



THE OPERATIONS OF THE KPANGA KABONDE FUNCTIONAL ADULT LITERACY PROGRAMME IN PUJEHUN DISTRICT, SOUTHERN SIERRA LEONE

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ABSTRACT

The Canadian boost Functional Adult Literacy Programme was instituted based on the Paulo-Freire Psycho-social principles and approaches to boost high spirit of community involvement participation in its Literacy Classes. Through this participants acquired knowledge, skills, attitudes and aspirations that enabled them engage or become self reliance in self-development work. But there seem to be a low level of clientele participation and high withdrawal incidence, particularly in literacy class attendance, which necessitated this research. The study was conducted in nineteen villages in Pujehun District, Southern Sierra Leone. The research used seven main sources of data to arrive at reasonable conclusion. These included discussions, participant observation and oral/verbal interviews and the use of questionnaire. A representative sample of 338 respondents was purposively selected from these villages. The strongest perception of the programme, held by the clientele, was in its community development aspect for the smooth running of the Kpanga Kabonde functional adult literacy programme (64.5%), which was particularly strong in the cases of observers (733.9%, current learners (70.4%), and programme graduates (69.3%). Main findings were that the programme's operations were astray in its institutional philosophy leading to clienteles' misconception of the programme itself; clientele distrust and psychological distance from programmes, participant disenfranchisement and displeasure with programme personnel, immaterialized expectation, and many other factors that hindered the entire programmes operation. It was concluded that the FALP programme did not fulfill its institutional philosophy in the appropriate context as an adult school, it instead served as a benefactor institution that provided community development benefits in terms of infrastructure. It was recommended that the community targeted needed re-education with regards to the programme institutional philosophy. Programme management needed to be particularly decentralized and liberal enough to permit community involvement and active participation at all levels.

KEY WORDS: Adult Learners Functional Adult Literacy Programmes Clientele Community.

INTRODUCTION

One of the many issues that have gained increasing international attention and concern in educational debates and conferences is that of non-formal education and development. The basic emphasis in this type of education is spreading education over the individual's life-span so as to incorporate a wider range of provision to meet his overall development needs. In view of the above, rural poverty is crowned as one of the greatest problems of world-wide concern that has shackled one-third of the world's population. Various dimensions of poverty have therefore created economic gaps between nations, cities and rural areas as well as categorizing people into the "haves" and "have-nots". To break this circle therefore, the role of education is crucial to offer potentials of practical values to those who grapple with problems of rural poverty. Non-formal educational programmes can serve to increase the skills and productivity of the rural masses to effect their development (Baguma & Oketcho, 2010). African Platform for Adult Education (2008) holds the view that if non-formal education is well designed, Properly managed and

implemented, it will reach those remote populations that were not served by the formal system, and it can educate those drop-outs that did not benefit from the formal system or who did not have the opportunity of seeing the classroom- especially the poor struggling for survival. Probably, the most wide-ranging discussion on the importance of non-formal education within wider strategies for "life-long education" is that found in the report of the International Commission on the Development of Education (UNESCO, 2009a). Although the concept of non-formal education, per se, is not discussed in great detail, its importance is implicit in the first three principles of the report which state that:

1. Every individual must be in a position to keep learning throughout his life. The idea of lifelong education is the key-stone of the learning society.
2. The dimension of living experience must be restored to education by redistributing teaching in time and space.
3. Education should be dispensed and acquired through a multiple of means. The important thing is not the path an individual has followed, but what he has learnt and acquired (UNESCO, 2009a).

Apart from this wide ranging synthesis of ideas, however, current thinking about the place of non-formal education in strategies for development in Third World Nations has been dominated by works which analyze the issue in a highly pragmatic way. These writings emphasize the essential and instrumental role of education in providing individuals with knowledge and skills to facilitate economic advancement. They generally agree that the formal educational system in poor countries has probably failed to provide relevant skills, knowledge and attitudes at acceptable cost and that non-formal education may provide a cheaper alternative which is more closely and flexibly linked to the true pattern of economic opportunities which exist in most Third World Countries today Ahmed (2009). The overriding significance of conferences and workshops on non-formal education is to investigate the mysteries and complexities of rural development, while exploring better means of blending non-formal educational concept and methodologies to meet the central needs of the poor. In this regard, the propounded topic of discussion nowadays is that educational policies should address themselves to socio-cultural and economic constraints within which they operate, otherwise non-formal education in developing countries will remain still-born (Aitchison and Alidou, 2009)

Sierra Leone, being one of the developing nations in the world, is characterized by mass illiteracy. Beside it faces complex problems of rural development and therefore recognizes that adult education practices would serve as major stepping stones towards the development of its rural population. Appropriately, and to complement the formal educational system, functional adult literacy was introduced in Sierra Leone, 1962. The Social Welfare Department was charged with this responsibility following the establishment of the National Literacy Campaign with the objective of enabling people to "Read and Write" their own vernacular language intended to serve as a basis for literacy in English. In 1968, the Literacy Campaign Programme became the responsibility of the Department of Education. This transfer resulted in the establishment of the Adult Education Unit in the Ministry of Education in 1976. The programme, however, soon ran into problems as a result of the interplay of several constraints and inadequacies. This dislodged the campaign from its normal trends (Benavot, 2009). With inadequate financial resources, it became obvious that a successful operation of an out-of-school programme in Non-formal Adult Education can only be realized through the mobilization of large resources toward it. This campaign was somehow dampened because of resource constraints and could only have prospered at the expense and detriment of the Formal-School Education Programme. This, the nation could not afford to risk, especially with the high social demands for formal education (National Development Plan, 1971/75-1978/79). Consequently, the campaign came to a virtual standstill.

During that last decade however, both government and non-governmental agencies have instituted literacy in different parts of the country as a measure to revitalize adult education in Sierra Leone. These include the Canadian

University Services Overseas (CUSO), the Christian Extension Services (CES), the People's Educational Association (PEA) and the Institute of Sierra Leonean Languages. All these agencies operate on different aspect of adult education as a pre-requisite to national development (Blanden, et al., 2009.). Unlike the other adult education agencies and their operations in the country, the CUSO-FALP Programme was instituted in 1979 on a work-oriented basis (CUSO-FALP Brochure, 1987). The uniqueness of its operation and the period for which it has operated make it an interesting programme to study. The Kpanga Kabonde Functional Adult Literacy Programme (K.K.FALP), in the Pujehun District is one of such work-oriented literacy programmes established in 1979 with the entire Kpanga Kabonde Chiefdom as its target community. The operational philosophy of the programme is to eradicate illiteracy while improving the standards of living of the target community (CUSO-FALP Brochure, 1987), and its approach and interventions concentrate on conducting literacy classes as the spin-off point towards meeting the people's development needs and not as an isolated single operation of literacy 'per se' for the sake of "Reading and Writing" alone (conventional literacy). In view of this, the Paulo Freire Psycho-Social Approach was to be used in raising the awareness of the learners as identifiers of their own problems, development priorities, learning needs and strategies as determined by their occupation and welfare (CUSO-FALP, 1987). After several years of operations in providing social services, inputs and other resources including extension services, running literacy classes and ensuring resource co-ordination for utilization, there seems to be little evidence of people-involvement and participation, particularly in the literacy classes. There are instances where classes in some villages, were unattended while in others, class attendance was rather poor and discouraging. A survey conducted by Literacy Advisor to determine the functional literacy level in the programme revealed that:

- There was little interest in Literacy from grass-roots level to the senior staff and Central Planning Committee level
- Class attendance in some villages was mandatory with fines levied against non-attendants
- Majority of the participants had an unsatisfactory level of literacy
- Most of the participants and local authorities were more interested in the community development benefits that were brought to their villages than in Functional Literacy itself (Healingnumenor, 2009).

On the basis of these findings, the Literacy Advisor recommended that literacy classes be discontinued in about three-fourth of the programme villages and to be continued in only four villages, but to be replaced by a module-based functional approach.

From the F.S.Os' point of view, literacy to the outsider is FALP's *raison d'être* but has been ineffective for several years. He expressed that FALPs involvement in literacy activities has been generally described as "lackadaisical" or "obtrusive" or "illogical" and sometimes all three. The following excerpts indicate the disappointment:

- What has happened to Literacy in FALP is my and their darkest hour—my greatest professional disappointment as F.S.O and a situation which gives the lie to FALP's very name. So why then were the learning centres built? (p. 10 of F.S.O's submission), (CUSO_FALP 1987).
- From the literacy advisors survey report and the F.S.O's submission, it was clear that what was happening to "Functional Literacy" in FALP was not in accordance with the FALP philosophy. In addition to this, there was a considerable decline in the villages and confirmed in the literacy facilitators' (teachers) records and class and class registers. High withdrawals from the literacy classes were also enough indications of poor clientele participation in the literacy aspect which thus continues to threaten the status of "Literacy" in the program. These are sufficient indicators to say that all was not well with the Kpanga Kabonde CUSO-FALP.

But the factors responsible for this poor state of affairs have not been investigated to find out why the Kpanga Kabonde FALPs literacy programme was faltering. Hence the desire for the study. It is therefore hoped that the findings of this study would add to the body of knowledge and experience in the field of Clientele Participation in Non-formal Adult Education Programmes in Rural Development. While it serves to identify some of the FALP programme implementation constraints, it would also provide working recommendation for the improvement of the programmes operations towards clientele if it should properly serve the people for whom it was intended. It would also be of considerable importance to policy makers and practitioners concerned with functional adult literacy in formulating appropriate strategies and programmes for the rural poor.

RESEARCH PURPOSE & OBJECTIVES

The Purpose of the study was to critically analyze the operation of K.K. FALP, particularly the adult literacy component, with the view to bring out the cause of the poor participation and high withdrawal (drop-out) rates of the clientele from the literacy classes and to make suggestions for improvement where necessary.

To achieve this, the research was aided by four specific objectives as follows: (1) to assess the participation patterns of the clientele with the view to know whether the people's felt-needs were reflected in the literacy operations and its classes; (2) to determine the relationship between the literacy programme and the development needs or issue of the community; (3) to study the linkage-patterns between the literacy component and the other components of the programme (agriculture, health, income and construction) in order to assess the implementation strategy; and (4) to investigate and analyze the constraints that are associated with the participation of the people in the literacy classes.

RESEARCH METHODS

Sources of Data/Respondent Categories: An inventory was taken of all those people who were in one way or the other affected by the programmes' interventions, and a categorization was made of eight (8) distinct sets of people

based on the characteristics that linked them to the programme as given below:

Programme Observer: These were people who had never registered with the literacy classes but were living in the programme area.

Programme Withdrawal: This category includes those who were once members of the literacy classes but dropped out/ceased attending the classes before graduation.

Programme Grandaunts: These were people who had passed through the literacy programme and therefore considered to have acquired the relevant literacy skills.

Programme Current Learners: These were those adult learners that were enrolled in the literacy classes at the time of this study, either as beginners or advanced learners.

For a thorough assessment of the problem situation, another three sets of people were considered as relevant sources of information. These comprised:

Programme Facilitators: These were people that managed the literacy classes as resource persons and were commonly known as "Teachers".

Programme Administrative Staff: This category refer to all those persons who were directly working for the FALP programme in different capacities, ranging from the coordinator to field staff.

Central Planning Committee (C.P.C) Members: These were community members made up of the decision making body and thus served as pioneers and representative of the community at programme management level.

Village Development Committee (V.D.C) Members: These were village based decision makers through whom the village channeled information to the C.P.C for subsequent transmission to programme management.

Sample Size and Sample Selection: A total populations of 523 provided the sample frame for this study. A representative sample of 338 respondents was selected from the inventory categories. In the case of the learning community, a random selection of respondents was done in each of the sample villages (10). Representative samples were selected from the first five categories below; while the total population in the other three categories was taken since the numbers were small. The sample distribution was as follows(forming a total of 338 respondents).

