



# *Studies and Reports*

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## **Functional Literacy and Co-operatives**

**The Report of the ICA Seminar on  
Functional Literacy and Co-operatives  
held from the  
9th to the 15th February, 1975 at the  
Co-operative College, Ibadan, Nigeria**

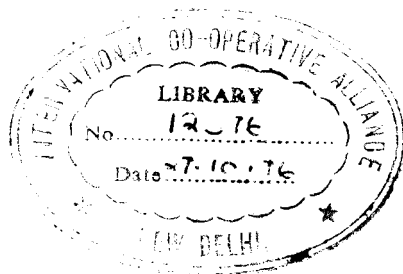
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## Preface

This seminar on Functional Literacy and Co-operatives was made possible with the support and collaboration from many sources. In particular I would like to thank the following:

the Norwegian Solidaritetsfondet for providing the bulk of the external financial resources required; UNESCO for their assistance; the Nigerian co-operative movements and in particular host organisation, the Co-operative Union of Western Nigeria; the Ministry of Trade and Industry of the Government of Western State, especially the Co-operative Registrar's Department and the Co-operative College, Ibadan; the Nigerian Federal Registrar of Co-operatives; the FAO for making available the services of Mr S. S. Tyagi; the various UN agencies for being so effectively represented; the participants for contributing vigorously to the valuable discussions; and, finally, my two colleagues, Graham Alder and Sam Mshiu for their contributions in many ways.

I very much hope that the seminar will have marked an important stage in the beginning of field activities designed to assist co-operative development in West Africa.

S. K. SAXENA

Director, ICA

# I Introduction

I.1 One of the most deeply felt needs at the level of primary co-operatives in developing countries is for more wide-spread literacy, not as an abstract concept but as a working tool to enable co-operative members to improve their social and economic conditions. Literacy is a formidable agent of development, illiteracy a formidable barrier. An illiterate member is unable to participate effectively in the running of his own society by playing a full part in its democratic processes, fully understanding his business transactions with the society and in making use of new techniques which could improve his production. Furthermore, illiteracy severely circumscribes an individual's ability to participate in the workings of society as a whole, to communicate with others in order to express his economic, political and social needs and to take meaningful action to further his interests. This is naturally a two-way process channelled through the variety of institutions which have a bearing on his life.

I.2 However, it is well known that traditional methods of teaching literacy (including muneracy) have, by and large, proved to be ineffective in the Third World, particularly when used with adults. This was recognised by the UNESCO Conference of Ministers of Education in 1965 and the conclusions of that meeting laid considerable stress on 'functional literacy'. A detailed examination of the concept of functional literacy is contained elsewhere in the report; suffice it to say that linking the acquisition of literacy skills to the specific economic and social needs of particular groups of people can provide a strong enough motivation for considerable progress to be made.

I.3 The ICA has been aware that many co-operative organisations in West Africa have been confronted by problems caused by illiteracy among members of co-operative societies and it was, therefore,

considered appropriate to organise a seminar in order to examine the potential of functional literacy programmes for co-operative development in West Africa. Leading co-operators and government officials concerned with co-operative development were invited in order to examine the ways in which functional literacy might contribute to co-operative development in the region. The seminar was held at the Co-operative College, Ibadan, Nigeria from February the 9th to the 15th, 1975, and participants came from five English-speaking West African countries. They were Gambia, Ghana, Liberia, Nigeria and Sierra Leone. Observers came from; the UN Education Scientific and Cultural Organisation (UNESCO), the Food and Agriculture Organisation of the United Nations (FAO), the International Labour Organisation (ILO), the UN Children's Fund (UNICEF), the World Bank and the United Kingdom Ministry of Overseas Development (ODM).

I.4 Resource persons at the seminar included the leader of the UNESCO Work-Oriented Adult Literacy Programme, Ethiopia, which was concerned with functional literacy and co-operatives, three leading West African experts on functional literacy as well as a co-operative education expert from East and Central Africa.

