, fisherman schools, migrant farmers and Adult Literacy I classes.

B) Alternative education may also be used to refer to the provision of opportunities for diversified learning and skills acquisition to meet different needs, situations and learning desires. In this case alternative education is to be understood as “alternative paradigm of education different from the formal education system, using differing curricula, an alternative self contained system, designed to achieve something other than a degree or diploma as issued by the formal system” such as Koranic schools.

The Nigerian policy and legal documents do not use the term alternative. The rubric which to a great extent covers the same concept is the term Non-Formal education (NFE), which is used in the documents. The documents often refer to adult and Non-Formal education (A&NFE), not just NFE.

Non-Formal education as defined and exemplified in the self-evaluation report of this peer review refers to open learner-determined learning opportunities, more in line with the second understanding of alternative education.

The concept ‘alternative’ used in the first sense assumes the existence of a normal mainstream mode to which other efforts or modes are replacement choices.

Generally, this is the common conceptualization in Africa and many other places: the tightly structured formal education mode is taken as the ideal and other modes are a second best for those who cannot successfully access the ideal. Such alternative opportunities are accordingly referred to as “second chance” (even in situations where those concerned have never had a “first chance”) or gap-filling.

The dominant view of education in Nigeria is captured by the following statement in the self evaluation section of the peer review: “To most Nigerians, education is synonymous with schooling and education outside the classroom is considered inferior or inadequate.

Policies and legislation

The basis of Nigeria’s philosophy of education includes: “The provision of equal access to educational opportunities for all citizens of the country at the primary, secondary and tertiary levels both inside and outside the formal school system” (National Education Policy. Section Six of the Policy is on Mass Literacy, Adult and Non-Formal Education.)

A Decree 1990 set up the National Commission for Mass Literacy, Adult and Non-Formal Education, a specialised commission to promote A&NFE. The emphasis at the time was on mass literacy, a strategy from which Nigeria has moved away opting today for a low intensity program approach, which many countries have adopted.

The Universal Basic Education Act (2004) seems to be focused on formal basic education for children but creates room for a wider reach by defining universal basic education to include not only children’s formal education but also Adult Literacy and Non-Formal education, skills acquisition programs and the education of special groups such as nomads and migrants, girl-child and women, almajiri, street children and disabled groups. In practice the Universal Basic Education Commission set up by this Act has focused on formal school education for children and played some roles in alternative schooling for children of fishermen and migrant farmers.

Although there seems to be no explicit reference to the concept of alternative education in Nigeria’s policy documents it will be used as defined in 3.1.1 to cover a range of educational activities but it is not easy to determine the relationship between the terms alternative and Non-Formal education.

Institutional set up

The institutional set up for education in Nigeria is designed to distribute responsibilities and create checks and balances. The roles of the different levels of Government and agencies have been defined. But the complex, multi-tiered system does bring about some challenges. The set up can be summarized as follows:

- » Ministry of Education at federal and state levels
- » Specialised agencies: UBEC, NMEC, NCNE with a certain degree of overlap.
- » State level boards and agencies: SUBEB, SAME, and nomadic education units (not all states have established these as separate units)
- » Education authorities at local Government level
- » Training institutions: for formal education and adult and Non-Formal education (A&NFE)
- » Delivery institutions: formal schools, vocational training schools, special schools, alternative arrangements

The Nigerian federal system gives state Governments a very high degree of autonomy. In practice, this means that, in spite of existing overall policies and legislation at federal Government level, states have powers to take decisions that ignore or differ from such policies and legislation. Accordingly, the institutional set up differs from state to state. While some states have put more emphasis on A&NFE and have strong institutional arrangements for it, such as a well-supported SAME, others do not even have such an agency. It should however be noted that the SAME is not prescribed by law, as is the SUBEB.

Meeting the needs of diverse client groups: current practice of alternative education

As observed above, the different States of the Nigerian Federation have different approaches to implementing the national policies, and this applies to A&NFE as to other aspects of national efforts. There are, however some characteristics that are common to several states. The summary presented in the box below describes the characteristics of alternative educational provision in Ebonyi State, which belongs to the South Eastern part of Nigeria. Discussions among the peer review team members, who visited six different states all together, showed that many of these characteristics are found in several states, although with some variations. The different approaches reflect forces and interests from both the supply and the demand side, that is, some of the characteristics are the result of the interests of the leadership while others are a result of the needs and interests of those who need the alternative provision.



From the point of view of the leadership, where those in Government put a high priority on education, that can be seen in the quality of the efforts on the ground. What is on the ground also reflects whether the priority is heavily tilted towards the formal as is the case in many states, or whether there is shared priority between the formal and the alternative.

Key characteristics of the alternative means of providing formal education to the unreached learners in Ebonyi State

There are different types of arrangement for alternative provision

Flexible class schedules in terms of hours and period (season) of courses

The special schools for the children of fishermen and migrant farmers generally follow the same arrangement as the ordinary formal schools but leave room for flexibility to respond to the special situations of the children

Most classes for out-of-school children, youth and adults are held outside school hours in state Government run schools or facilities

Most of the teachers are part time, with a number of them just volunteers, but there are also some full time teachers in the alternative programs

Key characteristics of the alternative means of providing formal education to the unreached learners in Ebonyi State

Most teachers in alternative programs are not paid salaries but just allowances, often by the Local Governments. There are sometimes long delays in payment leading to some part-time teachers abandoning the work but many dedicated teachers stay on even when the payment delays as long as nine months, as found in one centre the review team visited. The allowances paid vary ranging from 1000 naira per month to 10,000 paid to some teachers by an NGO.

Teachers in the special fishermen and migrant farmer schools are paid the same salary as teachers in ordinary schools. SUBEB ensures quality control, provides support and monitors progress in these schools

Some of the teachers the review team talked to have had no teacher training background and no specific training for the task even though short training courses, but some of them were well trained in other professions, e.g. a journalist and confidential secretary the team spoke to.

The formal curriculum is taught in English and according to the program the peer review team saw, the following subjects are taught in a continuing education centre: English, Igbo, business, fine art, introduction to technology, math, social science, computer science, agriculture, introduction to science, home affairs, Christian religious knowledge. English, Igbo, maths, science and social studies are taught at the basic level.



➡ Taking care of the child and studying is one of the key challenges in the Women Day Junior secondary school. Here a little girl attending a day-care centre while Mummy is studying © Collection I. B-L

Types of programs and curriculum

There is a variety of programs on offer through the alternative mode:

- (a) Literacy and basic education for out of school youth and adults;
- (b) Post literacy;
- (c) School arrangements for migrant and nomadic populations;
- (d) Special skills training programs;
- (e) Continuing education;
- (f) Technical and vocational training for formal certification;
- (g) Distance learning;
- (h) Koranic schools.