1. Observers: * 69 out of 119
2. Withdrawals: 67 out of 105
3. Grandaunts: 75 out of 111
4. Current Learners: 71 out of 130
5. C.P.C Members : 5 out of 7
6. Facilitators: 20
7. Administrative Staff: 21
- 8.V.D.C Members: 10

Total population of observers per village was very large and tedious to handle. A representative population of 119 was therefore randomly taken out of which a sample of 69 was selected.

Research Instrument: The instrument used for data collection took different forms. Basically, the Questionnaire method was used with some highly structured and open-ended questions to elicit the full statement of the respondents. Participant observation and informal personal discussions also served as useful methods to probe into the situation deeper. This helped to supplement other information gathered for this study.

Field Work and Data Collection: Before the fieldwork research started, researchers had a consultation with the CUSO Field Staff Officer. On his approval, a preliminary visit was made to the study area in order to have a visual assessment of the problem situation and to acquaint the researchers with the programme and its operations.

Field trips were later taken round the programmes' nineteen target villages to observe the literacy classes on their scheduled days of meeting. This ensured a first-hand assessment of the problem situation through class attendance and casual discussions with learners in attendance. This also helped the researchers to establish a base-line for the over-all assessment of the problem.

Based on the assessment of the FALP staff and the findings/observations of the preliminary visit made by the researchers, a selection was made of sample villages as a focus for the research, after which, a research proposal was developed.

The field work period during which data were collected stretched over a period of one month from 10th August and 10th September, 2014. The researchers' frequent interaction with the programme personnel and the clientele community over this period provided a fundamental baseline for information gathering.

The research questionnaires were developed and pre-tested and a team of ten enumerators (i.e., five graduate teachers and five final year undergraduate students) was trained in a two day workshop in one of the research villages. In this workshop the questionnaire was fully discussed and the implications of each question thoroughly examined and explained. The ten enumerators were distributed (one to each village) to the ten sample villages. A familiarization exercise was made during which each enumerator in his respective village was introduced to the entire village community in one organized general gathering of the village inhabitants.

To help elicit the frank opinions of the respondents, the questionnaires were administered through personal interviews in an informal atmosphere. This was done through respondents' home visits either in the mornings before departure to their farms, or in the evening on their return from the farms. In situations where this posed a problem, prior appointments were made with the respondents at their own times of convenience.

To strengthen the questionnaire interview, an overall observational assessment of the problem was made by each enumerator through friendly conversations and listening surveys within the community. A field note book was used to record pertinent information on the observations made in each village.

During this period of data collection, a thorough supervision was carried out by the researcher and some selected FALP staff members. The supervision tours provided additional information for the data base, which assisted the enumerators in situations of doubts and difficulties. This supervision to a great extent helped to ensure a careful and proper investigation and recording of the responses.

After a careful study of the collected data and recorded observations, subsequent visits were made by the researchers

to the research area. These were meant to verify certain issues of relevance. During these visits, informal interviews and discussions were held with the literacy facilitators, the V.D.C and C.P.C members, at separate individual levels.

Lastly, a combined analysis of this information gathered from all these categories of respondents gave the solid basis on which the FALP administrative staff members were interviewed.

Data Processing and Analysis

In the processing and analysis of the data, simple statistical methods were used. First, the information was collated and frequency counts were made of the responses to arrive at raw scores. The raw scores were converted into simple percentages to express the quantitative measures of the responses, while descriptive statistical analysis was made of expressions and explanations to give a qualitative strength of certain information related to the research problem. The analyzed data were presented in tabular and schematic forms.

RESULT

1. Clientele Perception of the Programmes' Operation

The word "Perception" is used in this context to mean the participants' view, opinions and understanding of the programme's operations. Participants' perception is therefore seen as a function of their orientation to the entire programme as affected by the emphasized operation of the programme. In this sense, the strongest perception of the programme held by the clientele is the community development aspect which was mentioned by 64.5% of the respondents. The community development aspect mentioned in this instance refers to the building and construction of infrastructural items by the programme. This perception was particularly strong in the case of observers (73.9%), current learners (70.4%) and programme grandaunts (69.3%) but relatively low in the case of programme withdrawals/drop-outs (42.3%). From this perceived operation of the programme, it was clear that the major emphasis of operation was put on the construction of visible structures used as an index to measure the community development objective of its interventions. In the view of the participants, these structures gave a face-lift to their villages. Literacy as an operation was emphasized only in the areas of Reading, Writing and Numeracy. This operation was perceived as the second highest area of the programme's operation with the score of 47.1% of the total responses. On the average, this perception was nearly equally held by the observers (57.9%), current learners (57.7%) and the programme grandaunts (57.0%) but low for the withdrawals (19.4%). The literacy aspect was conducted devoid of the relevant functional elements of development interventions that address the general socio-economic and cultural situation of the learners. Because of this deflection in the literacy operation, the FALP did not properly seek to fulfill the concept of a task-oriented functional adult literacy programme which it purported to have adopted. This destined literacy operation to being basic rather than functional. The creation of unity and co-operation as a

binding force that holds the community together for concerted effort through which labour was pooled for self-help activities was the third highest perception of the programmes operation. Although unity and co-operation are in-built social attributes of the community, the participants viewed it as being partly enhanced and strengthened by the environment created by the programme. It accounted for 24.1% of the statements and this perception was stronger in terms of importance among programme grandaunts (34.6%), and current learners (40.8%). This perception was relatively low for programme withdrawals/dropouts (19.4%) and non-existent for the observers.

Agriculture, which addressed the major occupational concerns of the target community, was the least perceived operation of the programme accounting for 20.9% of the responses. Agricultural services were limited to the procurement and distribution of agricultural inputs like seeds, oil palm seed let and in few cases agro-chemicals. It did not cater for general extension needs and agricultural education to address the overall agricultural development problems of the target community. This perception was high among the withdrawals/dropout (35.8%) and current learners (30.9%) but low in the case of observers (15.9%) and lowest for programme graduants (2.6%)

Although Health and Income Generating activities formed parts of the programme’s five (5) components, they were not perceived by the community as operating components of the programme. This is due to the fact that their impacts, if any were hardly realized by the participants.

The income generating component in particular, did not form part of any remarkable output that the clientele would observe and appreciate as an operation. Although it operated in its own right as an income generating wing of the programme, it did not seek to involve clientele participation in its operations. It was therefore not perceived by the participants as a programme operation. However, the health aspect of the programme’s operations was emphasized only in the building of toilets and water wells for sanitary reasons, but was devoid of general community health education campaigns and primary health care services. The building of toilets and water wells alone was not strong to effect the community’s perception of the health aspect as an operation. Health, like income generation, was therefore not perceived as a programme operation.

On the whole, community development and basic literacy were over-riding emphases of the programme. The functional concept of adult literacy which formed the main philosophy of the programme was not perceptible by the participants as an operation of the programme. Basic literacy, instead of functional literacy, was therefore the main vein of literacy operation in the programme. The community’s perceptions of programme’s operations were observed to have implications and relevance for the participants’ motives of joining the programme. On the basis of their orientation and perceptions they remained in, or joined the FALP, for certain reasons explained in their identified learning interests and needs.

TABLE 1: Responses on Clientele Perception of the programmes Operations

Perceived Programme Operations	Respondent Category				
	C.L N=71	P.G N=75	W.D N=67	Obs. N=65	% Score N=282
Basic Literacy	41(57.7%)	39(52.0%)	13(19.4%)	40(57.9%)	113*47.1
Community Development	50(70.4%)	52(69.3%)	29(42.3%)	51(73.9%)	182*64.5
Agriculture	22(30.9%)	2(2.6%)	24(35.8%)	11(15.9)	59*24.1
Unity an Co-operation	29(40.8%)	26(34.6%)	13(19.4%)	0(0.0%)	68*24.1
Income Generating Activities	0(0.0%)	0(0.0%)	0(0.0%)	0(0.0%)	0*0.0
Health Education	0(0.0%)	0(0.0%)	0(0.0%)	0(0.0%)	0*0.0
Total Respondents				282	

Note: Some respondents gave more than one answer

C.L= Current Learners, **P.G=** Programme Grandaunts, **W.D=** Withdrawals, **Obs. =** Observers,

*= Total number of respondents for each answer

2. Learning Interests/Needs Identified by the Community

The pursuit of participants’ interest and needs was seen as a major driving force behind their enrolment and persistence in the literacy classes. Table 2 gives the responses to identify learning needs and interests of the participating community. Two perspectives are deduced from the identified interests and needs as the packed line indicates in table 2. The top three interests and needs are related to the quest for knowledge which could be used as requisite materials for development, while the bottom two are related to extra benefit that the programme provided outside the domain of literacy. From table 2, community infrastructure was of high interest and need of the participants as it

accounted for 56.0% of the total responses. This interest and need was of high value to programme grandaunts (69.3%) and observers (62.3%). It was of relative importance to current learners (47.8%) and drop-outs (43.2%). This aspect appeared to have been used as a bait to attract the participants to enroll in the literacy classes. This fact came out vividly in table 1 in which community infrastructural development emerged as the perceived over-riding operation in the programme, which influenced their interests and needs in that direction. The participating community therefore had the idea that attending the classes would bring them more infrastructural opportunities in a short-run. This expectation generated self-mobilization of community interest in class

attendance which helped to flood the classes in the early years of operation. Class attendance was since then strongly associated with the provision of more infrastructures with little or no economic input from the community.

Agriculture and Health were the second highest areas of interests and needs of the participants, accounting for 55.3% of the statements. This was highest for current learners (80.2%) and drop-out (76.1%) and respectively low for programme grandaunts (58.6%) but least for observers (5.7%). Nevertheless, from the point of view of learning interests and need, (being the quest for knowledge as requisites for development) agriculture and health were rated highest in importance (within the top category of table 2). This joint interest and need (agriculture and health) is related to the fact that the programme area is predominantly a farming community that relies on manual labor of which good health is a dependent variable. Their agricultural outputs therefore highly hinged on their status and so they saw these two factors as closely meshed interests for which they joined the programme. Basic Literacy being the development of reading, writing and numeracy skills was the third highest interest and need of the participants. In terms of the acquisition of knowledge, it emerged as the second highest learning need and interest (in the top category of table 2) but overall, it was the third most important. On the whole, 43.9% of the respondents accounted for this. This was an indication that the community had the desire of rising from the illiteracy status to a position wherein they would be able to read and write in their indigenous language and to further enable them communicate within and outside their immediate environment.

In this sense, it is considered an important aspect of development since it strives to close the communication gap that exists between varying communities and cultures that may serve one another in their bid for development. This interest and need was almost equally rated by current learners (67.6%) and programme grandaunts (62.2%). It was relatively lower for withdrawals/dropouts (28.3%) and least for observers (14.4%).

Civil and socio-economic aspects relate to general awareness and consciousness raising which were expressed to be

important factors in the development of the participants' "hearts and minds" for their welfare and economic advancements. This interest and need was accounted for by 28.3% of the responses, being the least of the expressed learning interests and needs for the acquisition of knowledge (top category of table 2) but the most important of the expressed overall interests and needs. An extension of this interest was also viewed as the people's desire to know their civil rights and responsibilities, as well as being informed about those socio-economic factors and influences that favorably or adversely affect their development and to empower their liberation from such forces. This interest and need was of high significance to withdrawals/dropouts (64.1%), of moderate importance to current learners (30.9%), of low value to programme grandaunts (20.0%) and non-existent for observers. Unity and co-operation, though of moderate interest, with a score of 18.0%, was however an important aspect of the participants' interest because it is linked with socio-cultural consciousness that harnesses co-operative community living for concerted efforts in effecting development activities. This interest was low in mention because it is already an inherent social attribute of the community which, although the programme can help to strengthen, would still go on irrespective of programme interventions. On the whole, Agriculture and Health Community Infrastructure and Basic Literacy were high priority interest areas for current learners and programme grandaunts. For the programme withdrawals (drop-outs) Agriculture and Health Community Infrastructure and Civic and Socio-economic aspects were high priority interest areas. Observers, on the other hand, had an over-riding interest in community infrastructure only with very little interest in basic literacy. These values give the different levels of interests and needs of the learning community.