I.5 The seminar was structured so that as the week progressed participants were able to relate their own experiences working in co-operatives to experiences gained in the field of functional literacy. Also, there was a progression from discussing the concept of functional literacy to the practical ways in which projects might be implemented in West Africa. Discussion groups, composed mainly of national delegations, were asked to prepare proposals which could provide a basis for practical follow-up action. This report does not strictly follow

the precise programme of the seminar and it is hoped that the document will be useful to a wider audience.

I.6 As part of the programme the participants were taken on a study tour and excursion to Ife, the heartland of the Yoruba peoples. After visiting the museum, (which contains some remarkable exhibits resulting from excavations in the area) participants visited Ife Co-operative Produce Marketing Union where they were able to have discussions with the President and General Manager of the Society concerning its operations. After lunch at the University of Ife a visit was made to the Ife Consumers Co-operative Society where the President, members of the Board and Manager answered questions on the societies' operations.

I.7 Also, two extra meetings were arranged outside the programme at the request of the participants. An early morning session was arranged to enable Chief G. A. Onagoruwa, General Manager of the Co-operative Bank Ltd to speak about the activities of his bank, one of the most successful co-operative banks in the continent. In a second session Dr S. K. Saxena, Director of the ICA, discussed his keynote speech, particularly with regard to the work of the ICA and the role which it might play in West Africa.

I.8 The use of functional literacy is, of course, important for the development of co-operative, but it also has far-reaching implications for social and economic development generally. Functional literacy programmes facilitate social and economic change, but their success depends greatly upon a social and economic structure which encourages progressive change. If, for example, a substantial increase is to be obtained in the production of food, it is essential that farmers are provided with acceptable incentives to produce marketable surpluses and are enabled to retain a reasonable proportion of the value of the increased yields. Some recent developments, for instance the Green Revolution, have demonstrated that a too narrow emphasis on the technical aspects of agriculture without a reasonable appreciation of the institutional structure of rural society will not solve the complex problems of raising rural productivity. Farmers require credit to be extended to them on reasonable terms, to have access to technical inputs at low prices and to be able to market their produce effectively. To attain these objectives groups of farmers need to associate on a democratic basis to enable them to control the institutions which play a crucial role in their lives. Co-operatives have a major role to play in responding to these needs and aspirations.

## II The Opening Ceremony

II.1 The seminar was opened by the Commissioner for Trade and Co-operatives of Western State, Nigeria, Mr E. M. Ajala, who delivered an address on behalf of the Military Governor of Western State, Brigadier Oluwole Rotimi. Brigadier Rotimi was unable to attend personally owing to urgent official business. In his speech the Governor, in welcoming the seminar to Ibadan, pointed out that it was being held at a particularly pertinent time for two reasons. Firstly, Nigeria was laying considerable emphasis on education and planned to introduce Universal Free Primary Education in September 1976 and a comprehensive adult education scheme was also being introduced. Secondly, a sizeable proportion of the Third National Development Plan would be devoted to education. Education would be made relevant to the needs of the recipients and to the Nigerian nation in an attempt to alleviate the acute shortage of high-level and skilled man-power.

II.2 Turning to the Co-operative movement in Nigeria he remarked that one of the obstacles to progress had been a lack of literacy skills and he felt that a similar situation obtained in the other West African countries represented at the seminar. The successful co-operative movements of countries such as Denmark and Japan had made a major contribution to domestic food production, an objective which was receiving high priority in West Africa. In Western Nigeria in particular, co-operative education

had been given pride of place and the venue of the seminar, the Co-operative College, had trained many students from various parts of West Africa.

II.3 The Governor stressed that the success of co-operatives depend very much on the contribution made by grass-root members but he felt that the recent decision of the Federal government to create a Division in the Federal Ministry of Labour was an important step forward which would assist in formulating a meaningful national policy within the framework of the National Development Plan.

II.4 In reply, Dr S. K. Saxena, Director of the ICA, thanking the host organisation and the Government of Western State, pointed to the three aspects of co-operative activities in the developing world which particularly strike the observer. They were the resilience of co-operative principles in widely varying social and economic conditions, the importance of the positive attitude of governments towards the objectives and tasks of co-operative movements and, finally, the need of co-operative movements to be able to obtain a quality of management capable of reconciling democracy and efficiency.