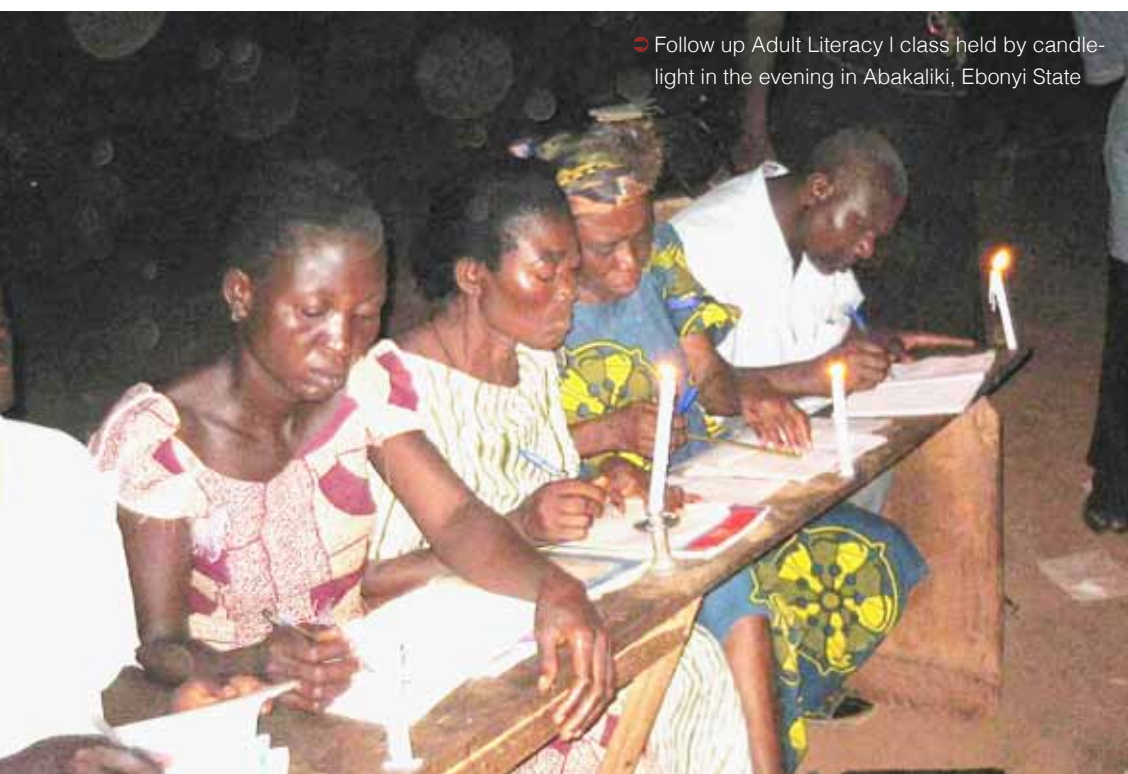
The alternative education classes are held at times convenient to the working population, both learners and instructors, as well as out of school youth and children. However, there are other factors that also determine the time table. For example, many of the classes are held in school premises and this means they can only be held outside school hours. In some cases, the time convenient to both the learners and instructors is the late evening when it is dark. There is also the need for the program to take into account the learners calendar of activities: e.g. learners will not attend classes on market or festival days and during the heavy agricultural seasons. In many instances these factors are exacerbated by the need to care for the child and find time for other evening house chores that fall under the responsibility of the mother in traditional African families.

The review team observed some classes held in very difficult circumstances by very poor candle light used by learners not only to write and read their work in their note books, but also to read from the blackboard. Not only are many places in Nigeria not connected to electric power supply, but the supply is also very erratic. Some Local Governments and NGOs have arranged to buy electricity generators while the learners contribute a small sum towards the fuel. In many cases the resources available for alternative education provision are so meagre that this arrangement is not so common.

In spite of the variety of programs, the dominant effort is to enable the learners to obtain formal qualifications or to go back to the mainstream formal mode, as illustrated by the sample timetable (See the table below). This is mainly because of the privileged view of formal education described above. However, given the large number of Nigerians un-reached by the formal system and the fact that they have needs and situations that are not appropriately answered by the formal education design, NFE cannot be viewed simply as “second chance” or gap filling - a way to enable the “un-reached” to share and experience aspects of the ideal formal system. Because of that, Nigeria has deemed it important to develop NFE curricula that provide for diversified learning and skills.

However, as the self-evaluation report found out, adoption of the NFE curricula has been very slow. Field observations by the international peer review team also showed that most alternative provisions use (with some modifications) the formal schooling curriculum or their own make-shift curriculum. The policy is that, a revised curriculum adapted to the culture of the people is to be used. This seems to be working well except that there are insufficient materials and not enough teachers specially trained in A&NFE. Additionally, the methods used, even with adult learners, tend to be those used with children in the formal school, since many of the teachers are trained for formal education and those not trained tend to use the methods that they experienced during their own schooling.

There are also issues regarding the language of instruction. In most cases the language of instruction is English although the dominant languages of the given area are also being encouraged. The choice of language of instruction is a delicate matter. The mother tongue and lingua franca of the different parts of the country are being used at the basic literacy level, with English and lingua franca taking over at the post basic level. Primary schooling follows the national policy. There is the important consideration of



Follow up Adult Literacy I class held by candle-light in the evening in Abakaliki, Ebonyi State

the demand by learners to use and further learn a language that is more marketable even though it may be a foreign language.

Sample of Timetable from the Continuing Education Centre of the Abakaliki Government Technical College, Ebonyi State

	Days	4:00 – 4:50	4:50-5:50	5:50-6:30
JS1	Monday	Igbo	Business	Fine Art
	Tuesday	Business	Intro to Technology	Igbo
	Wednesday	Intro to Sciences	Math	Computer Science
	Thursday	Fine art	Social Sciences	Agriculture
	Friday	Home	Social Studies	Christian Religion Knowledge (CRK)
JS2	Monday	Igbo	Business	Fine Art
	Tuesday	Math	CRK	Intro to techno
	Wednesday	English	Intro to Sciences	SOS
	Thursday	Math	Commerce	Economy
	Friday	English	Agriculture	Intro Sciences
SS1	Monday	Math	English	Government
	Tuesday	English	Physics	Chemistry
	Wednesday	Agriculture	Math	Biology
	Thursday	Literature	Economy	Commerce
	Friday	CRK	Geography	Igbo
SS2	Monday	Agriculture	Igbo	Biology
	Tuesday	Chemistry	English	Government
	Wednesday	Math	English	Government
	Thursday	Economy	Commerce	English
	Friday	Geo/history	Accounting	Math

Target group

The *unreached* include those who never had the chance to go to school for one reason or the other or dropouts from the formal school systems. They represent more than 50% of the population and specifically include:

- (a) School age children out of school, girls and boys from both urban and rural areas;
- (b) Youth and adults without formal education;
- (c) Fishermen and migrant farmers' household;
- (d) Nomadic pastoralists;

- (e) Youth and adults desirous of enhancing their education at various levels outside the normal formal mode.

These categories of people have a background of diverse needs and hence different learning desires. For example, focus group discussions conducted by the peer review team with learners in alternative education programs in Niger state yielded the following information:

Eleven reasons most quoted by learners for taking literacy classes
Co-wives speak English and their husbands prefer them so they want to enhance their stature in polygamous marriage situation
We want to be able to communicate well and be understood in town
We want to know what is happening in the world
I want to use it for business
I want to be socially mobile
I realize that it is important to be literate
Some husbands now know the value of having a literate wife
Literacy opens up my opportunities
I can write names and recognize words in Hausa
We can oversee children's home work
Literacy helps me in my trading transactions

Focus group discussions from Kaduna State yielded the following:

What is the value of literacy according to participants?
They used to envy literate people, but can now write their names and write letters
They have learnt Hausa
They are not subject to the indignity of others reading their private matters
They can use mobile phones without assistance
They are able to detect expiry dates on drugs
Literacy is freedom and literacy is dignity
Their secrets are not revealed to others.

As evidence of the value according to the literacy program, in one of the centers visited in Kaduna State, the representative of the village head pledged his readiness to cooperate with programs of the centre. He also raised the water and tsetse fly problems but stated that because of the centre, people from very far away had migrated to their area. He said that on a personal level he himself had become literate and could "understand what the paper said". He further said that all of his 7 children were in school with one in college.



There is emphasis on the need for program design to be sensitive to way of life of the people. A cursory review of performance showed that some learners attending the evening classes are performing better than the regular school goers. They may be concentrating more because they are fewer but they may also be more determined since they deliberately join the classes and are clear about what they want to achieve. On the whole, however, the results that the review team was able to see at certain Learning Centers, show that performance should still be a matter of concern, especially when much of the learning is still aimed at obtaining formal qualifications.