A comparison between the levels of perceived programme operations and the expressed interests and needs of the participants, was used to measure the extent to which the programme was meeting the needs and interest of its clientele as a primary objective in boosting clientele participation in programme activities of which class attendance was the major focus.

TABLE 2: Responses to identify Learning Interests/Needs of the Community

Learning Needs and Interests	Respondent Category				
	C.L N=71	P.G N=75	W.D N=67	Obs. N=69	% Score N=282
Basic Literacy	48(67.6%)	47(62.2%)	19(28.3%)	10(14.4%)	124*43.9
Agriculture and Health	57(80.2%)	44(58.6%)	51(76.1%)	4(5.7%)	156*55.3
Civil and Socio-economic Aspects	22(30.9%)	15(20.0%)	43(64.1%)	0(0.0%)	80*28.3
Community infrastructure	34(47.8%)	52(69.3%)	29(43.2%)	43(62.3%)	158*56.0
Unity and Co-operation	5(7.0%)	26(34.6%)	13(19.4%)	7(10.1%)	51*18.0
Total Respondents					282

Note: Some respondents gave more than one answer.

C.L= Current Learners, P.G= Programme Grandaunts, W.D= Withdrawals, Obs.= Observers,*= Number of respondents for each answer.

The primary objective of participation oriented intervention is to seek and involve the inputs of the clientele by way of

encouraging their full participation. The level of clientele participation in return depends on the degree to which their

interest and needs are provided for, in the programme operations. Table 1 and 2 provide comparable values that explain the measures to which the programme perceptibly operated towards the level of participants’ interest and needs. This comparison is presented in Table 3 to show the various levels at which the programme perceptibly operated its respective aspect against the levels of clientele interests and needs.

Note: Compared levels are given in percentage of overall responses in each aspect mentioned. From table 1, combined percentages of Agriculture and Health as well as Civic Socio-economic and Income Generating were taken for ease of comparison in Table 3. The values given in Table 3 comparison are derived from Table 1 and 2. From the above sketch of comparison, basic literacy was slightly operated above its interest and need level (i.e. 47.1%) operation against 43.9% interest level). Community development was also operated and emphasized above the learning needs and interest of the community (i.e. 64.5% operation against 56.0% interest level.) Unity and Co-operation, as well, was

influenced far above the required level of interest of the community (i.e.24.1% operation against 18.0% interest). Even though areas were emphasized above the expressed levels of interest and needs of the learners, they were not commensurate in strength to affect the desired outcomes of the learning exercise. On the other hand, while Agriculture and Health were together operated far below the participants’ level of interest and need (i.e. 20.9% operation against 55.3% interest), socio-economic and income generating aspect although not perceived as operating areas of the programme were important areas of need and interest of the participants (i.e. 0.0% operation against 28.3% interest). Generally, basic literacy, community development and unity and co-operation were over-emphasized by the programmes’ Agriculture and Health were however grossly under scored in operation cope with the participants; activities were not addressed by the programme. Thus comparative background raises a critical question as to whether or not the FALP was meeting the needs and interest of its clientele.

TABLE 3: Comparative Levels between Perceived Programme Operations and Participants’ Interests and Needs

Aspect of Programme Operation	Parameters Measured	
	Perceived operation (N=282)	Interest/Needs (N= 282)
Basic Literacy	47.1%	43.9%
Community Development	64.5%	56.0%
Unity and Co-operation	24.1%	18.0%
Civic and Socio-economic Aspect (income Generating)	0.0%	28.3%
Agriculture and Health	20.9%	55.3%

Meeting Identified Learning Interest/Needs of Participants

The level of participants’ enthusiasm and motivation to fully participate in a learning activity is a measure of the level to which the programme meets their desires and interests. From the comparison made between the perceived level of operations of the programme and the level of learning interests and needs of the participants, it was implicit that a mismatch existed between these two measured parameters. Table 4 presents the degree to which the programme was said to meet the learning needs and interest of the participants. It reveals that nearly two-third of the respondents (64.3%) were of the opinion that their learning needs and interests were not being met. This view was stronger among Programme Withdrawals/drop-outs (77.6%)

and Programme Graduates (60.0%), but more so for drop-outs. This same view was also of relative importance for the Current Learners (56.3%). This may be one of While sizeable proportions of current learners (43.7%) and programme grandaunts (40.0%) held the view that the programme was meeting their learning needs and interests, only a small proportion of the withdrawals (22.4%) were of this opinion. From the comparison made in table 3, it is confirmed in table 4 that programme was not properly addressing its operations to meeting the learning interest and needs of a large proportion of its target group. It is therefore reasonable to say that this was somehow responsible for poor class attendance which in return was believed to have an effect on the participants’ level in the literacy classes as given in the following section.

TABLE 4: Responses of Meeting Participants’ Learning Needs/Interest

Meeting Needs and Interest	Respondent Category			
	C.L (N=71)	P.G(N=75)	W.D(N=67)	% Score(N=213)
Yes	31(43.7%)	30(40.0%)	15(22.4%)	76*35.7
No	40(56.3%)	45(60.0%)	52(77.6%)	137*64.3
TOTAL RESPONDENTS				213

C.L= Current Learners, P.G= Programme Grandaunts, W.D= Withdrawals (Dropouts),

*= Number of respondents for each answer.

Participants’ Level in the Literacy Classes

Participants’ level in the literacy classes has a direct relationship with their achievement at the time of their

graduation. Table 5 gives their levels of attainment in the literacy classes as an indication of learning achievements in literacy at the point of termination of class attendance.

TABLE 5: Levels of Participants in the Literacy Classes

Learning Level Attainment	Respondent Category			
	C.L(N=71)	P.G(N=75)	W.D(N=67)	% Scores(N=213)
Beginners Class	46 (64.8%)	48 (64.0%)	53 (79.1%)	147* 69.0
Advance Class	25 (35.2%)	27 (36.0%)	14 (20.9%)	66* 31.0
Total Respondents				213

C.L= Current Learners, P.G= Programme Grandaunts, W.D= Withdrawals (Dropouts), *= Number of respondents for each answer.

From table 5, a high proportion of the participants (69.0%) were in the Beginners's class level while the rest (31.0%) had attained the advanced class level at the time of this study. In the current learner's category, 64.8% and 35.2% were in the beginners and advanced classes respectively. While 64.0% of the grandaunts terminated their attendance at the beginner's level, only a small proportion of them (36.0%) proceeded to the advanced level before graduation. Over three-fourth of the withdrawn classes (79.1%) terminated their classes at the beginners' level, while a small proportion (20.1%) proceeded to the advance level but withdrawn soon afterwards.

In the case of participants graduating at the beginners' level (64.0%), it was discovered that termination was a result of a cluster of unstandardised and unclear assessment practices. Assessment procedures for proportion, graduation and termination were either of the following:

- By formal test conducted by facilitators to assess the literacy skills of learners, in which case they could be either considered as excellent participants' eligible for graduation at the beginners level or for promotion to advance class for further lessons before graduation. In several cases, participants were also asked to repeat the beginners' class for another session.
- If the participants' on their part, also consider themselves skilled enough to read lessons in both the beginners and advance classes, while still in the beginners class, they could terminate their attendance irrespective of the facilitators assessment and so consider themselves as grandaunts.

In the first instance where participants were asked to repeat the beginners class while their classmates proceeded to the advanced class, such repeaters on their own volition, resorted to self-assessment for graduation especially when the same lesson were repeatedly taught. Much of these cases were prominent in the beginners' class within the grandaunts and withdrawals categories. These were responsible for the high proportions of grandaunts (64.0%) and dropouts (79.1%) respectively terminating and withdrawing at that level. It is inferred from these measures that more people stayed in the beginners' class for recurrent sessions, meaning that their achievements in literacy was a sluggish and unclear process. It also means that promotion to the advanced class for recognized graduation was dampened and constrained by a series of factors that militated against early achievements in literacy. It was however discovered that though several factors counted against participants' achievements a few cases existed in which the programme grandaunts realized the worth of their enrolment in the literacy classes. A measure of their achievements in literacy

is explained in a comparative assessment between their expected and realized learning outcomes.

Grandaunts' Expected and Realized Learning Outcomes

In the early years of programme operation during which primary school teacher were reported to have been used as facilitators, the then enrolled learners who are now grandaunts, had a series of expectations that gave them the drive in sustaining their continued participation in the literacy classes. In the pursuit of their expectations, they had foresight that the completion of the learning process would earn them useful outcomes for which they strove to maintain class attendance. During that period, class attendance was encouraging and as high as 80% of the now-grandaunts attended class regularly while 20% occasional or irregular participants.

On their graduation, the expected learning outcomes were said to have been realized and utilized in various aspect of their livelihood as an indication of their achievements. Table 6 present a comparison between their expected and realized learning outcomes as a measure of the programme's output in the development of its clientele.

After graduation from the literacy classes, the grandaunts' acquired literacy skills were utilized in the areas given in Table 6. A comparison made between the levels of expected and realized learning outcomes revealed the following:

- That the proportion of grandaunts that expected (62.6%) and those that realized (64.0%) of the outcomes in the use of communication skills through letter writing was almost the same. They thus expressed their abilities to write and communicate with distant relative within their village meetings and deaths.
- In the case of record keeping, more grandaunts expected (56.0%) to use literacy skills than those that realized (42.6%) and used the acquired skill. However, those that realized the skills were observed to be recording and documenting important events which they wish to keep track of, and or pass on their children for future reference purpose.
- For agricultural and health practices, about half the proportion of grandaunts that expected (60.0%) to use the skills realized and utilized it (26.6%). These acquired skills were demonstrated in the observed practices of activities like pruning of tree crops, pegging out of plots for planting oil palm and nursery practices which are indeed aspect of improved agricultural practices initially taught in the literacy classes. The health aspects that affect their vigor and strength dispensed in their farming activities were not sufficiently addressed by the literacy programme. Besides the health facilities provided (toilets

and water wells), no health and sanitary education topics were given in the classes nor in any form of extension messages. Hence, the low level of realized outcome particularly for health.

- The aspect of Teaching Fellow Folk was seen as an important achievement of the programme. This was confirmed by the fact that almost all the literacy facilitators now serving in the programme are products of the programme itself. It is thus seen (from table 6) that slightly more grandaunts realized (18.6%) this outcome those that expected to (16.0%).
- The use of infrastructural facilities relates to the utilization of the learning centres as a general meeting place, the use of the toilets for community sanitation and the water wells for good source of drinking water. It is seen from Table 6 that slightly more grandaunts realized (76.0%) the advantages of these facilities than those who expected 69.3%.
- Personal welfare development was grossly underscored. This relates to general consciousness and awareness of the broad socio-economic situation of the development of its inhabitants. In table 6, it is revealed that by far less grandaunts realized (5.3%) of this outcome than those who expected to (66.6%).
- The achievement in the areas of communication, record keeping, teaching fellow folks and the use of infrastructural facilities were relatively high, while agricultural and health practices was low and that of personal welfare development being poor. On the basis of these achievements, the grandaunts realized the literacy programme as a force to reckon with especially when it started to falter and tend towards virtual collapse. In their bid to save and revive the literacy classes, the grandaunts set out to re-motive their community folk to continue attendance. Their efforts in this direction offered useful concern for the continuity of literacy operations in the FALP.

Grandaunts Efforts in Maintaining Literacy Class Attendance

On the realization of the usefulness of their acquired learning experiences, the grandaunts made useful attempts to combat the appalling circumstances that befell the literacy classes. In this aspect, 84.0% of them made attempts to encourage their community folk, friends and relatives to join or continue class attendance while waiting for improvements rather than abandoning the literacy classes which might eventually lead to the collapse of the literacy component and possibly the closure of the FALP itself.