It was most encouraging to note that co-operatives were to receive greater support from the Nigerian Government as outlined in the Third National Development Plan.



## III The Proceedings

### III.1. Keynote Speech Dr S. K. Saxena, Director, ICA

III.1.1. In his keynote address to the seminar Dr Saxena briefly outlined the structure and activities of the ICA, stressing the ICA's progressive involvement in developing countries and pointing to the work of the two regional offices which serve South-East Asia and East and Central Africa. He pointed out that the main focus of the work programme of both offices was on education and this underlined the primary importance which the Alliance attached to the promotion of education in co-operative movements. The Long-term Programme of Technical Assistance adopted by the ICA's Congress in Lausanne in 1960 and the launching of the Co-operative Development Decade by the Central Committee of the ICA in 1970 are two of the major landmarks in ICA's work in developing countries.

III.1.2 There were at least three critical components of co-operative success. Firstly it was necessary for the movement to have that undefinable something called leadership, not in the charismatic sense of the word, but in the sense of being led by people who have a broad and responsible view of the social and economic forces which impinge upon the co-operative movement and are able to articulate effectively the needs of the movement before the national authorities and the general public.

Secondly, a co-operative movement is nothing if it is not democratic and its operations and management must reflect this ethos. This implies active member participation—which is not always easy to achieve in practice.

The third requirement is provision for the training of professional staff; managers, accountants, salesmen and so on who can undertake a variety of specialised tasks required to run a society successfully.

III.1.3 One of the major obstacles to launching successful education schemes in developing countries is widespread illiteracy which inhibits communication and much besides. The ICA Commission on Co-operative Principles had this to say about education in the co-operative movement:

“For the purposes of Co-operation education needs to be defined in a very broad sense which includes academic education of more than one kind but much besides. It includes both what people learn and how they learn it. Every phase of experience, which adds to people's knowledge, develops their faculties and skill, widens their out-look, trains them to work harmoniously and effectively with their fellows and inspires them to fulfill their responsibilities as men or women and citizens, can have educational significance for Co-operation. Less and less in the contemporary world can education be limited to what is learnt in schools and colleges at special periods of people's lives. The Co-operative concept is of education as a life-long process.”

It was this positive correlation between effective programmes of education and successful societies which led the ICA to organising the seminar. In areas where illiteracy is widespread the co-operative approach must lie through literacy programmes conceived as components of economic and social projects—functional literacy. Co-operatives are instruments for action and their effectiveness is based upon their ability to channel new ideas; the present seminar was designed to lead to practical action on the ground.

III.1.4 Dr Saxena concluded by welcoming the participants, resource persons and observers from international agencies.

Thanks were due to the Norwegian Solidarity Fund which had provided the bulk of the resources for the seminar, the UNESCO and FAO which had lent their support, the Government of Western State and Nigerian member organisation of the

ICA, particularly the Co-operative Union of Western Nigeria. All had helped in many ways and he looked forward to useful discussions which would have practical results.

## III.2 The Philosophy and Principles of Functional Literacy

III.2.1 This session and the following one were introduced by Mr S. S. Tyagi and were based on the paper prepared by him entitled "Principles, Methods, Materials and Organisation of Co-operative Functional Literacy".

III.2.2 Mr Tyagi began by referring to the World Congress of Ministers of Education on the Eradication of illiteracy which had been held in Teheran in 1965. Among its recommendations was the following:

"Adult Literacy, an essential element in overall development, must be closely linked to economic and social priorities and to present and future manpower needs. All efforts should, therefore, tend toward functional literacy. Rather than an end in itself, literacy should be regarded as a way of preparing man for a social, civic and economic role that goes far beyond the limits of rudimentary literacy training consisting merely in the teaching of reading and writing".

Commission 1 of the Congress had recommended that full use should be made of individuals and organised groups (local societies, *Co-operatives*, trade unions etc) to achieve the goal of functional literacy.