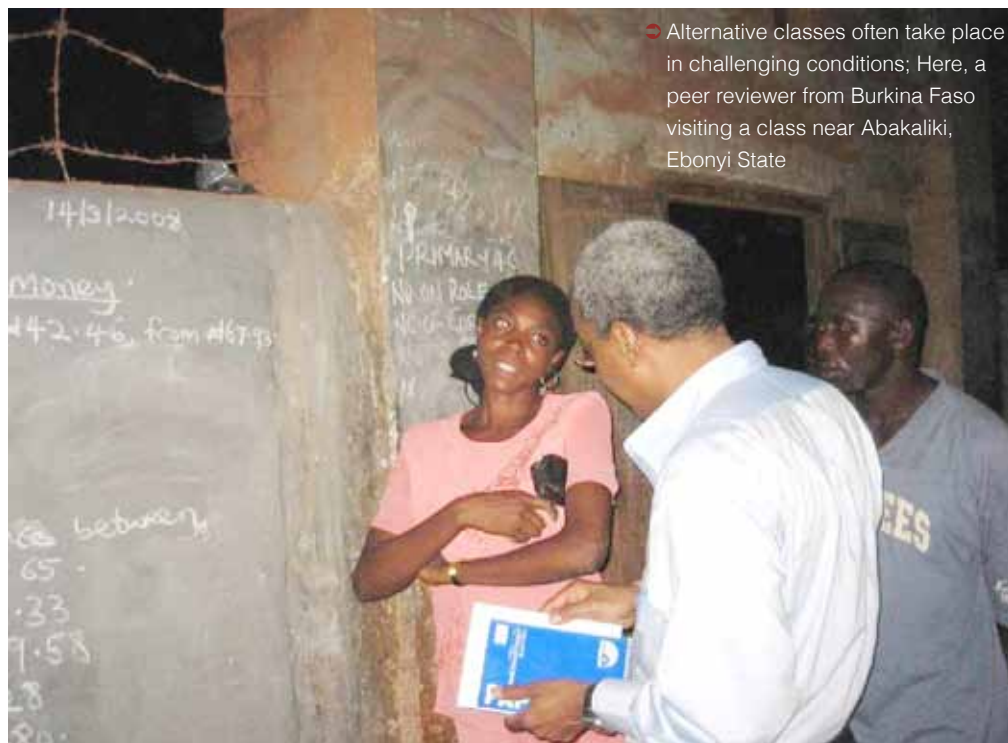
Enrolment per Age Range of Ebonyi State Agency for Mass Literacy Adult and Non-Formal Education

Year	Age range	Program														
		Basic Literacy			Post Literacy			Continuing education			Vocational education			Others: NFE boys and girls		
	Years	M	F	T	M	F	T	M	F	T	M	F	T	M	F	T
2001	10-20													2200	2645	4845
	21-30				105	498	603	25	102	127	8	148	156			
	31-40	2567	2098	4665	2116	2751	4867	113	291	404	7	52	59			
	41-50	5132	6024	11156	5834	5029	10863	91	18	109	2	17	19			
	51-60	1187	1008	2195	3000	3220	6220									
	61 & above															
	10-20													1741	2011	3752
	21-30	25	195	220	355	495	850	135	158	293	5	106	111			
	31-40	3725	3000	6725	3590	3471	7061	245	482	727	4	61	65			
	41-50	4427	5210	9637	6058	6525	12583	56	139	195						
2002	51-60	1120	1528	2648	2832	2475	5307									
	61 & above															
	10-20											5	5	1201	1231	2432
	21-30	63	604	667	839	935	1774	56	77	133	8	128	136			
	31-40	2851	2750	5601	4115	4223	8338	98	115	213	2	12	14			
	41-50	4249	5125	9374	4716	5651	10367	45	72	117						
	51-60	2100	2125	4225	2464	3080	5544									
	61 & above															
	10-20		105	105	1306	1240	2546		5	5		3	3	1541	1761	3302
	21-30	234	539	773	1813	2004	3817	80	132	212	24	155	179			
2003	31-40	3850	4510	8360	3402	3986	7388	101	130	231		18	18			
	41-50	5010	4015	9025	3616	4382	7998	15	11	26						
	51-60	1040	1870	2910	2884	2877	5761									
	61 & above															
	10-20	156		156	244	456	700	13	18	31				984	1053	2037
	21-30	385	315	700	2815	3274	6080	133	147	285		142	142			
	31-40	405	558	963	4985	4556	9541	42	85	127		8	8			
	41-50															
	51-60															
	61 & above															
2004	10-20															
	21-30															
	31-40															
	41-50															
	51-60															
2005	61 & above															
	10-20															
	21-30															
	31-40															
	41-50															

Teachers and facilitators

The teachers and facilitators in Alternative Education Centers have varied backgrounds. The following categories were found in the field:

- Trained formal school teachers offering service after normal school hours
- Those with formal training for adult and Non-Formal education (not easy to find)
- Those with special short term and in-service training for the task
- Those with no specific training in teaching or facilitation



Alternative classes often take place in challenging conditions; Here, a peer reviewer from Burkina Faso visiting a class near Abakaliki, Ebonyi State

Ideally, those teaching in alternative education programs should have specialised training for it. Those trained to deliver adult and Non-Formal education come close to this specialised training. However, the fact that a large percentage of those catered for by the alternative provision are children may require training that is different from what is covered in adult and Non-Formal education provision.

Facilities and instructional/learning materials

Facilities

- » Shared use of formal school facilities is initially an efficient, cost effective use of resources. However, school facilities may not be adequate to meet out-of-school needs in all areas;
- » Use of other shared facilities appears cost effective. More of this collaboration should be explored,, provided the facilities are appropriate;
- » Certain types of programs need special facilities that should therefore be adequately provided for. Evidence from the field shows that there is very inadequate provision for such program;
- » Makeshift arrangements – often very inappropriate, including learning under trees in the open.

Furniture and equipment

- » Availability of furniture and equipment: Visits to a number of these facilities revealed that almost none of them had even the most basic furniture and learners, both children and adults, were sitting on the dusty ground trying to write with their books on their knees. While this is not the case everywhere, many centers were in various degrees of deprivation.
- » Formal school furniture and adult learners: the use of formal school furniture by adult learners as was done in many centers was certainly better than having nothing at all. However, some of the furniture used was meant for small children and adults definitely had a difficult time fitting on them.
- » Equipment for skills training: many skills training centers lacked most of the required equipment. There is no doubt that learning was constrained by having to share training equipment like a sewing machine among more than ten learners. Some skills could only be taught in theory leaving the learners to look for opportunities for practice.

Instructional materials

As already mentioned, curricular materials for Non-Formal education were not available in many centers. This raises questions as to the relevance and suitability to adults of instructional materials meant for children in the formal primary school. Another area of concern is materials to sustain and promote knowledge and skills outside the classroom. There does not seem to be much that is available in the languages spoken by many of the learners. It is necessary to take action leading towards the development of a literate environment.

Financing

Findings from the field by the International Peer Review team confirmed what was reported by the national self-evaluation, being that Non-Formal Education is grossly under-funded. The level of funding differs from state to state but is in nowhere near what is required, as evidenced by the poor conditions in which alternative education is provided as described above. The example from Ebonyi State given in the table below may not be typical of what is happening everywhere but is a telling illustration, especially taking into account that the literacy rate in Ebonyi is about 40% only. Hence there is a great need for investment in adult and Non-Formal education. It was reported from other states too that releases from the state are unpredictable.

Efforts have, however, been made in a number of states to persuade adult learners to contribute a token to pay the teachers and enable the program to run. Adult learners have, on occasion, complied. However, having been made aware that basic education is free they usually want to be provided with everything. Indeed some have even asked “How much will you pay us to come and learn the trade?”