The general reason given for this revival was that literacy education in their opinion was essential for the development

of the participants themselves, as well as for the good of the community benefit that would follow. It was their view that high absenteeism, irregularities and withdrawals from the classes had strong implications for the closure of the entire programme. This, they said would have an undesirable consequence on the community itself, hence the need for community mobilization through appeals, encouragements and the use of power (fines on defaulters) in extreme cases. This view was commonly expressed by the 84% of grandaunts that made attempts to revive the literacy classes in their villages.

However, 16.0% of the grandaunts did not make any attempts to convince other people to continue classes or even join the classes. The reason and opinion advanced for their stand include the following:

- That joining the classes was voluntary and a matter of self drive and decision. As such, they saw no reason convincing other adults if they were not prepared to learn (58.3%).
- That some people were reluctant to easily act on others view and suggestions. This is because they had confidence in their own beliefs (16.7%).
- That there were elements of irregularities and lapses in the smooth and continuous running of the literacy classes, resulting in the loss of faith in the classes (66.7%).
- That the FALP officials were not honest and sincere with the community since they denied people most of the facilities that were due them (33.3%)
- That it became difficult to convince adults to attend classes especially when they had withdrawn from the classes for personal reasons of dissatisfaction and discontentment (41.7%)

The strongest of these reasons is the loss of faith in the classes which was said to be due to irregularities in running them. Also, the reason of insincerity of FALP officials was evidently related to the reason of participants' dissatisfaction and discontentment with the programme, for which 16% of the grandaunts did not advise others to attend classes. There were some instances of concealed and unpronounced disgruntlement which had strong influence on the prosperity of the literacy classes. An atmosphere of reservations about the FALP was clearly evident which people preferred to be silent about, especially in the presence of an investigator for fear that it might count against the continuity of the programme.

Nevertheless, in collaboration with the grandaunts that endeavored to maintain the classes, the observers also made gesture in helping the situation from collapse. They made personal moves to get the classes running although they themselves did not attend.

TABLE 6: Expected and Realized Learning outcomes of the Grandaunts

Literacy Skills (Areas of use)	Expected Outcome	Realized Outcome
	N=75	N=75
Communication (writing)	47 (62.6%)	48 (64.0%)
Record Keeping	42 (56.0%)	32 (42.6%)
Agricultural and Health Practices	45 (60.0%)	20 (26.6%)
Teaching Fellow Folks	12 (16.0%)	14 (18.6%)
Use of Infrastructural Facilities	52 (69.3%)	57 (76.0%)
Personal Welfare Development (socio-economic)	50 (66.6%)	4 (5.3%)

Note: some respondents (Grandaunts) gave more than one answer.

Observers' Reasons for Advising their Community Folk to Join the Literacy Classes

In the case of observers (non-participants) who watched the programme's operation and the classes, they did not consider themselves as passive observers, but as partners in the efforts of maintaining the literacy classes. The observers (88.4%) therefore advised their community youngsters, most of whom had withdrawn from the classes, not to abandon the literacy classes but to keep the spirit of attendance in good faith while waiting improvement. They, themselves, did not join the literacy classes because of old age and ill health (67.2%), the belief that learning is meant just for children (31.1%) and frequent travels out of their villages on business treks (18.0%). While the 88.4% of the observers made attempts to encourage class attendance but they themselves did not attend classes for the given reasons, 11.6% remained merely passive observers and did not bother to help the situation.

Table 7 gives the reasons which the observers (non-participants) gave to their community members to attend the literacy classes. From Table 7, the strongest reason for giving advice was on the basis of the acquisition of Community Development Benefits (85.5%). The derivation of Expected Future Benefits which, include the provision of new inputs/materials yet unidentified and Learning Personal Development which involves consciousness and awareness raising, ranked second and third (84.0% and 82.6% respectively). Unity in their community and Basic Literacy scored the least of the responses (39.1% and 28.9% respectively). It is clear therefore that this category of community inhabitants (observers) also saw the programme more in terms of the provision of community development benefits that would likely result in an encouraging class attendance. The rest of the observers (11.6%) held the view that it was not necessary to advise others to maintain class attendance. The reasons advanced for holding such a position were Discontentment with Programme Management and the No Benefits Perceived from attending the classes (see Table 7). Amidst the endeavors of grandaunts and observers in favor of class attendance, there was still the incidence of withdrawal which down-played literacy class attendance.

Participants-Withdrawal (Drop-out) Incidence

The major issue that threatened the continuation of the literacy classes was the high incidence of participants withdrawal from class attendance. According to the

coordinator and the F.S.O, the majority of the participants had ceased attending the classes, while very few continued but with high irregularities.

In personal discussion held with withdrawals/drop-outs, the following reasons were given for their withdrawal from the classes:

- Suspension of literacy classes in one central village by the programme, on the grounds of the village's failure to accomplish a construction project funded by the FALP (13.4%)
- A decree of heavy fines passed by village authorities on participants that miss or fail to attend classes (2.9%).
- Contributions were made to the programme (by participants) to buy seats for the learning centres but the seats were never delivered and so the classes remained without seats (29.9%).
- Promises were made by the programme officials to give loans, seedlings, seeds, tools, fertilizers and provide solar light at some learning centres. These promises were never fulfilled (47.8%).
- FALP officials' partiality and favoritism in distributing benefits and facilities meant for all villages. This led to the programmes unequal attention to villages (28.4%).
- Learning exercises in the literacy classes were not meaningful to participants' everyday living/livelihood. The lack of newness in lessons also led to boredom and disinterestedness in the learning activities (37.3%)
- The FALP promised to support a proposed gara cloth production enterprise as an income generating activity for women but never fulfilled it (17.9%).
- The lack of access to the programme's vehicle which the participants considered to be their property and to which they contributed to buy (4.5%)

Although these mentioned reasons were very typical of the withdrawn cases, they repeatedly came up in every discussion held with the other community folk beside dropouts and were thus distinctly confirmed to be strong and popular views held and shared within the FALP community. These statements were popular in key villages and therefore their effect trickled down to others. Their negative effects were thus seen to have weight on the attendance level in the classes. It is hence deduced from the foregoing statement that poor class attendance and withdrawal were connected with participants' displeasures as given above. Immaterialized expectations and promises from the programme were also a major setback in literacy class attendance. The cumulative effect of these circumstances

had strongly unmotivated dropouts-pruned participants to withdraw from class attendance, hence, the high incidence of withdrawal from the classes. Notwithstanding these causes of withdrawal from the literacy classes, 94.0% of the dropouts expressed their genuine desires to rejoin the classes if the situation improves, while the remaining 6.0% did not express such readiness or desire to re-enroll for literacy because of the loss of faith and confidence in the programmes' operations. Besides these, other problems were notably affecting the status of class attendance in the programme. From table 8, it is seen that problem statements/mentions made by respondents were of low counts. Out of a total 323 respondents, only 201 of them responded to problem statements. This was discovered to be due to the sensitive nature of the issue under enquiry which the participants considered crucial for the survival of the programme. There were therefore many reservations held by the respondents in their problem statements, thus resulting in the low level of mentions of problems within the respondent categories. However, these low values were strongly weighted in terms of their qualitative strengths and implications in respect of their influences on class attendance. Of these, poor learning facilities emerged as the most important problem and/or constraints on class attendance with a score of 18.2%. These constraints included the lack of reading and writing materials, lack of audio visual aids, poor teaching techniques and materials, inadequate lighting facilities (night classes) and unsatisfactory teaching-learning atmosphere. These were highlighted mostly by literacy facilities (100%), current learners (15.4%). Withdrawals/dropouts (28.3%), programme grandaunts (6.6%) and observers (5.7%). This was not monitored by programme staff. Next, in order of relative importance, was the problem of low motivation and enthusiasm to learn, which accounted for 8.1% of the total response. This problem relates to the unstimulating learning situation that existed in the learning environment. This was of high significance to withdrawals (14.9%) and observers (8.6%) but low for programme staff (4.2) and current learners (1.4%). Programme grandaunts and literacy facilitators hardly saw this as a problem. Health problems were mentioned as the third most important constraint on class attendance and a possible reason for withdrawal from classes. This relates to periodic illnesses and casual ailments

that prevented participants from regular class attendance. It accounted for 12.0% of mentions and was of high significance to the current learners (14.0%), of moderate importance to programme staff (9.5%) and withdrawals/dropouts (8.9%) but relatively low for programme grandaunts (2.6%) and observers (5.7%). Poor programme management as a problem scored 8.0% of the mentions. This problem refers to the inability of staff to satisfactorily handle and carry out programme tasks or issues at grassroots level. This view featured strongly in the case of withdrawals/dropouts (13.4%) and was of relative importance for the observers (5.7%) and programme staff (4.7%). It was so for current learners (2.8%) and non-existent for grandaunts and literacy facilitators.

Low level of awareness relates to the community's inability to fully analyze their development problems and to conceptualize them in educational terms for which they should attend literacy classes. Because of this low level of awareness the community did not appreciate literacy education as an important factor for their development. This was highlighted only by the programme staff (47.6%), accounting for 5.0% of the problem statements. About 5.0% of the mentions were in connection with the problems of unsuitable facilitators, meaning that the facilitators were not trained and well equipped to manage the adult learning situation. This problem was mostly advanced by programme staff (19.0%) and withdrawals/dropouts (5.8%), but relatively low for observers (2.8%) and current learners (1.3%). Fatigue as a problem refers to tiredness of participants after a whole day's work on their farms. They are usually so worn out that they would only be good for their beds and not the classes. This problem scored 9.5% of the mentions and was a very strong view of programme staff (38.0%), of moderate importance for current learners (7.0%) and programme withdrawals/dropouts (5.9%) but of relatively less importance for the programme grandaunts (2.6%). Poverty and hunger relates to the lack of sufficient food to hold the participants in the class, after coming from their farms. Having had the day's meal on the farms, they grew hungry again by the time they arrived home and could therefore not attend class. This problem accounted for 6.4% of the mentions and was strong in the view of the programme staff (57.1%) and low for dropouts (1.4%).

TABLE 7: Observers' Basis for Giving Advice for Class Maintenance

Basis of Advice	Observers N=69
Expected Future Benefits	58 (84.0%)
Community Development Benefits	59 (85.5%)
Basic Literacy	20 (28.9%)
Learning for Personal Development	57 (82.6%)
Unity and Co-operation	27 (39.1%)
Reasons for not Advising:	
Dissatisfied with Programme Implementation	7 (10.1%)
No Perceived Benefits	1 (1.4%)

Note: Some respondents gave more than one answer.

Domestic engagement and pregnancy/child care made scores of 6.0% and 4.5% respectively. While domestic engagement was mentioned by current learners (8.4%), withdrawals/dropouts (7.4%) and programme staff (4.7%), pregnancy and child care were stated only by withdrawals (11.9%) and programme grandaunts (1.3%). One the whole most of the mentions in relation to the above problems and constraints, were significantly high from the programme withdrawals (drop-outs) point of view, programme staff and current learners but relatively less from observers, programme grandaunts and literacy facilitators. Having mentioned the various problems that imposed constraints on the effective management of the FALP, an enquiry was made into the entire personnel situation and related factors to assess the kinds of the staff that operated the programme.

Constraints and Problems with Attendance in the Literacy Classes

Several problems and constraints seemed to have affected attendance in the literacy classes. Attendance was as such observed to have thwarted because of many reasons in addition to those already discussed. Table 8 gives a list of problems and constraints on literacy class attendance as identified by respondents. These are also believed to be associated with the causes of poor class attendance and to some extent, with the withdrawal of people from the classes.