III.2.3 In defining functional literacy, Mr Tyagi stressed that it is comprehensive education and training for illiterate adults with a literacy component built in. Functional literacy, as contrasted with traditional literacy, is integrated, intensive, selective, flexible, differentiated and is linked to social and economic development programmes; in fact, its basic objective is economic and social development.

III.2.4 Co-operatives have always laid

emphasis on the education of their members and this is particularly relevant in developing countries where education is an important key to co-operative success. As co-operative members are selective groups of adults who are highly motivated to seek solutions to their economic and social problems they have a need and a desire to become literate.

III.2.5 Co-operatives meet the basic criteria laid down by UNESCO for formulating and implementing functional literacy projects and in most developing countries co-operatives have a high priority in development plans. The speaker went on to identify several advantages of co-operatives having a functionally literate membership, including a better understanding by the membership of the organisation and activities of their society leading to more effective democratic control, member loyalty and more effective economic performance. All these factors lead to better run co-operatives and have a beneficial role on development as a whole.

III.2.6 In more specific terms, co-operatives are appropriate institutions to organise functional literacy projects as they already constitute organised groups, can provide funds and physical facilities, influential co-operators can persuade fellow-members to join classes, and they are able to provide incentives to encourage members to become functionally literate.

III.2.7 In the discussion which followed the participants made numerous comments including the following: It was agreed that experience had convinced them that illiteracy was a considerable obstacle to co-operative education. One participant was concerned that although it was possible to successfully organise experimental

functional literacy projects in limited sectors or areas the implications of mounting large scale programmes, particularly in large developing countries would pose considerable problems. This raised the whole question of the financing of functional literacy programmes. It was felt that after experimental projects had demonstrated that the concept was feasible governments should integrate functional literacy programmes into development plans at the local, regional and national levels. Co-operatives themselves

could not bear the full cost of programmes although they could make contributions in various ways.

It was also emphasised that functional literacy can make a major contribution to the achievement of basic human values, by enabling individuals to have a greater control over their lives and in enabling them to satisfy the basic physical needs of life, including improved nutrition, shelter and clothing.

### III.3 Methods, Techniques and Materials in Functional Literacy

III.3.1 Mr Tyagi introduced this very practical session by drawing upon his extensive experience in Ethiopia. The purpose of the project which he led was to assist the Ethiopian government in organising, implementing and evaluating a Work-Oriented Adult Literacy Project (WOALP), closely linked with rural development as well as industrial and vocational training, and to train national counterparts in the techniques of functional literacy.

III.3.2 The co-operative section of WOALP had four general objectives, adapted from the objectives of WOALP as a whole. They were:

#### General Objectives

(a) To teach the illiterate present and potential members of the co-operative societies (existing and to be formed) basic reading, writing and arithmetic, emphasizing the current vocabularies of the literature on co-operatives.

(b) To plan and carry out experiments bearing on curricula, teaching methods and materials, forms of organization, supervision, administration and co-ordination for literacy training of the members of the co-operative societies.

(c) To integrate literacy, co-operative education, promotion of co-operatives and economic activities such as supply of agricultural inputs to farmers, provision of raw materials to weavers, marketing of farmers' and weavers' products and supply of domestic requisites for the factory workers.

(d) To evaluate these various aspects and their effects on promotion of co-operatives growth and efficiency so that it may serve as an example for all the co-operative societies in the country and for the Co-operative and other Departments or Agencies interested in the promotion of co-operative programmes.

III.3.3 The project also identified more specific operational objectives including the organisation of classes with well defined curricula, targets for enrolment into classes, the establishment of co-operative societies, the preparation of materials, the arrangement of inputs such as improved seeds to be distributed to co-operatives in the scheme and integrating these efforts with on-going co-operative and other development activities in the WOALP area and outside it.