Budgetary allocation to Adult Education within Ebonyi State Education Sector

Year	Total State Budget on Education	Total Budget of Agency for Adult and Non-Formal Education	Percentage
2004	2,644,608,370	3,500,000	0.13%
2005	2,696,970,640	3,500,000	0.13%
2006	3,354,263,980	3,700,000	0.09%
2007	3,637,849,260	7,000,000	0.19%
2008	3,840,920,900	10,000,000	0.26%

Assumptions and values underlying the current practice

From the observation and analysis of A&NFE programs in Nigeria, the following can be drawn:

- (i) Most of the A&NFE education programs visited by the international team represent alternative means of providing formal education to the people who never had the chance to go the formal schools or who had dropped out of the formal system. The end goal of these alternative means of providing formal education to the people is to prepare them to acquire some sort of certificate and/or degree issued by the formal system.
- (ii) The Koranic schools seem to represent an alternative paradigm to the formal system. However, current efforts at integrating other subject matter into these schools reflect the tendency to mainstream these schools into the formal system rather than develop them with their own characteristics.
- (iii) From the observation of the team in the field, an alternative paradigm to formal education does not seem to exist. The formal system inherited from the colonial power is the model and the reference in the mind of the people and for the leadership. Hence, all the attempts to address the educational needs of the majority of the people through Adult /NFE programs end up in the formal system.

The underlying assumption that the formal system works and is good for Nigeria/Africa, needs to be challenged through the design, implementation and monitoring of alternative systems of education with the following characteristics:

The alternative paradigm:

- » should have a clear vision of its own;
- » should develop its own education programs;



➤ Pr. A. Okech a peer from Uganda, Dr. N. Muhammed from Nigeria and Ms F. Malinga from the Commonwealth Secretariat, during a break. © Collection I. B-L

- » should be implemented not by teachers trained to teach children and youth in the formal system, but teachers trained to facilitate learning among out of school youth and adults, special groups;
- » mother tongue or the lingua franca of the region should be the medium of instruction all the way through and not used as a stepping stone for English;
- » should be monitored by trained inspectorate of NFE.

Issues and Challenges

Restrictive understanding of alternative education

The Universal Basic Education Act defined Universal Basic Education both in a comprehensive manner, covering both the in-school formal provision and various forms of alternative provision, and in a restricted manner limiting it to the formal basic education in Primary and Junior Secondary schools. The restricted definition has had more effect in guiding the implementation of policy as discussed above, thus marginalizing adult and Non-Formal education and special provision for nomadic and migrant populations. There is need to provide appropriate response to the needs and situation of the different categories of people. Since Education For All goes beyond children in formal education, it is working with the comprehensive definition that would ensure that Nigeria is in line with the global definition to which the country has made commitments.

Modelling the alternative curriculum on the formal schooling curricula

Observations by the International Peer Review Team showed that most alternative provisions used (with some modifications) the formal schooling curriculum or their own make-shift curriculum, but all seeming to tend towards formal schooling. The unavailability of Non-Formal curricula in alternative education centers is a reflection of the dominant view of education. There is insufficient distribution and use of existing Non-Formal curricular materials. There is also need for a bolder move to develop more Non-Formal curricular materials that are more distinct from the formal school curricula. It is such a move that will provide a truly alternative education to those who need it.

Lack of teachers specifically trained to handle alternative education

The shortage of teachers specially trained to handle alternative education is also a setback to the comprehensive provision of alternative education. Institutions in charge of training NFE teachers either do not realize the importance and urgency of the situation or they are constrained by resources to produce the required number and quality of teachers specialised in this area. The arrangements that had been made to have some of the institutions train for the National Commission for Mass Literacy, Adult and Non-Formal Education do not seem to have borne any fruit.

Clear terms and conditions of service for alternative education teachers

The Nigerian education system has clear terms and conditions for teachers in the formal school system. In alternative provision there is no clear provision for teachers. In most cases they are not paid salaries but allowances that have no fixed rates and depend on the value given to their work in the different locations. Teachers have been abandoning their post as a result of lack of remuneration and incentives. Some communities have been supplementing teachers' remuneration. While this shows their commitment, they should not be required to do so. Teachers in alternative programs need to be paid a regular salary like their counterparts in the formal mode, if the alternative provision is to have regular committed teachers.

Inadequate funding for alternative education leading to a poor learning environment

As analyzed above, the conditions under which most alternative education programs are held leave one wondering how any learning takes place. The contrast between the funding given to formal school basic education and the alternative provisions is very great. Uplifting the status of alternative education will need a much more effective funding strategy.

Institutional capacities and organizational arrangements

Various institutional reasons have also rendered the implementation of Non-Formal education weak. The structures in place seem to lead to a certain amount of confusion because of overlaps and lack of clear specification of roles in certain aspects. There is the need for suitable institutional arrangements and for the institutions that are put in place to be strengthened professionally and logistically to perform the tasks assigned to them.

...."UBEC is the regulatory agency for the Ministry of education. It sets standards, monitors, disburses funds and evaluates. It had to manage about 24,3 billion Naira in 2005, 30 billion in 2006, 35 billion in 2007 and about 40 billion in 2007. It uses the following funding formula for fund disbursement: 96% go to States; 70% are matching grants and 30% non conditional funds. Out of the non conditional funds, 14% are used for equality (street children, women education, boy dropout funds, etc.), 5% for the Good performance program, 5% go to Homegrown School Feeding program, 2% on education for special needs, 2% for monitoring and 2% as UBEC Overhead..."

Source: Interview of the UBEC Financial Officer, Abuja 12, March 2008.



➤ The day-care centre for Women's Junior Secondary School, Minna, Niger State. © Collection I. B-L



➤ Learning for self-sufficiency is an important part of the curriculum in most Non-Formal education centers. © Collection I. B-L

Conclusion and Recommendations

What future can be envisaged for the Nigerian Non-Formal Subsector

Nigeria has certainly reacted palpably to the 1990 and 2000 global impetus towards Education for all by promulgating statutory instruments, establishing bodies at the Federal State and local levels mandated to make necessary strategic interventions, providing considerable support to the educational sector and ensuring proper follow-up of the overall process. This is particularly true for the sub-sector which is the subject of the present study. It focuses on the educational programs set up by the Nigerian authorities to care for the hard to reach, the vulnerable, and all those who have been deprived of formal schooling because of economic hardship, cultural circumstances or personal difficulties in individual lives. Nigeria has developed numerous alternative strategies to meet the needs of these people. The present study reviewed these strategies and from a thorough examination of their causes, nature and effects came up with several observations. The following could be considered as key:

On the positive side, the peers noted three key elements:

- » It was observed that the Federal, State and Local systems of Nigeria have taken cognizance of the special needs of groups and individuals living in particular circumstances. National agencies have been created and are mostly functional thanks to the professionalism of the staff on the ground, to prudent management of what ever funds have been made available and to the modest provision of program support. These agencies have developed or contributed to the strengthening of programs that have either been providing initial opportunities to those who have been deprived of education, or giving another opportunity to those who require 'second chance education';

- » Second, there was irrefutable evidence from the review, that there are several worthy initiatives by individuals and communities and institutions which deserve to be lifted beyond the pilot/experimental stage. Tsangaya schools, the integrated centers for nomadic people, Medresa, Ajami teaching, boat schools, to name a few, are the kind of programs that could be easily up-lifted so that they fully contribute to achieving Education for all in Nigeria;
- » Third, there is a touching commitment of learners living in difficult circumstances who are demonstrating, beyond reasonable doubt all over the country that distance, social status, poverty, child bearing, early marriages, lack of infrastructure are solid impediments but can all be over come by an unflinching determination to learn.

On the negative side the peers observed that the Nigerian Non-Formal sub-sector is still faced with considerable challenges despite the efforts of state community and individual efforts. Three of these challenges seem particularly preoccupying as they could determine the fate of Non-Formal education in Nigeria.