Staff Calibre, Lesson Contents and Teaching Methods

One characteristic attribute of an effective management system is the suitability of the calibre of personnel that run its affairs. The K.K.EALP personnel situation was a peculiar issue that warranted an enquiry especially with reference to the undesirable state of affairs within the programme. An investigation into the calibre/educational background of the K.K.FALP management revealed that out of the 21 staff members running the programme, 71.4% were only secondary school leavers with no requisite adult education training or satisfactory background qualification or experiences to ensure their competence for the kinds of job they performed. Only 23.8% had gone up to Teacher Training College level but who still lacked the rudimentary know-how to manage adult learning, one of whom was the senior organizer with adult education training. One (4.8%) had no formal school education but had graduated from the literacy classes and on demonstrating satisfactory output was employed as the literacy chairman in the programme. Of the entire component, only the literacy component had a technical adviser. None of the components had professionally trained and qualified personnel to appropriately direct their activities, as would be required in meeting the philosophy of their operations (i.e., Functional Adult Literacy).

TABLE 8: Responses to Problems and Constraints Associated with the Literacy Classes

Problems/ Constraints	Respondent Category							% Score
	CL N=71	PG N=75	WD N=67	Obs. N=69	PS N=21	LF N=20		
Poor Learning Facilities	11(15.4%)	5(6.6%)	19(28.3%)	4(5.7%)	-	20(100%)	59*18.2	
Low Motivation/ Enthusiasm	1(1.4%)	-	10(14.9%)	6(8.6%)	9(4.2%)	-	26*8.0	
Poor Programme Management	2(2.8%)	-	9((13.4%)	4(5.7%)	1(4.7%)	-	16*4.6	
Low Level of Participants' Awareness	-	-	-	-	10(47.6%)	-	10*3.0	
Unsuitable Facilitators	-	1(1.3%)	4(5.9%)	2(2.8%)	4(19.0%)	-	11*3.4	
Fines for Absenteeism	-	-	1(1.4%)	1(1.4%)	-	-	2*0.6	
Health Problems	10(14.0%)	2(2.6%)	6(8.9%)	4(5.7%)	2(9.5%)	-	24*7.4	
Fatigue	5(7.0%)	2(2.6%)	4(5.9%)	-	8(38.0%)	-	19*5.8	
Poverty and Hunger	-	-	1(1.4%)	-	12(57.1%)	-	13*4.0	
Domestic Engagement	6(8.4%)	-	5(7.4%)	-	1(4.7%)	-	12*3.7	
Pregnancy and Chile Nursing	-	1(1.3%)	8(11.9%)	-	-	-	9*2.7	
Total Respondents							323	

Note: Some Respondents gave more than one answer and 201 out of 323 responded to the question.

*= Number of respondents per problem. **CL**= Current Learners. **WD**= Withdrawals (dropouts).

PS= Programme Staff. **PG**= Programme Grandaunts. **Obs.** = Observers. **LF**= Literacy Facilitators.

These could hence be described as a mis-match between the personnel situation and the programme's goal achievement. In effect, this must have been partly responsible for the programmes operational problems. The adult teaching-learning situation was another area of major problem. There was a total lack of variety in the teaching methods and materials. The adult learning situation was also completely classroom and teacher centres. Besides these, learning topics and lesson contents were pre-determined and arbitrarily chosen without reference to the learners' needs and interest. Physical facilities, materials and teaching aids were neither

appropriate nor adequate to reflect a good adult learning process. There was also no evidence of refresher programmes in the learning situation. When once an individual had graduated through the programme his/her participation in the learning process was then terminated. It can hence be inferred that the already acquired literacy skills of the grandaunts were being lost, thus leading to a relapse into illiteracy. The recruitment of facilitators in the literacy component was said to be one of the programme's many problems which the coordinator endorsed as being the lack of availability of trained, qualified and competent persons to

deliver the literacy package. Out of the 20 facilitators running the literacy classes 60.0% of them had formal education only at primary school levels. It was on this basis that they were selected as facilitators, on graduation from the literacy classes. Thereafter, the only form of training they had been exposed to was that of workshops which were seldom held. These highlighted deficiencies were evidently clear reasons that suggest that the adult learning situation was riddled with several problems that led to poor clientele enthusiasm and low motivation to participate in the classes. Poor participation and high withdrawal must have also resulted from these. The situation of staff qualification and calibre, lesson contents and teaching method provoked an enquiry into the appropriateness of the implementation of programme activities which also had relevance for meeting the programme goals.

Programme Implementation and Coordination

The FALP was implemented through its five operational arms (Action Committees) charged with different responsibilities in meeting the overall goal of the FALP. Figure 2 shows the various implementing components, otherwise known as Action Committees, through which the FALP activities were channeled to the learning community. Figure 2 also shows that the programme implementation process comprised three (3) stages which include:

- **Management Stage** at which final decisions on strategy and activity implementation are taken by the coordinator, the C.P.C and the action committee chairman.
- **Action committee stage** through which the activities are implemented by the committee field staff.
- **Target community stage** which is the recipient level of the activities (i.e. the clientele).

Three (3) types of linkage and coordination also existed with different strengths that have been classified as strong, weak and remote. There also existed a latent type of linkage and coordination that is referred to as **zero link** and coordination whereby there was no operational link between any two components or between a component and the community. The entire programme was implemented through five (5) action committees that discharged chairman/heads. As a function, the Agricultural Action Committee (A.A.C) was responsible for all agricultural and related activities which included agricultural extension services and the provision of farm inputs such as planting materials. The Health Action Committee (H.A.C) was in charge of all health related matters which covered sanitation, child care and health education. The Income Generating Action Committee (I.G.A.C) was to undertake operations that earn income for the programme and its clientele. This included gara making, soap making, cassava processing for garri and fofoo production, timber production and any other income earning activity identified by the participants. The Construction Action Committee (C.A.C) was responsible for the building and construction of structures such as water wells, ventilation improved pit (V.I.P) latrine, bridges and the learning centres. The Literacy Action Committee (L.A.C) was in charge of all literacy activities including the provision

of learning materials and ensuring the proper management of the adult learning situation. In collaboration with the other components, the literacy action committee, being the nucleus of the programme, was supposed to develop integrated lessons that covered all aspect of the other components which it should use to deliver the literacy package in order to ensure a functional approach in the adult learning situation. It was also supposed to be the channel through which activities are conveyed from the other components to the clientele and back. The senior organizer served as the liaison officer between management and action committees by way of ensuring a good reporting system on activity implementation of the parallel action committees. The target community was the recipient of all the operations of the respective components, to which the impacts of the activities should contribute in terms of development. The description of the functions of each of the action committees was fully conceptualized documented and understood by each committee concerned. At a glance, there appeared to be an organized net-work of coordination between the components, but a deeper enquiry into the operations of the components at both management and target community levels reveals that much of what seemed to be fully operating, in terms of linkage and coordination was superficial rather than practical.

Having a set of activities, roles and resources each component/committee saw itself as an independent and isolated body, operating on parallel basis. The committees were fully aware of one another's operations either through casual meetings of their heads or through interpersonal interactions and discussions of personnel or at least by observation of one another's activities at field level. There was no evidence of procedural guideline or administrative protocol through which all the components ensured a common background of management information sharing systems and to consider themselves as integrated bodies working toward a common goal. The effect of this type of situation was found to have resulted into a disjointed operation of the action committees.

On the whole, this can be described as a weak linkage and coordination. Irrespective of the fact that each component fully knew one another's operations at field level, their integrated approach to community development was only conceptual and not operational. The literacy component was not therefore realized in its full right as the "spine-off point" towards clientele development as was given in the FALP objectives. At target community level, four specific areas also emerged in terms of linkage and coordination. These are:

1. Strong links between the target community and the individual committees in terms of their respective activities, except for the I.G.A.C.
2. Weak coordination/link between the components themselves.
3. Remote coordination/link between A.A.C and the literacy classes, and between H.A.C and the literacy classes

4. Zero link/coordination between I.G.A.C and the target community, between I.G.A.C and the literacy classes and between C.A.C and the literacy classes.

It was only the L.A.C that had a strong link and coordination with the literacy classes since it was its organ of operation. The L.A.C, being the paramount component of the programme having the literacy classes as its organ within the target community, was meant to be the coordinating centre for the utilization of educational resources/materials from the other components. The various component activities were to be conveyed as a learning process to the learning community through the literacy classes. This ascribed status earned the L.A.C the virtue of the nucleus of the FALP programme

The reality of the situation is that the other action committee of the programme saw the literacy classes and the target community as two separate and isolated entities that can be dealt with independently. With this view, the literacy classes were not properly utilized by A.A.C and H.A.C, while the C.A.C completely ignored and bye-passed the classes by adopting a direct link with the target community.

The fact that the other components did not recognize the literacy classes/L.A.C as the linch-pin to the community, as well as an important tool for information delivery, they therefore did not collaborate with the L.A.C in developing literacy materials. It became the sole responsibility of the literacy technical assistant and the senior organizer to develop literacy materials for the classes which were also grossly inadequate in scope and magnitude.

This state of affairs somehow considerably eroded the functional attributes of the adult literacy programme. Hence, the participants themselves did not properly identify the literacy classes as an information centre to satisfy their quest for knowledge and skills to meet their development needs. The disjointed operations of the components, especially with regards to learning, could have been partly responsible for disinterestedness and irregularities in class attendance. This deflection from the philosophy and objective of the FALP was found to be largely as a result of poor programme management. These weaknesses and deflections within the programme threw much light on the need for assessing the

coordinator’s view of the problem situation in the entire programme.

Programme coordinator’s Overview of the FALP Situation

In an informal discussion held with the programme coordinator, he strongly emphasized that literacy education was not a popular request and desire of the participants. In his opinion, literacy problems and poor clientele participation were attributed to the fact that literacy education was not perceived and conceptualized by the participants as a means towards their development and that the community had the wrong concept of the programme’s operation. According to him, instead of participating in the literacy activities, the participants were interested in meeting their social and occupational needs and interest through some other development services rather than through literacy. He therefore concluded that a “Rural Development Project” would serve the needs and interest of the people better than an “Adult Literacy Programme”.

In a separate discussion to verify his view with the C.P.C, the V.D.C and a cross section of the senior staff that were his decision making colleagues, a contrasting view emerged. The idea of replacing the FALP with a rural development project as the coordinator indicated was neither shared with his colleagues nor confirmed by the C.P.C and V.D.C. This view was not also shared by the staff of the literacy component. They emphasized that the FALP should be retained but to liaise with other rural development programmes in the area for collaboration to complement the FALP. To certain extent, it was true that the participants did not have a popular taste for literacy education as conducted by the programme. This is because literacy was delivered as a “Basic” and devoid of its required flavour that made it meaningful in an achievement oriented learning process. The assertion that the people have the wrong concept of the programme was found to be due to the fact that the programme was ill-conceived with the people. It was also true that people were more interested in meeting their social and occupational needs and interest through other development services.