III.3.4 The experiment was based on the hypothesis that co-operative literacy and co-operative development are mutually supporting. A number of sub-hypotheses were also formulated referring to the role of the co-operative societies as motivators and organisers, the effectiveness of teaching methods, curricula and educational materials which have a co-operative content and the relevance of co-operative functional literacy in educational, social and economic fields.

III.3.5 The methodology of the project followed strictly defined steps beginning with a base-line survey to establish benchmarks of educational, social and economic indicators before the programme began.

Literacy classes were then established together with the training of instructors. Training began with the use of co-operative primer and co-operative follow-up materials. Access to farm inputs was provided to all members of the co-operative, whether they were literate or illiterate, participating in the scheme or not. A control group was also set up in a neighbouring area to compare results in co-operative and non-co-operative areas. Both mid-term and final evaluations were carried out to test the various hypotheses.

III.3.6 The curricula took into account a variety of factors such as differences in language, ethnic and agricultural practices between various localities, the competency required of the learners and the availability of staff and physical facilities which in turn were dependent on the budget. The contents of the curriculum included the theory and practice of co-operation, case studies of business practices, language (reading, writing, conversation and comprehension), calculation and technical aspects of agriculture or weaving. The curriculum was conceived in three stages and was to be completed in two years.

III.3.7 The instructors were carefully selected and given 10 to 15 days integrated training combining both technical and pedagogic aspects. Various agencies co-operated to assist in the training of the instructors who were drawn, as a rule, from the group they would be teaching. After experimenting with providing classroom buildings a less costly procedure was adopted in this respect and participants of functional literacy projects now build their own classrooms using local materials and contributing their own labour where facilities are not available. In other places existing schools, co-operatives etc, had offered facilities.

III.3.8 The recipients of the programme were usually between 18 and 45 years of age and fell into four broad categories, farmers, weavers, factory workers and women already taking home economics classes. Most were poor, the majority of the farmers being engaged in subsistence farming, and there-

fore the programme catered to the group which had the greatest need of its services. There were, however, some problems with regard to the eligibility of non-co-operative members and the location of the classes.

III.3.9 Educational materials of various kinds were specially prepared for the project and their content was very closely related to the interests and economic activities of members of co-operatives. Also, theoretical teaching and practical work were integrated as far as possible. All the materials were graded from the point of view of the words and concepts they contained and the technical concepts were also graded from simple examples such as 'Farmers form co-operatives' to more complex sentences such as 'farmers form co-operatives to buy fertilizers'. The materials were graded in the following order; primer, reader, posters, cassette lessons, follow-up books and radio talks. It is interesting to note that an English-Amharic dictionary of co-operative terms was prepared and used extensively by the writers workshop which was created to prepare the teaching materials.

III.3.10 The teaching of functional literacy began in the classroom using the materials noted above and increasing the knowledge of participants step by step. This was augmented by observation and study trips in the field, film shows and other out of class activities.

III.3.11 Considerable stress was placed on the evaluation of the project. The progress of individual learners was assessed through tests and examinations, providing them with a recognition of their achievements and thus motivating further learning. The quality of teaching was also assessed providing the teacher with a measure of his effectiveness. For the organisers the evaluation of the programme enabled them to measure the effectiveness of the various approaches used, the contents of the curricula, methods, materials and the administrative organisation. However, the process of evaluation was not solely restricted to the progress of learners in the acquisition of literacy. The extent to which

they had accepted and adopted new innovations in their economic activities was also taken into account. For example, farmers were expected to have begun using improved seeds, fertilisers, insecticides and improved farm implements. They should also have used the credit, savings, deposit, marketing and other services extended by their co-operative society.

The evaluation team carried out base-line, interim and terminal surveys to measure the impact of functional literacy on co-operative development, using the settlement of Abella as their sample. It was found that the acquisition of functional literacy had contributed enormously to co-operative development in the area. For example, membership of the co-operative society had increased considerably and in two years, the number of those who could read and write had risen from 7% to 59%. Share capital increased by four-fold and attendance at co-operative meetings improved. Also, a large proportion of farmers had adopted the recommended farming practices.