- » The first one relates to demographics: The population of Nigeria needing literacy is unacceptably high. Presently, over 55.7 million Nigerians are still illiterate. This number could represent the overall population of many African countries, and is much higher than the continental average in absolute terms. Unless these people are reached the fundamental goal of education is simply unattainable in Nigeria.
- » The second major challenge has to do with perception. The subsector has been too often reduced to a “footnote” of formal education. People and the system seem to have problems accepting the idea that Non-Formal education has to play a decisive role for Nigeria to attain education for all. In the present state of education in Nigeria, and Africa in general where, at least, 2/3 of school-age children attend schools, lack of access to education is no longer such a pressing issue for the majority, as it used to be in the early 1990’s. However, it remains a significant challenge for the peripheral groups: nomads, street children, groups from urban pockets of poverty, remote rural areas, to name a few. For these groups and individuals, considerable readjustments need to be made on the supply side so that carefully designed education programs could target them effectively and tailor their activities to specific needs.
- » The third major challenge is about efficiency and effectiveness. All said and done, Nigeria is one of the few African countries that have both the means and the will to support its educational system. However, too often, the use of resources has not been optimized because of matters related to both programs and operations. Bureaucratic obstacles and parallel authority structures between Federal, State



➤ A newlywedded young girl is back to school, at the Women Day Junior Secondary Education of Minna, Niger State.
© Collection I. B-L

and Local levels, have slowed down the system's operations, especially with the Non-Formal sub-sector. Added to this is the fact the sub-sector is still under-funded despite considerable efforts made by Governments.

Proper synergies among institutions can be made to work especially if current funding priorities are revised and substantial interventions are made directly to boost adult and Non-Formal education. Streamlining the existing alternative education options; using research findings and collaborating better with tertiary education; strengthening development partnership and enhancing participation with all stakeholders; paying attention to the curriculum in addition to the teaching staff; resolving to use new technologies where ever possible and advisable, are a few of the approaches that Non-Formal education could envisage to meet the environmental, programmatic and operational challenges that the peer reviewers identified.

In this regard, the reviewers have pulled together twenty six propositions for the Ministry of Education and its partners to consider so that they could develop policy options for the betterment of the Non-Formal sub-sector and education in general. These propositions have gone through a full and rigorous validation process with Honourable Ministers of Education in May 2008 and key stakeholders in March 2009.

Before presenting these recommendations, it is worth noting that Nigeria was quite sensitive to the added value of the peer review process. In all the eleven States visited, as well as in the three ministries of education, the officers seemed ready and interested to embark on this new and highly interactive approach. Most were interested to revisit and improve their programs using this approach.

The country of Nigeria is certainly poised to reap incalculable social gain and economic dividends from a functionally literate society. Drawing upon existing synergies, this goal cannot be far off.

Recommendations of the peer review

A. The Non-Formal sub sector and its status in the macro socio-economic framework

This section groups issues related to policies, their sociopolitical environment and the statutory instruments that have direct or indirect bearing on the sub sector.

I. Status of Non-Formal education within the frame of Education For All

NFE has too often been seen as an appendix to formal education, whereas the sub-sector is highly significant, involving a large segment of the Nigerian population. Therefore, at this stage of the quest for Education for All,

Recommendation 1

NFE should be given the status of a full sub-sector to enhance its capacity to play its important role in meeting the EFA and MDG goals.

II. Non-Formal Education and Universal Basic Education

The Compulsory, Free, Universal Basic Education Act, 2004 has defined UBE both in a restricted and comprehensive manners. Under Section 15 of this law, UBE comprehensively defined encompasses “early childhood care and education, the nine years of formal schooling, Adult Literacy and Non-Formal education, skills acquisition programs and the education of special groups such as nomads and migrants, girl-child and women, Almajiri, street children and disabled groups.”

However, the restricted definition has so far guided the implementation of policy, thus marginalizing Non-Formal Education. Therefore:

Recommendation 2

The Nigerian Education system should work with the comprehensive definition to which the country has made commitments in the 2004 Compulsory, Free, Universal Basic Education Act. This will facilitate the achievement of EFA and MDGs.

B. Institutional capacity to formulate, implement and monitor Policies

This section relates to the capacity of the MOE and its partners at Federal, State and Local levels, to carry out the essential tasks of the sub sector.

I. Arms of Government and agencies involved in activities geared towards the achievement of EFA

Government institutions in charge of EFA are diverse: The Joint Consultative Committee, Federal MOE, Universal Basic Education Commission, Education Trust Fund, State Government, SUBEB, National Commission for Mass Education, and National Commission for Nomadic Education, Local Government Structures, etc. Within the framework of concurrent authority, decision making is processed between federal, state and local structures. Often, the interface among these bodies is not smooth and critical tasks are not carried out or are poorly implemented because of bureaucratic bottlenecks. Therefore:

Recommendation 3

The Federal Ministry of Education should initiate the streamlining of the functions of relevant organizational structures and clarifying their tasks to avoid conflicts and duplications, and to ensure effective implementation. Boundaries between Federal, State and Local Governments must be clearly delineated.

II. Statistics

There is strong evidence of paucity of data. Most of the data found in the sample studied was incomplete, out of date or unreliable. Therefore:

Recommendation 4

The development of an Education Management Information System (EMIS) should be given high priority for the sub-sector for proper planning and evaluation, to update existing data and facilitate decision making on Non-Formal education.

C. The institutional layout for core functions as regards NFE: Strategic and operational functions.

The implementation of the NFE policy and programs require that certain tasks be assured at various levels. Responsibilities should be clearly defined and distributed so as to make the most effective use of resources and ensure quality. The aim of the following recommendations is to specify what Federal, State and Local Government level institutions ought to do.

I. Policy implementation and law enforcement

There are legal provisions to deal with most issues related to the implementation of Non-Formal Education Policy and programs. However, occasionally,

weaknesses are mentioned with regard to the implementation in some States. Given the important role that the Boards of the different commissions and State Agencies ought to play in compliance with the various laws, and considering that certain States do not have these institutions

Recommendation 5

It is suggested that the Office of the President ensures the enforcement of the laws relating to the establishment of the appropriate boards and compliance with the policy in all States.

II. Definition and scope of Adult and Non-Formal Education provision

Non-Formal education as defined and exemplified in the self evaluation report refers to an alternative means of providing education to different groups of people for their self fulfillment —pursuance of academic laurels or productive use of skills—. It appears, therefore, that the activities and learning opportunities should not be conceived in a restricted way. Literacy for example may be in Roman alphabet or in the Arabic alphabet or their adaptation to transcribe national languages.

Recommendation 6

The relevant Commissions should amend their assessment instruments to take into account other forms of literacy and NFE activities such as skill training in the workplace, market schools, and apprenticeship scheme.

Recommendation 7

The different structures in charge of Adult and Non-Formal Education (A&NFE) should be innovative in their approaches and techniques, as well as their ways of delivering the programs which include the use of new information and communication technologies (ICTs).

Recommendation 8

There needs to be a dedicated radio frequency provided for the expanded nomadic education program.

D. Meeting the needs of diverse client groups

Education For All goes beyond children in formal education. The breadth of this comprehensive definition encompasses the wide range of client groups that A&NFE programs should serve. In order to satisfy this large demand, specific learning experiences ought to be designed and implemented. It occurs that many people equate education and

schooling. However, education goes beyond the latter and therefore, Education For All ought to be perceived far beyond what is provided to children in formal schools. Consequently, policy and decision makers, development partners, and educationists should take this dimension into consideration in the process of policy formulation and program design.

I. Adoption and adaptation of alternative pedagogies

Nomadic Education has been piloted with a systemic view of the beneficiary communities by paying attention to the choice of language of instruction; assuring that teachers are culturally suitable; and the curriculum is adapted to the context. In order to succeed in scaling up, it is necessary that all intervening actors understand and accept this approach.

Quranic schools are well established privately owned institutions providing religious education to a significant proportion of children and youth. Currently, the majority of Quranic students do not receive basic education as defined by the Law. Tsangaya/ Quranic schools are designed to give an opportunity to this specific group of children to access basic education concurrently with their religious studies.