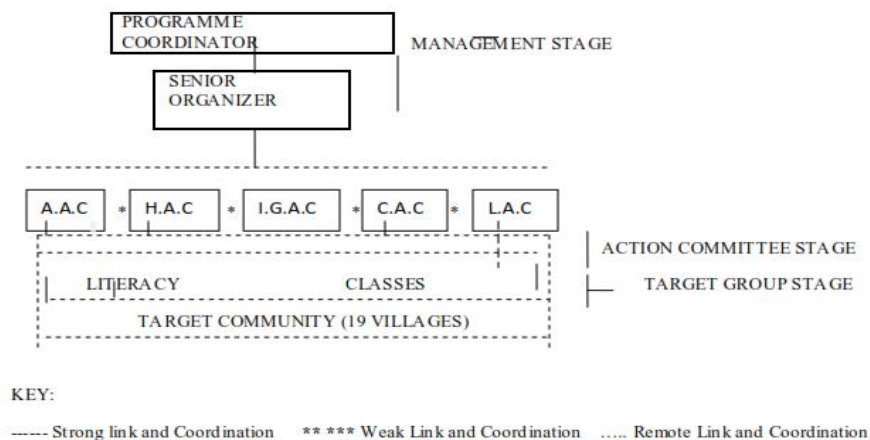


FIGURE 2: Structure of the Programme

This was revealed to be the fact that the FALP failed to meet the participants’ immediate overall development needs and quest for knowledge, which the literacy intervention was meant to deliver. An instance in support of retaining the FALP is evident in section 4.6, 4.7 and 4.8 in which various reasons were given by the grandaunts and observers in favour of maintaining class attendance. Even where 11.6% of the observers did not support class attendance, it was simply a matter of discontentment with programme management. Retaining the FALP is also implicit in the 94% of the withdrawals (dropouts) who expressed their desire to join the programme if the situation improves. Clientele suggestions for programme improvement did not mention any shift from the FALP to a Rural Development Project as the coordinator put it. It is thus inferred from the above interpretations that there were more implementation than that which the coordinator knew or was in place to reveal. It

can therefore be inferred from these points that the coordinator did not know his clientele situation well, hence leading to management problems. These differences in opinions and views that existed between those of the coordinator and his decision making colleagues were strong enough to pose a question on how decisions were met and executed. The process of decision making is described in the following section.

Decision Making in the Programme

The nature and levels of clientele participation in decision making are very crucial aspect in the successful implementation programmes. The level and strength of clientele committee to programme issues is a reflection of the nature and scope of their participation in the process of decision making on those factors that affect their problem situation. Figure 3 presents the process/pattern of decision making in the FALP.

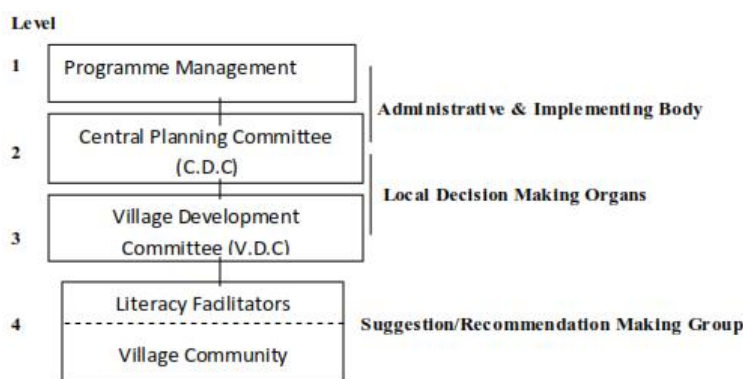


FIGURE 3: Decision Making Process/Pattern in the FALP

The structure presents the stages through which information flows from lower levels to the higher body before it is decreed as a decision for implementation by management. Decision making process, according to management staff, was said to start at the village community level. The village community level, which is the first tier, is made up of the entire village inhabitants. There are nineteen of these villages, each, acting on its own independent accord but in relation to the others. Decision making was said to begin at this grass-roots level in which the participants/village inhabitants meet occasionally to discuss the problems that affect their livelihood and development as they perceived them. It was however discerned from personal interviews and discussions that, these decision making meetings were summoned by the programme management body and not on the initiative of the participants themselves as would be expected. An examination of the decision making discussions invariably revealed that they were dominated by the influences of programme management. It is this level that elects representatives to the second tier which is the village development committee (V.D.C). The village development committee (V.D.C) is the second level and is made of five representatives in each village. This made up a total of 95 members in the whole programme area. These representatives were seen to be either position holders and/or of some influential status in the village and whom by virtue

of their status are able to influence decision making process. The V.D.C, being part of the discussion body at level 1, transmits the outcomes of their discussions and suggestions to the next level which is the C.P.C. It is the V.D.C that elects and mandates the C.P.C to take decisions on their behalf at programme management level, but on the basis of local level meetings and discussions. The Central Planning Committee (C.P.C) is the third level and was said to be sensitive and powerful body in the programme. It was comprised of seven people who were democratically elected by the V.D.C’s in the entire programme area, and was said to be the power-base of the programme. This body was made up of socially strong and powerful individuals that command remarkable respect within their regions. It is this body that pioneers the affairs of the target community and mediates between the programme management body and the village communities in collaboration with their respective V.D.C’s. Programme Management level was the forth tier and the highest organ in the hierarchy of decision making and execution. In collaboration with the C.P.C, it was responsible for taking action on the local level decisions by designing and implementing appropriate strategies and activities that serve the community development needs. This body was made up of the programme coordinator (as the head), the chairman/heads of the action committees and the C.P.C, working together as a team. Although the literacy

facilitators occupied a sensitive social status as teachers and were highly respected in their villages, they did not form a body in their own right or in any special capacity within the decision making process. They participated only as individuals in the local level discussions. The programme structure depicts a highly interactive and step-by-step process in decision making from the local level to the management body and back. As a target community of an adult literacy programme having a well-structured decision making process of this kind, it would be expected that discussions out of which development decisions were made, would be linked up with the critical analysis of those factors that are of community development concern (social, political, economic and cultural issues) and on the basis of how the factors could be dealt with through educational measures in the literacy classes. An enquiry into the strength of participation and nature of discussions at the local level revealed that much of the issues discussed were mere demands made to the programme by the clientele. The theme of those discussions were centered around the question of "what can we ask the FALP to do for us?" and not "what can we learn from the FALP to develop ourselves?". Most of the demands therein made had very little, or no relevant educational implementations because the clientele considered themselves as mere recipients of facilities or opportunities. This was largely due to the participants' background orientation to, and perception of the programme as an opportunity-giving organization with major emphasis on community development facilities. Besides this, it was clearly evident that major decisions were influenced and dominated by the opinions of the management and implementing body and was as such, not truly representative of the clientele's frank and genuine opinions. It was these influenced and master-minded decisions that were further transmitted to the CUSO head office for action. This depicts a disguised top-down approach in decision making which was also evident in the implementation and coordination of the entire programme.

Clientele Suggestions for Programme Improvement

Having mentioned the problems with the operations of the FALP, the participants suggested remedial measures for the improvements of the programme. On the issue of class attendance, the grandaunts suggested an improvement in the learning facilities including the provision of books, reading and writing materials, seats, light and qualified facilitators (52.0%), community infrastructure (42.7%) and agricultural support services (30.7%).

In the case of withdrawals/dropouts, suggestions for programme improvement were concerned with improvement in the general attitude of FALP officials towards diligent and honest services (62.7%), community infrastructural improvement (40.3%), improvement in agricultural and income generating activities (37.3%) and improvement in learning facilities and facilitators (29.9%). Observers mainly suggested the provision of more infrastructural facilities (100%) and improvement in the agricultural support services (82.6%). For the facilitators, improvements in their honorarium and the teaching learning facilities for the adults

were categorically suggested as areas of enhancing effective adult learning (100%) each. In the case of current learners, improvements in the general teaching learning situation and related facilities were a major suggestion for improvement (100%). The programme administrative staff suggested that the entire community needs to be well motivated through appeals and campaigns that would facilitate full community participation in literacy class attendance (100%). Training of facilitators (19.0%), provision of proper learning facilities such as notebooks, reading materials and sitting accommodation (61.9%) and the creation of awareness that learning is necessary for development (28.6%) were mentioned for improvement. The literacy action committee staff categorically suggested the recognition of the literacy component by the other committees and to wave away their negligent attitude toward literacy (14.3%). Generally, the improvement in learning facilities and related issues ranked highest in the suggestion made for programme improvement with a score of 50.5%. This suggestion was equally important for facilitators (100%) and current learners (100%). It was also relatively important for the programme staff (61.9%) and grandaunts (52.0%) but low for withdrawals/dropouts (29.9%). The provision of more infrastructural items ranked second with a score of 32.5% of the suggestions made, and was most important for the observers (100%). Grandaunts and dropouts almost equally mentioned it (42.7% and 40.3% respectively). Improvements in the agricultural support services and other income generating activities emerged in the third place with a score of 32.5%. Observers (82.6%) mostly mentioned this, followed by withdrawals/dropouts (37.3%) and grandaunts (30.7%). Withdrawals/dropouts (62.7%) and L.A.C staff (14.3%) particularly suggested a change and improvement in the attitudes of programme staff. While the dropouts were more concerned with issues of staff honesty with the community, the L.A.C staff showed concern for the negligence of their colleagues toward the literacy component. Suggestions for improvement in this area were fourth most important, though generally low, accounting for 13.9% of the mentions.

The fifth important suggestion was made only by literacy facilitators (100%) for improvement in their honorarium making up a score of 6.2% of the mentions.

Programme management staff suggested the creation of educational awareness (28.6%) and motivation of the community to actively participate in literacy (23.8%) accounting for 1.9% and 1.5% of the mentions respectively.

In meetings held with C.P.C members, suggestions for programme improvements was a general consensus in favour of creating a motivate atmosphere that would spur the interest of the participating community. In this respect, suggestions were made in the following areas:

- Organized field days/festivals where participants would demonstrate their literacy skills.
- Organize inter-village literacy competitions.
- Provide better incentive to motivate literacy facilitators towards their job.

It would normally be expected that a learning institution of any kind should have a proper documentation of learning

activities, practical and verifiable outcomes, participants' achievements and a record of categories of current and past participants. An enquiry into the programmes record keeping situation however revealed that the FALP lacked a proper recording and documentation system to keep track of its past and present participants and their activities for impact assessment and reference purposes.

DISCUSSION

1. Nature of the K.K FALP Operations

Nature of operation is used here to mean the managerial practices used in operating and directing the programme activities. It relates to the attributes that describe the manner in which the programme delivered its literacy package. From the operations of the programme, given by participants, perception in Table 1, the K.K. FALP activities were efforts in the other areas of operation. The provision of structural units contributing factors to rural development may be good in a way, but their meanings should be tied up with some educational relevance that presents the situation as a means of learning experience and not just merely a building of structures for the sake of a face-lift. The programme however operated mainly in the interest of providing infrastructural items for its community and by doing so more structural items were accomplished by the C.A.C component than any other activities within the purview of the programme. This construction aspect was seen to have overshadowed and undermined all other activities of the perception that the paramount objective of the FALP was one of infrastructural development rather than education for development. A negative impression therein ensued on the part of the clientele that the programmes' primary task was directed to community infrastructure by way of erecting structural units for the clientele and that by attending classes more would be built. Although the community provided labour and local material inputs, it was evident that the programme had used these structures as bait to bring more people to the literacy classes on the promise that more was underway. This was a camouflage that created the impression that the literacy education was well managed to justify continued donor support. Class attendance in the villages then became a compulsion because village authorities and elders associated the provision of more infrastructural and related opportunities with literacy class attendance. This same view was expressed by Lappia and Pemagbi (1984) in which they revealed that the CUSO-FALP enjoyed total involvement in class attendance because literacy participation was tied to the acquisition of other community benefits for which village chiefs and elders took the lead in literacy class attendance. In essence this affirms that the FALP did not operate in accordance with its pronounced philosophy of linking its activities to educational measures. But Hoppers (2007) advanced that the merit of adult education lies in its response to the changing needs of society, as well as to the extent to which its participants can articulate those needs in clear educational terms for their development. This proclamation is indeed of a high value to the stimulus of eternal search for relevant

life-long education. Implicitly therefore, because the programme's major emphasis was put on the erection of learning centres, bridges, water wells and toilets without any educational implication, the participating community developed a high interest in this direction for the sake of face-lifting their villages and not for the sake of learning. It then follows that because of this interest, most of the reasons advanced for advising fellow folk to maintain class attendances as well as suggestions made for programme improvement were for the provision of these structures and other related opportunities. It is deduced from the foregoing that the provision of these infrastructural facilities was not in any way linked to clear educational measures for conscientization in the Freirean terminology and therefore when these opportunities delayed, or ceased to come as expected, class attendance dwindled considerably in some villages while it ceased completely in others. Literacy education as practiced in the programme and perceived by participants was of the conventional approach that stressed the development of reading and writing skills only. It was mainly basic literacy instead of functional because of the narrow scope of its operation rather than providing wider opportunities for individuals to realize their developmental potentials through literacy education as a function of the Freirean concept of conscientization. Because literacy was operated as an end in itself and not as a means of personal realization and liberation from poverty and ignorance as an enhancement of development which the process of conscientization is deemed to emphasize, the FALP was assessed to have largely fallen short of its operational philosophy. These deflections are in contrast to the much celebrated Freirean Psycho-social literacy methodology which (Hoppers, 2007) advocated to be a developmental oriented functional adult literacy that offers wider scopes of combining literacy with skills and attitudinal development that are linked directly with the occupational needs of the participants and their surroundings.