III.3.12 Mr Tyagi concluded by stressing that the key concept in the promotion of co-operative functional literacy is *integration*. Literacy training, agricultural training (or industrial training) and co-operative training should form the three dimensions of a co-operative functional literacy programme. The principle of integration extended equally to the organisation of the project and all agencies involved in planning and implementation, both governmental and non-governmental, co-ordinated their activities.

The speaker then pointed to some of the important lessons which could be drawn from the WOALP's activities in

Ethiopia. For example, integrated rural development programmes create favourable conditions for the establishment of co-operatives which in turn accelerate the progress of integrated development. Functional literacy facilitates the establishment, management and efficient operation of co-operative institutions.

More specifically when a programme is launched it is important that the co-operative is able to provide all the services described above, with regard to materials equipment etc. However, a functional literacy programme develops its own momentum and soon co-operative members are accepting more of the responsibilities connected with its' organisation.

It is essential that special teaching and training aids must be developed at low cost for the specific audience catered to by a project and that the functional literacy instructors, who play a key role, are trained intensively.

III.3.13 In the discussion which followed several specific points were touched upon including the ways in which traditional forms of numeracy could be adapted to form part of functional literacy programmes. Mr Tyagi was also able to amplify his earlier remarks on the techniques which the WOALP project developed, stressing that even a simple sentence learned in a functional literacy class was designed to 'sell' a concept related to co-operative and/or agricultural development. Considerable interest was also shown in the financing of the Ethiopian project, a joint UNESCO/UNDP/Ethiopian Government operation, particularly as the participants in the programme had made personal contributions towards the cost.

## III.4 Functional Literacy in West Africa

III.4.1 Turning their attention to West Africa the participants heard next from Professor E. A. Tugbiyele who discussed the progress of Functional Literacy in the region. Whilst there was a growing awareness that literacy is an essential pre-requisite for

economic and social development not a great deal has been done to integrate functional literacy into national education systems. Functional literacy included development in all its ramifications and in co-operatives farmers needed to know how to read, sign

their names, use weights and measures and keep simple accounts. Therefore, each country should have clearly stated educational objectives, including the promotion of functional literacy.

III.4.2 Concepts of development prevailing in the region should be broadened to include encouraging the right attitudes and values through education, education designed in both content and organisation to suit the needs of particular groups of people. Some successful pilot projects to promote functional literacy had been implemented in the region but little has been done on a larger scale. Again, there is little co-ordination between the various agencies involved in this work.

III.4.3 Surveying the resources which had been made available to functional literacy programmes, Professor Tugbiyele enumerated a range of non-governmental organisations, UN organisations, the World Bank and others. In this context, functional literacy is attractive economically because the cost of making an adult functionally literate is between 35% and 50% of making a child literate.

III.4.4 Teachers in the region are mainly drawn from primary school teachers but there is a need for adequate training to be provided. The Universities in the region also have a contribution to make in the field of adult education and several have begun courses recently, and, as a further step the speaker recommended that National Institutes of Adult Education should be established which would become involved in all aspects of adult functional education, including data collection, evaluation, the organisation of training activities and research.

III.4.5 The role of teaching materials is of course important. As well as formal texts, which should be widely available in community libraries, newspapers have an important part to play. Village newspaper centres might be established with the help of co-operatives. Radio and television should also be developed as a powerful means of communication.

III.4.6 Properly planned, funded and administered functional literacy can be a decisive tool in promoting co-operatives in West Africa. To do this functional literacy programmes should be planned at all levels, from the top downwards. Naturally, the co-operative movement at national, regional and local levels within a country will also be involved and other functional co-operative sectors should be involved.

III.4.7 It should be emphasised that the promotion of functional literacy through co-operatives is intimately connected with the development of other co-operative activities and especially co-operative education. Co-operative Colleges have an important role to play by integrating courses on functional literacy methods and techniques in their curricula.

III.4.8 Professor Tugbiyele also had some suggestions as to how these programmes might be financed. For example, governments might offer tax incentives to organisations which undertake functional literacy training for their members or employees. Again, organisations might be required by law to spend a minimum percentage of their profits or surpluses on education and training.