While special need groups are predominantly a focus of the formal education system, the Non-Formal sector barely takes their needs into account. In view of the above:

Recommendation 9

In posting teachers to schools catering for specific groups with special needs, care must be taken to ensure that teachers meet the cultural and gender requirements of the host communities and are not indiscriminately posted out of such schools without replacement. In particular, female teachers should be made available for female learners where appropriate. Vigorous training and capacity building activities focused on learner-centred methodologies and instructional materials utilization should be organized by A&NFE agencies/centers for all teachers/facilitators.

Recommendation 10

The Federal Ministry of Education and the States should provide requisite human and financial resources to the Agency for Mass Education to ensure that adequate support is given to Tsangaya, Medressa, Boat schools, nomadic and other programs to ensure integration of non-religious subject matters in their curriculum.

Recommendation 11

The Federal Ministry of Education should provide for learners with special needs in the Non-Formal sector, in line with ideals of inclusive education.

II. Curricular enrichment

Skills acquisition programs can be an important means of poverty alleviation if they are designed with good and pertinent objectives. These programs attract a significant number, of women, young girls and adolescents but unfortunately the low level of funding allocated for their implementation limit them to routine basic training.

Recommendation 12

Provisions should be made in forthcoming policies to up-lift curricular objectives for women's, girls' and youth skills acquisition programs, and provide sufficient resources.

Recommendation 13

In recognition of the fact that the National Centers for Mass Literacy, Adult and Non-Formal Education, such as the one in Kano, have a major role to play in improving the quality of Non-Formal education delivery, provision should be made for establishing, rehabilitating and sustaining such Centers.

E. Policy implementation and service delivery**I. Meeting diversified learning needs**

In view of the large number of Nigerians un-reached by the formal system and the fact that they have needs and situations that are not appropriately answered by the formal education design, NFE cannot be viewed simply as "second chance" or gap filling. Skills acquisition programs can be an important means of poverty alleviation if they are designed with good and pertinent objectives. These programs attract a significant number, of women, young girls and adolescents. Nigeria has seen it important to develop NFE curricula that provide for diversified learning and skills. However, as the self-evaluation report found out, adoption of the NFE curricula has been very slow. Observations by the international peer review team also showed that most alternative provisions use, with some modifications, the formal schooling curriculum or their own make-shift curriculum. It is therefore recommended that:

Recommendation 14

Commissions, other agencies and authorities in-charge of A&NFE should distribute A&NFE national curricula to existing centers and ensure their usage by the teachers.

Recommendation 15

The relevant organs should diversify Non-Formal education curricula to respond appropriately to the specific needs and situations of the people, to encompass all alternative education including self-contained NFE programs and overcome the dominant perception among the population which equates Non-Formal education to second class education.

II. Enhancing NGO participation in A&NFE

Non-Government Organizations (NGOs), civil society organizations (CSOs) and community based organizations (CBOs) have played a significant role in the provision of A & NFE in Nigeria. These organizations have great potential for further contributing to the development of NFE. However, their contribution has significantly declined in most parts of the country over the past years. Therefore:

Recommendation 16

NMEC and NCNE should work with the federal, state and local Governments to stimulate and support the participation by NGOs, CSOs and CBOs in the development, expansion and quality implementation of A & NFE in all parts of the country.

III. Adequate training of A&NFE teachers and facilitators, and quality assurance

One of the challenges of A&NFE institutions and programs is to provide quality training which requires qualified facilitators/instructors and managers. The facts are that, currently, there are few training institutions, most of them poorly equipped for the job. There is a shortage of trained literacy instructors and teachers specializing in Non-Formal Education. Moreover, institutions in charge of training NFE teachers do not seem to understand the importance and urgency of the situation. For the sake of improving the quality of the contribution of A&NFE to achieving EFA goals and MDGs:

Recommendation 17

The Federal Government, the relevant Commissions, the States and all interested parties should mobilize enough resources to work with institutions

such as the Continuing Education Institute in Maiduguri, Colleges of Education, Polytechnics, and universities in the areas of research, teacher education and curriculum development so that sufficient numbers of teachers, with flexible qualifications, can be produced, new and more appropriate training approaches and methodologies designed, and more relevant curricula developed to meet the needs of the sub-sector. The minimum qualification of A&NFE teachers/facilitators and their adequacy, as entrenched in the National Benchmark for A&NFE, should be vigorously pursued.

Recommendation 18

The National Commission for Mass Literacy, Adult and Non-Formal Education and the National Commission for Nomadic Education should work with institutions of higher education involved in Non-Formal education to develop appropriate quality assurance mechanisms for the sub-sector.

IV. Remuneration and professional support of teachers

Working conditions of teachers in A&NFE are in many cases not satisfactory. Teachers have been abandoning their post as a result of lack of remuneration and incentives. Some communities have been supplementing teachers' remuneration. While this shows their commitment, it is necessary that teachers are paid a regular salary. Therefore:

Recommendation 19

The Local Governments, the States and other relevant agencies should ensure that teachers of NFE are employed with appropriate terms and conditions of service and paid regularly, and that the agencies and Commissions provide them with professional support (such as monitoring, evaluation, materials, and other means).

V. Nomadic education model centre

The NCNE model centers have built teachers' accommodation on the premises. The integration of accommodation for teachers and extension workers in the centre has advantages for making these the nuclei for settlements among special migrant groups. Therefore:

Recommendation 20

The NCNE should work with communities and potential funding agencies to integrate incentive packages including facilities for teachers into the learning centers for nomadic people.

VI. Creating a literate environment

Persons with basic literacy are constantly at risk of relapsing into illiteracy and have a high unsatisfied need for more reading materials and skills acquisition. Literacy is meaningful only when practised. The poor literacy environment in many parts of the country seriously limits the people's literacy practices. Therefore, to promote beneficial literacy practices

Recommendation 21

NMEC should work with the various stakeholders to create a literate environment that is responsive to the skills acquired by neo-literates. This includes, among others, the provision of libraries in literacy centers and among the communities, labelling of drugs and agricultural chemicals as well as sign posts in local languages; and abridging of Nigerian classics and publication of books on vocations.

F. Fund allocation and management

I. Streamlining the funding of education commissions

At Federal level the education sector is funded from 3 main sources: Budgetary Core funding, the Education Trust Fund and the Consolidated Fund disbursed through UBEC. Within this scheme, it is observed that Non-Formal Education is grossly under-funded at a moment when the sub sector should be playing an important role to enable Nigeria to achieve the EFA goals. Therefore,

Recommendation 22

The funding strategies may need to be reconsidered especially with respect to the Consolidated Revenue Fund (CRF) and a decision needs to be made, as soon as possible. To facilitate implementation, UBEC should be the recipient institution of the Consolidated Revenue Fund. Agencies of UBEC, NMEC, NCNE at the State and local levels should synergize to draw up quarterly Action Plans for the utilization of the Federal Government-UBE Intervention Fund, as appropriate.

Recommendation 23

The Ministry may wish to consider taking steps to improve its capacity and strengthen the mechanisms to coordinate development partner interventions in the sub sector.

II. Coordinating development partner interventions

A comprehensive view of the role of external funding in the provision of Non-Formal Education is not immediately discernable. This may be partially due to the fact that there are several actors accessing such funds without coordination of information at a central point. This state of affairs is likely to impinge on the ability of the M.O.E. and its agencies to fully plan for, optimize the benefits, and assess the contribution of external funds to Non-Formal education.

Recommendation 24

The Ministries of Education should effectively promote A&NFE/Nomadic education in their overall strategies for accessing support from development partners.

III. Attracting more funding for Non-Formal education

In spite of its vital role in any strategy for the attainment of EFA goals, A&NFE has not featured prominently in Development partner assistance to the Education Sector. To make A&NFE a higher priority item in development cooperation,

Recommendation 25

The Federal Ministry of Education should strengthen the strategies for monitoring the expenditure of the funds released to down-stream political and institutional structures for the implementation of national policy on A&NFE.