This, the FALP purported to have adopted in its literacy intervention but the situation was evidently not so because functional literacy in its sense was not accounted for in the perceived operations of the programme. These contrasts confirm (Kroma and Lakoh, 1989) findings that the operations of literacy programmes in the country are different from what they have on paper and what they actually say they do. The problematization concept of the Freirean methodology which suggests that the process of learning to read and write must be accompanied by the ability to define, describe and express opinions and views of an existing problem-situation as well as the ability to design solution for a change was grossly underscored in the K.K. FALP's literacy operations for the mere fact that the programme itself did not conceptualize the activities of the programme components as educational resources for code presentation that provide learning topics for solving a problem situation. A typical instance of this was discovered in one village in which the FALP constructed water well was not used because the drawing bucket initially bought by FALP had worn out and the village community did not buy

its replacement even though they had money to do so. While waiting for the FALP to buy another, they resorted to stream water drinking. Functional literacy did not however form part of the programmes operation if critically viewed. What in the participants own interpretation was functional adult literacy was limited to the mere provision of incomplete packages like agricultural inputs (for example, oil palm seed lets and seedlings), scanty health related services and in very few cases influencing co-operative community living. Even these were done by way of casual discussions with the FALP staff and not as a learning topic in the literacy classes. These casual discussions were devoid of clarity and comprehensiveness in information giving and thus did not affect the desired social and attitudinal changes that should accompany education for development. The FALP community was therefore assessed to be largely in want of desired and requisite educational information for development. This is why a large proportion of the participants were of the opinion that their interests and needs were not properly met. These were clear and obvious indications that the participants did not therefore fully see the FALP and its activities as a learning oriented institution for which they should show enthusiasm in the literacy classes, hence, the poor state of class attendance. These highlighted drawbacks do not conform with UNESCO's (2009) suggested philosophy that developmental oriented education should be functional and be a means of combining literacy with skills that are linked to the occupational needs of its target people and that it should critically determine and attack those bottle-necks that harness underdevelopment. In view of these given drawbacks, the FALP situation vividly presented a confirmation of the F.S.O's disappointment that the situation gives a lie to FALPs very name. As Yousif, (2009), stated, the types of learning activities designed for adult learning should correspond to the broad range of their interests and needs and in effect conform with the principles and practices of adult education that are suitable to a given problem situation. He thus advanced that the level of participants' enrolment and enthusiasm in an educational programme is a measure of the extent to which the programme addresses itself to their learning interests and needs. In cognizance of this, the K.K. FALP operated a series of activities through its five programme components. Although the FALP conformed with (Yousif, 2009), prescription by establishing five implementing components to meet the participants' broad range of interests and needs, the nature of their operations did not subscribe to the purpose of their establishment. Literacy therefore lacked the desired input to make it comprehensive and attractive for sustained participation. What was therefore seen to be more crucial in an achievement oriented learning activity is not just the establishment of implementing structures, but the availability and proper utilization of appropriate facilities that serve to meet a wider range of needs and interests to motivate the adult learners to fully participate in the activities. On the issue of motivation, Werquin (2007), in his "Expectancy-Valence Paradigm", put forward two multiplicative components that affect motivation to

participate. These include the expectation of personal success in educational activities and the expectation that success in learning will lead to positive consequences. Tough (1979) and his colleagues also concluded that motivation to self directed learning and participation in learning are both related to anticipated benefits and the stages at which the benefits are anticipated. In agreement with Singh (2009) "Expectancy-Valence Paradigm" and Sumner (2008) "Anticipated Benefit" models were the fact that 80% of the grandaunts were highly motivated to attend classes regularly for reasons that were reasonably met. Achieving their participation in the early years of the programmes inception. However, in comparing the programme's operations to meeting participants' needs and interest in the latter years of operation, several flaws were identified and posited as reasons that counted against motivation to participate fully in class attendance. These pit falls are believed to be partly responsible for low clientele enthusiasm and poor participation followed by subsequent withdrawals. Nevertheless, motivation to participate was minimally sustained because of the participants' sub-conscious forces of anticipated community development rewards that formed part of their total drive for participation which agrees with Tough's model of anticipated benefit as a crucial factor in participation. Motivation to join and participate in adult literacy programmes were also ascertained by Lappia and Torres (2009), that Efficiency, Productivity and Economic reasons, Elite status and Access to development benefits, Understanding and Appreciation of Indigenous Language and Culture and Access to Rural Development Projects, are some of the variables that motivate participants to enroll in rural literacy programmes. Similar views implicitly emerged in the participants' reasons for joining the programme as mentioned in Table 2. The entire management of the learning situation within the FALP counted against participants' enthusiasm to continue class attendance. The under standardized assessment criteria, the prolonged stay in one class, the promotion of fellow folk to higher class while others repeated the lack of variety in lessons and teaching methods and the generally unstimulating circumstances that prevailed in the learning intervention were other factors that against the programme implementation. Motivation to attend classes was therefore bound to be low especially when learning was not properly attuned to needs and interest. It was in this study that the UNDP (2009) New Perspective of Adult Education which concluded that the nature of literacy operations should form part of the national priority of breaking through the whims of ignorance, domination and exploitation and to raise the cultural awareness of individuals in building a democratic society was not at all evident in the FALP situation. The FALP did not endeavor to extend its functional concepts into political, economic and socio-cultural dimensions that should arouse a critical awareness of social realities to empower its clientele in understanding, appreciating, mastering and transforming their situation for enhancing sustained development. These aspects were part of the community's learning interest but were never incorporated

into FALP's literacy activities. Motivation to attend literacy classes was therefore bound to be low.

While these points invariably suggest an inadequate scope of operation with regards to the given recommendations for the new perspectives of adult education, they also reasonably confirm the F.S.O's disappointment that the FALPs situation was not true of what it claims to be. From the foregoing discussions, it can be concluded that UNESCO's (2009b) phenomenon of illiteracy being the manifestation of a series of complex factors that prevent human beings from participating in the process of development around them, was found to hold true for the K.K. FALP's community.

The Implementation Style of the Programme

Implementation style refers to the organizational set-up and structure of the programme. It also includes the delivery systems established for implementing the activities of the programme which include programme components and participant committees. At a glance, a first sight impression of the programme structure accords credence in respect of its integrated approach and clientele involvement in decision making and participation in programme activities. What is however critical about such structure is not just their formation but their implementation and co-ordination.

What was characteristic of the programme components and their operations was that they were not properly conceptualized as educational wings of the programme. They were disjointedly operated and lacked the educational flavour in their implementation style because there was no evidence of inter-component co-ordination of operations that addressed a common goal of functional adult literacy. They did not also seek to satisfactorily incorporate clientele participation in their implementation. This was attested by the nature of the isolated operations of the Income generating and Construction Action Committees in relation to the Literacy Action Committee. These three committees had no practical link, let alone co-ordination. The weak links and co-ordination between components, coupled with their remote links with the literacy classes, had inflicted serious functional malaise in the adult learning situation which the management body itself could not properly identify. This was so because the other components neither viewed the literacy component as a linch-pin between them, nor as a tool to reach the educational needs and aspirations of the participants the purpose for which they were meant. These problems perpetuated to a point that the programme lost congruence in its institutional goal achievement.

In the area of participation, clientele involvement in the FALP implementation also had its own peculiarities. Although the programme facilitated the formation of participant committees from grassroots level to management level, the role of these committees were not clearly explicit to their members. They therefore merely made demands or suggestion instead of making follow-ups and taking full responsibility of policy operations as Ngaka (2010) suggested. This is also in contrast with Singh (2009), suggestion that the more a committee is given responsibilities, the more deeply it becomes dynamic, fully involved and committed, and the more congruent the

organization will be with the principles of andragogy. In that situation, the committees should be able to identify current community and societal problems of educational concern and to develop plans for need and interest surveys. They should also be able to establish operational policies and provide linkage with the target population.

These principles of andragogy, in Blanden, et al. (2009) prescription, could not have been pursued in the K.K. FALP because of the fact that K.K. FALP management was playing an influential and domineering role in the operations of the participant committees. This, to a large extent, resulted in the committees' responsibility. These deflections within the FALP further confirm Sumner (2008), finding that a general gap exist between what programmes have on paper and say, and what truly exist as the real situation in participants' involvement in programme activities. According to the Freirean philosophy of adult education which the FALP claimed to be adopted, the process of adult education should make provision for "Dialogue" and "Problematization" as part of "Conscientization" which should enable learners and decision makers to become critically aware of their situation out of which development strategies are designed as a learning process. This was not the case with the local committees and the participants themselves. Their responsibilities were seen to be very limited in scope, to the extent that they did not fully identify themselves with the programme implementation. Most committee members did not even properly know the programme and its philosophy in the full context and were found far removed from even knowing their roles. This in effect, could be described as a marginalization and dilution of committees' responsibilities in the programmes' operation.

Furthermore, the programmes' inability to properly direct itself to reflect its operational philosophy had ill-oriented the clientele population to the programmes institutional philosophy. Clientele misconceptions resulted, also failing to match the participants with the desired educational environment led to low participants motivation thus affirming Torres' (2009) congruence model. This was found to be a weakness on the part of the programme management. In effect, rather than identifying current community and societal problems of educational relevance, as Govinda (2008) puts it, the established implementing local committees were pre-occupied with making demands on the programme. These requests and demands had no educational significance but when the programme failed to honor/fulfill their request, as promised in most cases, the participants resorted to absenteeism from the literacy classes as a way of holding the programme at ransom.

Irregularities and subsequent withdrawals from the literacy classes became frequent, leading to poor class attendance. These points relate to the significance of Yousif (2009), suggestion that the creation of an educative environment involves the building of critical social systems and structures that should serve at instruments or media through which people should be able to realize their worth, and to meet their human needs and goals in life. This suggestion goes in

line with the Freirean conscientization, and that when such a system fails to serve this purpose, the natural tendency of participants is to withdraw from it as it happened to the K.K. FALP.

Programme Environment

Programme environment relates to the general state of affairs that positively or negatively influence participation. It includes the overall physical, social and psychological circumstances within which the programme operated. It is a popular notion that learning as a process and means to development, should involve the acquisition and imbibitions of new knowledge, skills, attributes and aspirations that propel the human being to realizing himself as master of his environment. Participation of the target group then becomes a crucial process in which one of the peculiar problems that affect it is the environment being either supportive or militating as barriers to participation.