III.4.9 In the discussion which followed participants agreed that if co-operatives were to become involved in functional literacy programmes they should receive support from their respective governments and that such programmes should be integrated into wider development programmes. With regard to finance it was mentioned that in Cameroon the law required all co-operative societies to set aside at least 5% of their income for co-operative education. In this connection there was considerable discussion of the problems involved in encouraging voluntary contributions from the members of co-operative societies, particularly in the rural areas. One suggestion was that participants in programmes might give contributions in kind, and in particular the teachers might give their services free of charge.

One participant, referring to Professor Tugbiyele's discussion of the role

of the mass media, cited the example of the impressive use of radio and television in Japan, which enabled leaders of large co-

operative societies to have their own programme broadcast to keep effective communication with their members.

### III.5 The National Planning of Functional Literacy Programmes

III.5.1 In this session Mr J. Amenlemah tackled the organisational problems of organising a national functional literacy programme. Because of the complexity of the problems encountered by people living in rural areas and the necessity of having an integrated approach to tackle these problems no one agency has the competence to tackle a functional literacy programme alone.

III.5.2 All government ministries and non-governmental organisations involved should come together in a National Functional Literacy Planning Committee. Organisations involved would include the Ministry responsible for Adult Education, the Co-operative department, the Ministry of Agriculture and the National Co-operative Union or Apex body. Sub-Committees dealing with Finance, Publicity, and Publications should also be established. Regional and District Functional Literacy Committees should also be formed to implement the decisions of the National Committee and Village Committees should also be created, having the responsibility of organising classes, providing accommodation etc.

III.5.3 It is important that an accurate base-line study should be carried out of the target population. This study would be used by a multi-disciplinary group created to plan the programme. The tasks of the group could include:

- (a) Assessing the intellectual profile of the adult illiterate
- (b) Ascertaining the objectives of the programme
- (c) Ascertaining the training of the target population
- (d) Ascertaining the availability of literates and the qualifications of potential literacy instructors
- (e) Selecting the key words for literacy instruction

(f) Producing appropriate pictures and producing other training materials.

III.5.4 The speaker went on to discuss the criteria for the selection of literacy teachers; they should be drawn from the social milieu in which they would be required to work and speak the same language as the learners etc.

The speaker also dealt with the selection and training of Extension Workers at the village level and at the regional level. In addition District Functional Literacy Officers are required to ensure that all the participating agencies are co-ordinated at the district level.

III.5.5 The illiterate learners are the most important group in a functional literacy project and it is important that they are motivated to participate in programmes. Programmes should be launched with maximum publicity and with the help of the mass media but it is also essential to approach each potential participant personally.

III.5.6 In the ensuing discussion it was emphasised by several participants that the co-operative movement should be represented in national planning committees. It was also stressed that whilst it was important for all agencies to co-ordinate their efforts the final responsibility for implementation should be clearly defined in order to avoid any confusion. Another participant felt that universities could also play a useful role in the implementation of projects.

The importance of taking account of local economic, social and cultural factors was also emphasised. For example, in some areas it would not be possible for women to join men in the same classes and special provision would have to be made for them.

### III.6 The Planning and Implementation of Functional Literacy Projects

III.6.1 In his paper Dr Okedara was concerned to focus the attention of participants on planning at the local level so that participants could, in the discussions which were to follow, proceed to plan a concrete follow-up of the seminar.

He began by discussing the problems to be found in Nigeria where illiterate adults, including co-operators, constitute over two thirds of the population. In response to the recommendations adopted at the Teheran Conference of Ministers of Education one small project had been implemented near Ibadan amongst a group of tobacco farmers. This experiment, which ended in March 1969, succeeded in improving not only basic literacy but also farming skills. Furthermore, many participants successfully learnt literacy in English in a follow-up programme.

Since that time various workshops have been held and several Nigerian States have launched functional literacy programmes.