IV. Monitoring financial expenditures and management

In view of the multiple agencies involved in education there are bottlenecks involved in the management of funds. The allocation of funds is not so much the problem as their disbursement and management at the implementation level.

Recommendation 26

UBEC should reach out to individual States to discuss and address problems related to accessing available funds for Basic Education delivery in Nigeria. It should also continue to publish the list of States that fail to access available funds.



➡ Handing over the Peer Review Report Findings to the Honorable Federal Minister of Education of Nigeria, Dr. Igwe Aja-Nwachuku. ©Collection I. B-L

Annex 1

Synopsis of Recommendations
from the Peer Review

Annex 2

Framework for Cooperation
ADEA / RF Nigeria

Annex 3

Bibliography

ANNEX 1

SYNOPSIS OF RECOMMENDATIONS FROM THE PEER REVIEW

Recommendation 1

NFE should be given the status of a full sub-sector to enhance its capacity to play its important role in meeting the EFA and MDG goals.

Recommendation 2

The Nigerian Education system should work with the comprehensive definition to which the country has made commitments in the 2004 Compulsory, Free, Universal Basic Education Act. This will facilitate the achievement of EFA and MDGs.

Recommendation 3

The Federal Ministry of Education should initiate the streamlining of the functions of relevant organizational structures and clarifying their tasks to avoid conflicts and duplications, and to ensure effective implementation. Boundaries between Federal, State and Local Governments must be clearly delineated.

Recommendation 4

The development of an Education Management Information System (EMIS) should be given high priority for the sub-sector for proper planning and evaluation, to update existing data and facilitate decision making on Non-Formal education.

Recommendation 5

It is suggested that the Office of the President ensures the enforcement of the laws relating to the establishment of the appropriate boards and compliance with the policy in all States.

Recommendation 6

The relevant Commissions should amend their assessment instruments to take into account other forms of literacy and NFE activities such as skill training in the workplace, market schools, and apprenticeship scheme.

Recommendation 7

The different structures in charge of Adult and Non-Formal Education (A&NFE) should be innovative in their approaches and techniques, as well as their ways of delivering the programs which include the use of new information and communication technologies (ICTs).

Recommendation 8

There needs to be a dedicated radio frequency provided for the expanded nomadic education program.

Recommendation 9

In posting teachers to schools catering for specific groups with special needs, care must be taken to ensure that teachers meet the cultural and gender requirements of the host communities and are not indiscriminately posted out of such schools without replacement. In particular, female teachers should be made available for female learners where appropriate. Vigorous training and capacity building activities focused on learner-centred methodologies and instructional materials utilization should be organised by A&NFE agencies/centers for all teachers/facilitators.

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ANNEX 2

FRAMEWORK FOR COOPERATION

Between

The Association for the
Development of Education in Africa

and

The Federal Ministry of Education of Nigeria

Regarding

The Peer Review Undertaking in Education In Nigeria

Abuja, Nigeria November 2005

Framework for cooperation

(Hereinafter referred to as FFC)

Between

The Association for the Development of Education in Africa

(Hereinafter referred to as ADEA)

and

The Federal Ministry of Education of Nigeria

(Hereinafter referred to as FME-Nigeria)

Regarding

The Peer Review Undertaking in Education in Nigeria

1. Preamble

WHEREAS Nigeria has made the decision to undertake a Peer Review exercise in Nigeria and has formally asked ADEA to support the initiative;

WHEREAS the ADEA has responded positively to the request and agreed to support the initiative within the framework set forth by a program concept paper presented during its Steering Committee Meeting held in Chavannes de Bogis (13-14 April 2004) and approved during its session held in Kigali, Rwanda on 16 November 2004;

WHEREAS the ADEA Steering Committee has appointed a subcommittee composed of the President of the ADEA Forum of Ministers, the President of the Association and its Executive Secretary, and the Director of IIEP to provide the political supervision, insure appropriate programmatic supervision, facilitate fund raising in support of the program and approve the financial requirements for undertaking;

WHEREAS the ADEA Forum of Ministers and Steering Committee has adopted the priorities made by the ADEA subcommittee for the pilot phase;

WHEREAS The ADEA has designated WGESA as its implementing body;

WHEREAS Nigeria has appointed a national task force to serve as partner institution to WGESA regarding such implementation, and prepare and facilitate the Peer Review process;

NOW THEREFORE FME Nigeria and ADEA

(hereinafter referred to as “The Parties”) have agreed as follows:

2. Scope and Objectives

The ultimate goal of the Peer Review is to help Nigeria improve policies and practices for the development of quality education.. In order to achieve such a goal, the Peer Review will collaboratively undertake a comprehensive examination of the performance of the country’s educational system.

The Review will examine in particular the Adult and Non-Formal Education part of the UBE Bill (2004) in terms of

- (a) its strategies and organization for implementation and
- (b) linkages with the formal system.

The Review will also examine the adequacy of the Act (Decree) 17 of 1990 of the National Commission for Adult and Non-Formal Education in view of the UBE reforms and the nature and quality of its implementation focusing on three areas – access, relevance and achievements – it will examine the extent to which:

- (a) The policy reforms were appropriately designed;
- (b) The initiatives proposed were pertinent compared to actual needs;
- (c) The implementation strategies were adequate;
- (d) The resources raised and mobilized were appropriate compared to the goals (human, financial, material, institutional, etc.);
- (e) The performance of the education system has lived up to expectations, compared to the reform goals.

The Review will focus on 6 states of the country – Enugu, Bayelsa, Yobe, Zamfara, Plateau and Osun; and Federal Capital Territory (F.C.T.), Abuja.

The methodology for the Nigerian Peer Review will draw on commonly agreed upon approaches and be structured around four to five major phases:

- (a) A preparatory stage starting with the reviewed country's intent to undergo a peer review exercise;
- (b) A self-evaluation step by the reviewed country;
- (c) A review undertaken by an international team to continue and complete the self-evaluation work;
- (d) A national consultation to strengthen the collaborative work between the two teams, validate the products, share the results with broader education stakeholders and set the foundation for implementation of the recommendations;
- (e) An eventual impact assessment, made later on, to evaluate the impact of the exercise in the reviewed country and abroad.

Themes, content and methods could be slightly modified in light of new information that could come to light during site visits and other stages of the implementation process, provided that such changes do not alter the scope and objectives stated above.

Lessons learned from the Review will inform policies in other African countries going through similar reforms.

The approaches and methodologies implemented in Nigeria will also serve as a basis for similar Peer Review undertakings throughout the continent, within the broader framework set forth by ADEA, NEPAD and other organizations addressing education in Africa.

3. Responsibilities of the Parties

Respective roles and responsibilities of stakeholders are developed in accordance with the recommendations made by the ADEA Forum of Ministers and Steering Committee sessions during the April 13-14, 2004 meeting held in Chavannes des Bogis, Switzerland, and the November 16, 2004 meeting held in Kigali, Rwanda.

Specifically,

- (a) The country, through FME-Nigeria, initiates and supports the review process. It handles follow-up during the validation and dissemination stage.
- (b) ADEA, through its subcommittee, defines the action framework, provides policy support, and coordinates the entire initiative.
- (c) The WGESA is the implementing body.
- (d) The international Peer Review Team provides technical expertise.

- (e) The OECD acts as the consulting and technical organization. It will also cover the part of the Review related to equity, the special needs of diverse populations and HIV/AIDS.
- (f) The national High-Level Team supervises implementation at the national level and organizes the self-evaluation exercise.

Roles and functions of the international individual peers and entities must be in compliance with the rules and regulations in effect at FME-Nigeria.

The above-mentioned recommendations as well as details of the responsibilities are annexed to the F.F.C. They are deemed to be read and construed as part of the F.F.C.