An important pointer to poor class attendance and low clientele participation (as a measure of barriers in participation) was seen to be that of resentment and dissatisfaction within the learning environment. The observed poor class attendance of the current learners, the 16.0% of grandaunts and 11.6% of non participants expressing dissatisfaction and resentment were indicative of the presence of barriers that militated against participation. The incidence of high withdrawal rates from the classes was another measure of resentment with the programme. These problems of resentment and disillusionment was as a result of incomplete participation in decision making and activity implementation, lack of recognition of the worth of individuals, unavailability of requisite educational information, unfulfilled promises and the lack of the spirit of mutual trust between clientele and programme. There was an element of suspicion on the programme management as highlighted by the clientele. These problems which posed as barriers confirms what Hoppers (2007) referred to as "Incongruencies between learners and their institutional environment". According to him, these incongruencies are addictive and that the greater the sum/effect, the greater the likelihood of non participation or drop-out. In effect, this was the case with the FALP particularly so because there were cases in which these incongruencies were capitalized on by drop-outs to influences other drop-out-proned, as well as potential participants to stay away from class attendance. This evidence of resentments and dissatisfaction were also partly responsible for poor clientele participation. The magnitude of the discrepancies and in congruencies that existed between the programme, its educational environment and the clientele resulted in non-participation and high withdrawal rates are strong enough to affirm Thorn's (2009) postulation that motivation for learning is function of the interaction between the learners' internal psychology factor and the external environmental variables. Where the resultant effects are positive, motivation and participation will be high while they drop if the reverse is the case. The reverse however, was the case of the K.K. FALP as is partly seen in the reasons given by dropouts for withdrawal incidences. The co-coordinator's over-view of the

programme also had much offer in respect of the programmes implementation, participants' motivation and the programme environment. The contrasting view that emerged between the coordinator and his administrative colleagues and that of the decision making committees, are enough to affirm that he takes unilateral declarations without conferring with his administrative and decision making colleagues. This however manifests an element of domination in several aspects of the programmes management which is believed to be the crux of the programmes many problems. This ascertain the point made by Kroma and Lakoh (1990) in their "Partnership Review" survey that the coordinator lacks the management capacity to successfully manage the programme as an independent viable indigenous adult learning institution that is able to complete with other institutions of its kind. What was implicit in his expressed views was that he (coordinator) himself, as head of the programme, did not truly conceptualize the programme as a development oriented adult learning organization. He therefore neither visualized the programme in its correct perspective, nor beyond the scope of what actually obtained as a problem. His view that the participants were more interested in other activities that would meet there immediate needs, instead of participating in the programmes' literacy operations, implies that the programme did not seek to stir up the community's motivation to fully participate by way of ensuring that the participants' immediate survival and psychological needs are met. This posits a confirmation of Thorn (2009) view that members of the low social class are more interested to participate in educational activities that meet their immediate survival and psychological needs, before moving to other levels of needs. Because of the coordinators misconstrued view and his relative inability to objectively study the clientele situation for effective adult learning, he did not strive to reach the programmes institutional philosophy. This, in itself had a negative impact on the programmes goal achievement. The teaching learning transaction was also seen as a major problem. This was largely a problem of the lack of professionalism in helping adults to learn, the inappropriateness of lesson contents, inadequate teaching materials and methodology, lack of refresher programmes for new literates and the low calibre of staff. These have together played a combined role in making the learning situation unattractive and unstimulating. These same views were expressed by Lappia and Pemagbi (1984) in their study of literacy programmes in Bo and Pujehun districts of which the case of the K.K. FALP was a typical example of these problems. Also of importance in the teaching learning transaction of adult, is "teacher Characteristics". Out of five personality characteristics of facilitators in adult learning (self-confidence, informality, enthusiasm, responsiveness and creativity) stated by Maddox(2008)only "informality" was observed to have been maintained in the classes. Besides this, none of the facilitators in the programme had the requisite training or qualification to manage the learning situation. The fact that as high as 60% of the facilitators were basically primary school drop-outs with basic literacy

skills and no training in adult education, was enough to tell why the literacy classes/adult teaching was fraught with immense difficulties and incompetence. Apart from the fact that the facilitators were not suitably qualified, there was also a problem of materials and techniques. Variability in the use of materials, teaching aids, learning facilities and techniques which Llieva(2007) says are outstanding attributes of a good teaching learning transaction were also absent in the teaching learning situation of the FALP. The use of visual aids as codes in the Freirean adult learning situation, which Schmelkes, et al. (2008) says should serve to present the socio-economic state of the participants in a way that it stirs and arouses a wide range of emotional and intellectual responses out of which a “Generative Theme” should emerge as a topic for a lesson, as well, realize to be completely absent in the teaching exercises of the programme. Rather, an arbitrary choice of teaching topics and lessons, without reference to the learners’ interest and needs was the day-today practice of the facilitators.

With these deficiencies at work within the programme environment, there is very little one can expect of the programme in terms of clientele enthusiasm and participation for effective adult learning and development. However, amidst all these problems, literacy education, beside the provision of community benefits, still remains a useful desire of the FALP community in contrast to the coordinators view for a change to a rural development. This is implicit in the advice given by grandaunts and observers. Even where 16.0% of the grandaunts did not advice the dropouts staying out of attendance, it was a matter of resentment with programme environment as inferred by their readiness to re-join the programme if the situation returned to normal. The making of efforts to give moral courage to their community folks to attend literacy classes was a positive environmental influence of peer and reference groups, to motivate dropouts and potential learners to participate. This negates Williams (2007), finding that there was little interest in literacy even at grass root level. It was discovered in this study that even where interest in literacy were low, it was due to artificial management problems rather than the mere lack of interest in literacy, as Werquin, (2007) stated. From the discussion of results, it is clear that the K.K. FALP management and operation suffered a series of problems which together down-played the merit of the programmes intended outcome of literacy education for rural development.

CONCLUSION

This study was undertaken to investigate and critically analyze the operations of CUSO-FALP with the view of highlighting its clientele participation problems and to make suggestion for improvements where possible. The research findings revealed that the literacy programme was riddled with several operational problems that affected participation. In the first place, the Programmes major emphasis was limited to basic/conventional literacy skills development (reading and writing). There was very little and almost remote evidence of functional literacy. The operations of the

literacy programme, paid only lip-service to the occupationally realted or development oriented activities of its target group. As such, the participants’ felt learning needs remained largely unaffected to a point that literacy class attendance became unattractive. Although the participants had a wide range of aspirations and desires for learning, most of these were not adequately met by the programme. The FALP programme did not fulfill its institutional philosophy in the appropriate context as an adult school, but rather as a benefactor institution that provided community development benefits in terms of infrastructure. Although the community had a taste for literacy education, class attendance was not however associated with learning but with extra-community benefits that gave the drive for participation. Because the acquisition of such benefit was of overriding significance than literacy education itself, disillusionment, poor class attendance and withdrawal ensued when the expected benefits delayed or ceased to come. In effect, literacy classes suffered poor attendance and withdrawal as a way of holding the programme at a ransom for not meeting clientele expectations. There was a cross-sectional feeling of distrust, discontentment and psychological distance between the programme management and the clientele. There were several promise-making by programme personnel as a means of attracting participants to the literacy classes. When these promises were sometimes delayed and/or not fulfilled, the participants to a certain extent, lost confidence in the programme thus resulting in poor class attendance and in some cases, withdrawal. Motivation to participate in programme activities was therefore grossly deprived. Another major problem with the literacy class attendance was that of a poor and unstimulating circumstance or environment within which the classes were conducted. The learners were therefore not well motivated to participate in the classes. Other constraints included the poor quality of the facilitators (untrained and unqualified), the unavailability of appropriate teaching learning materials and techniques, and teacher-classroom centred methodology. Several related problems of such deflections also emerged. The learning needs of the adult were pre-determined and did not seek to involve the learners as identifiers of their own learning needs and interests. Learning topics were arbitrarily chosen without reference to the learners’ needs and interest. Motivation to learn therefore remained an untapped innate factor of the learners, since the circumstances did not foster/nurture experiential learning in order to stimulate and sustain participation. The impressive attribute of the programme was that, it had all the relevant establishment of committees for decision making and implementation from management to the village level. These committees were said to have the fullest mandate to oversee programme operations and recommend necessary improvement as they affect their community. However, these mandate were found to be “white paper mandate” that were not being really practical enough to earn the programme its decision making merits. Decision making at all levels, was found to be stage manages and master minded by programme management. This reflected a top-down

pattern in decision making process in which opinions and views usually trickled down from management to village level. Decision on programme implementation were therefore not truly representative of the clientele but were claimed to be so. This was discovered to be reason for participants' psychological distance and disinterestedness in programme issues, thus eventually leading to withdrawal from class participation.

Another attribute of the FALP programme was that it operated five (5) components in its efforts to meet a wider category of needs. These components were well meant to serve the literacy classes by way of information supply (technically, occupationally and vocationally), thereby making them functionally oriented. A closer enquiry however revealed that the practical and coordinating linkage system that would articulate respective operations with the literacy component and classes.

These poor linkages and coordination appeared to have affected the status of the literacy component, thereby reducing its operations to basic/conventional literacy. Hence the literacy education programmes. Besides this, none of the components had a technical or professional staff for the kind of activities they purported to undertake. Most of the staff (95%) was not of the right calibre for the programmes operations to meets its operational philosophy. The overall programme management and implementation therefore posed a serious problem because of the low educational background and experiences of the personnel within the programme.

Form the foregoing; one can therefore see why the FALP programme lost its virtues as an adult education institution and why the participants lost interest and faith in the programme thereby resulting in high withdrawals and dropouts incidence.

RECOMMENDATIONS

In view of the given points, the following recommendations could be useful to redress the draw-backs of the programme:

1. The entire participating community needs to be re-educated with regards to the programmes institutional philosophy. A mass awareness campaign to re-orientate the participants could be useful in rebuilding their minds and to wave away their misconception that the programme is a benefactor agency rather than an educational enterprise. Such awareness and educative measures will help to restore the programmes lost philosophy and to re-direct its operations toward meaningful learning so that the right clientele perception could be fetched.
2. The programme management needs to be practically decentralized and liberal enough to permit community involvement and active participation at all levels. It should encourage village group dynamics and commitments to programme issues by way of sharing responsibilities to key persons within the learning community.
3. Management influence on decision making should be considerably minimized to allow the emergence of clientele-self-drive and full participation in development activities.

4. The programme management needs to set up a collaborative mechanism for inter-sectional/inter-component integration towards functional education and to seek professional links with other national institutions/organizations. This will ensure a cross-sectional fertilization of ideas and experiences that will lead to programme consolidation in the long-run.
5. The programme should cater for, and ensure the availability of appropriate calibre staff both at management level as well as activity implementation level. Each of the component/action committees should have a technical/Professional head working with a team of middle-level trained personnel in the same field. These personnel must be trained, or have solid backgrounds in andragogy, communication and management skills in the broadcast sense. This should also be followed by continuous and appropriate in service training and workshops to upgrade their capacity and efficiency in adult learning activities.
6. Literacy facilitators should be given the privilege of regular training through in service courses and workshops that are institutionally based. This will enhance self-confidence and highly efficiency. For commitment and dedication to their job as facilitators, they should be given appreciable honorarium and other facilities that could be augmented by local support.
7. The concept of functional education must be extended, not only in principle, but in practice to include several dimensions of individual development in the broadcast sense. Aspects like political and civil education, and the participants' social system, which did not form part of the literacy exercise according to the facilitators, should also be incorporated into the learning activities in addition to those already established. These should be designed and carried out, such that the educational exercises arouse the participants' critical awareness, self-consciousness and realization of the worth of their latent talents. This will encourage the development of self-drive to satisfy their taste for learning and quest for knowledge as a means to broaden their horizon in life-long experiential learning.
8. The development of curriculum and teaching materials should be a dynamic exercise that is regularly reviewed based on baseline and content surveys that take account of the learning needs and interests expressed by the community. The content should be realistic and simplified enough, yet closely linked to achievable utilizable learning outcomes that are representative of functional literacy.
9. The programme should embark on a proper planning of activities and comprehensively encompass a wider range of operations with educational implications and flavour. These operations should be regularly monitored and evaluated through a good reporting system to assess programme output and achievement from time to time.
10. The programme should introduce an inter-village literacy competition and organized field-days where the participants are given the opportunity to demonstrate their acquired literacy skills. This would serve to stimulate and

arouse their interests and participation in the programme activities.

11. The programme should introduce a practice of giving certificates of merit to its grandaunt because they serve as symbols of boastful achievement which also have a motivating element for sustaining participation.

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