4. Institutions and personnel

The Institutions and experts referred to in (Nigerian High Level Peer Review Team and the International Teams of Peers) required to carry out the review, will be identified and selected with cooperation of all the Parties

The international expert team leader and the international team members will be selected from a shortlist process conducted by WGESA, using three main criteria: (i) scientific authority (i.e., relevant expertise and proven capacity to conduct and supervise reviews in African context), (ii) visibility (i.e., incumbents who have already held public and or national positions in administration and/or academia, (iii) legitimacy (i.e., incumbents who could speak on behalf of African education). The selection will be conducted in cooperation with FME-Nigeria.

There will be a Nigerian High Level Peer Review Team that will be responsible for policy formulation. The composition of the Team would include:

- (a) The Executive Secretary, UBEC, Prof. Gidado Tahir
- (b) The Executive Secretary, NMEC, Dr. Ahmed Oyinola
- (c) The Executive Secretary, NCNE, Dr. Nafisatu D. Muhammed
- (d) Representative of FME (Director, Primary & Secondary)
- (e) Representative of Nigerian National Council for Adult Education (NNCAE)
- (f) Representative of Non-Governmental Association for Literacy Support Services (NOGLASS)
- (g) Two (2) Representatives of State Agencies for Mass Education
- (h) Representative of Non-Governmental Organizations (NGOs)
- (i) Representative of Communities
- (j) Representative of Learners/Facilitators

(k) Chairman of National Technical Committee to serve as Secretary

There will be a National Technical Committee that will be made up of the following membership:

- | | |
|--|--------------------|
| (a) Professor C.O. Onocha (UBEC) | - Chairman |
| (b) Dr. Tony Alabi (UBEC) | - Member |
| (c) Dr. Salihu B. Girei (UBEC) | - Member |
| (d) Dr. C.T. Pwol (NMEC) | - Member |
| (e) Mal. Jibrin Y. Paiko (NMEC) | - Member |
| (f) Mrs. V.O. Faluyi (FME) | - Member |
| (g) Mal. Ibrahim Yamta (NCNE) | - Member |
| (h) Experts in Educational Research from Universities | - Member |
| (i) Dr. I.E. Anyanwu (UBEC) | - Member/Secretary |

FME-Nigeria will appoint the leader of the Nigerian High Level Peer Review Team (NHLPRT) and ensure the recruitment of other qualified personnel to serve in the Team. It will provide local support staff and services as appropriate to facilitate the smooth functioning of the Review. NHLPRT will, in particular, assist the ADEA review team in organizing the site visits, selecting institution and people to be visited, and providing additional information / data as may be required.

FME-Nigeria will help to locally identify the institutions and programs that are likely to be used for the development of the program, while ADEA will be responsible for identifying the international institutions and experts.

FME-Nigeria and ADEA may enter into subcontracts with such institutions and resource persons for the implementation of their duties under the terms of the F.F.C. The subcontracts will be submitted to the other parties for information and clearance.

Rates of remuneration and modalities for the payment of expenditures will be worked out and agreed between the Parties. They will be presented on a separate annex for approval.

The details of the composition and the obligations of the national and international teams are spelled out in Annex.

5. Information

The Parties will keep each other continuously informed about all matters of importance relevant to the overall cooperation and the implementation of the tasks to be performed under this F.F.C.

The Parties will meet as needed and at least twice:

- (a) during the inception stage to discuss the details of the Review, prepare the source papers and launch the Review; and
- (b) during the validation phase (See point 2.3, item d) to review the activities in relation to the objectives stated in the Project outline, draw lessons for future undertakings, provide visibility to the program, and boost the dissemination of its recommendations.
- (c) during the impact study to evaluate the impact of the exercise in the country and abroad.

6. Planning, financing and budget

The ADEA, through WGESA/IIEP, will be responsible for developing and presenting an overall work plan and an overall budget for approval by the Parties.

The Peer Review will be co-financed with the contribution of ADEA, Nigeria, OECD and other partners. An initial amount of USD 100,000 is provided through funds raised by ADEA to facilitate the launching and smooth operation of the program. Out of this total, USD 10,000 is allocated to FME-Nigeria to support the country's preparation for the self-review, collection of background documentation for the international team work, and coordination of local activities (see tentative budget in the document entitled "Initiating and Conducting an Experimental Peer Review Exercise in Education in Africa").

The ADEA will prepare through WGESA, and in close cooperation with FME-Nigeria and all other parties involved, regular progress reports and statements of accounts as requested by the end of the fiscal year, for submission to Nigeria and to the ADEA Steering Committee and Forum of Ministers.

The OECD, together with other partners such as SIDA, is committed to assisting the ADEA in financing the program. It will cover part of the travel and accommodation costs and provide part of the expertise necessary for a smooth conduct of the Review.

7. Liability

Neither FME-Nigeria, nor ADEA will be responsible, financially or in other ways, for liabilities undertaken by the other.

8. Use of results

The process and product will be validated and disseminated through workshops, seminars, etc.

The end product is published under the auspices of the ADEA and its sector analysis working group, WEGSA. However all parties involved reserve the right to reprint part or the entirety of the documents produced by the Review, with due reference to ADEA, and have it included in other relevant publications of their own.

The Parties are not liable to pay royalties for the use of any documents prepared under this Review.

9. Compliance with national laws and regulations

While carrying out the assignment under this F.F.C, duly authorized international peers and institutions will comply with all relevant local / national laws. The Parties will take prompt corrective actions with regard to any violation by any of their personnel and entities when carrying out their assignment in the other country.

FME-Nigeria will assist the national researchers and the international peers in obtaining, within the legal frameworks in education in the country, all necessary permits, licenses and permissions required in order to undertake their obligations in accordance with the agreed format of formative research.

10. Amendments

Amendments to this F.F.C will only be made by written agreement signed by duly authorized representatives of the Parties.

11. Entry into Force and Duration

This F.F.C will enter into force when signed by duly authorized representatives of both Parties: the FME-Nigeria and ADEA

This F.F.C will remain in force until the expiration or termination of the Agreement, or as agreed between the Parties.

12. Termination

Each Party may terminate this F.F.C by giving three months' written notice to the other Party.

13. Settlement of Disputes

If any dispute arises relating to the implementation or interpretation of this F.F.C, there will be mutual consultations between the Parties with a view to securing a successful implementation of the program and the relevant activities as referred to in the Project Outline annexed to this F.F.C.

Any disputes in connection with this F.F.C that cannot be solved amicably will be referred to the meeting of the ADEA Forum of Ministers and Steering Committee. The Parties will accept the decisions made at the meeting.

In witness whereof, the undersigned, acting on behalf of their respective governing bodies, have signed this F.F.C in two originals in English.

For FME - Nigeria
(Place and date)

For the ADEA
(Place and date)

Name and Title

Name and Title

Annex 3

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- The future of education and economic development in Nigeria is contingent upon the country's capacity to strengthen education programs for both the illiterate parents and the child, at his/her earliest age. ©Coll I.B-L

Education needs in Nigeria are huge. According to Federal Census, over 55.7 million Nigerians are functionally illiterate, most of them youth and adults. In order to address these challenges, Federal, State and local Governments have set up literacy and non-formal education structures, developed comprehensive policies and allocated billions of Naira to support the implementation processes. Despite these measures, many of the challenges are still unmet.

A peer review was initiated under the aegis of the ADEA and the Nigerian Federal Ministry of Education to examine the effects of these measures on the Nigerian Literacy and Non-Formal Education sub-sector. The review conducted an in-depth scrutiny of complexities, processes and outcomes of the L&NFE policies, organizational structures, programs and activities. A special attention was paid to the conditions of the three most educationally disadvantaged groups: nomads, adults and children in difficult circumstances.

The review identified strengths and weaknesses of the sub-sector in term of both policies and practices. Therefore, it developed concrete and workable recommendations to outreach the educationally disadvantaged in Nigeria and to better contribute to EFA goals and the MDGs. These recommendations are presented in the present report.

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