III.6.2 The most fruitful methodology in launching a functional literacy programme is to begin with a Micro Experimental project before attempting a more comprehensive Macro project. This procedure can help to identify suitable approaches, methods and techniques with regard to pedagogic training, use of mass media and the organisation of structure and curriculum development. The experimental project should begin with a narrow base linked to a high priority crop or industry or a homogeneous geographical area. In addition the target population would *want* to be literate.

III.6.3 Before pilot projects are expanded into large scale programmes the following conditions should be met:

- (1) formulation of clear policies within the overall educational framework and in terms of development needs and priorities;
- (2) mobilisation of resources from both public and private sources;
- (3) effective planning of resource mobilisation, the recruitment and training of

personnel and the setting up of co-ordinating machinery;

(4) provision of an effective adult education environment, such as radio, newspapers and libraries;

(5) creation of inter-ministerial co-ordination, which should include non-governmental organisations such as co-operatives; and

(6) creating machinery for objectively evaluating the progress of each project.

III.6.4 When small experimental projects are expanded into large scale programmes the following strategies of expansion should be used as guidelines:

(1) carefully planned stages of expansion should be identified;

(2) programmes of expansion should be set up in priority areas, based on either economic sector or a combination of both, in the same way as the pilot project;

(3) means should be devised to maintain the quality of large scale projects, for example, giving in-service training to instructors; and

(4) finally, arrangements should be made to provide the retention of literacy skills, for example, by making available facilities for continuing adult education.

III.6.5 The Tanzanian Work-Oriented Adult Literacy Pilot Project demonstrated these principles and the speaker described this project through the preparatory and operational phases to the expansion phase. It was hoped that by June 1976 this programme will have assisted the Tanzanian government with regard to the curricula, programmes and materials to be used in a nationwide programme.

Dr Okedara concluded by outlining the basic elements in a national literacy plan.

Owing to pressure of time, discussion of Dr Okedara's paper was limited but several participants were interested in the contribution which co-operative organisations could make to implementing programmes at the local level and where outside assistance would be necessary.



Another speaker stressed the urgency of tackling the problem for although the percentage of illiterates is declining the total numbers are increasing, due to population growth.

### III.7 Mass Media Approaches to Co-operative Development

III.7.1 Mr S. Mshiu emphasised that although mass-media (ie radio, television, motion pictures, filmstrips, slides, posters, newsletters etc) played an effective role in educational programmes, they should be taken as supplement rather than a substitute to face-to-face teaching.

The physical presence of a teacher, his personality and humanity which characterised face-to-face teaching were elements which could never be effectively replaced by any other media- be it electronic or the printed word.

However, in the developing countries, face-to-face teaching was often inhibited by inadequate training facilities, financial and manpower resources. For this reason mass media played an immense role in literacy programmes, not least because of their capacity to reach a wide and often

scattered population and the fact that most of them called for relatively low financial and manpower resources.

III.7.2 The speaker then reviewed different types of media and their application to co-operative functional literacy programmes, citing the type of media that could be used in pre-literacy programmes and which did not pre-suppose literacy (ie radio programmes, TV, films, filmstrips, slides and pictorial posters), and those which could be used in post-literacy programmes as backing or follow-up materials (ie literacy follow-up primers, educational newsletters, posters, specially prepared correspondence courses, booklets and pamphlets). He then discussed in more detail each of the media listed above, giving special emphasis to the use of radio through organised radio listening groups.

### III.8 Country Papers

III.8.1 Two sessions were held in which participants presented country papers to enable the seminar to consider the relevance of functional literacy to co-operative activities in the region. Papers presented dealt with Gambia, Ghana, Liberia, Nigeria and Sierra Leone. Also the observer from Cameroon outlined some aspects of co-operative activities in that country.

III.8.2 The majority of the papers concentrated on the growth of the co-operative movement in the respective countries and described the diversity of sectors where co-operatives were playing a useful role. They also outlined the important part which governments played, both in framing the legal structure within which co-operatives operated and the promotional effects which they made. The more analytical papers identified some of the

problems facing co-operatives, such as, inadequate financing, the need to mobilise rural savings, a lack of understanding by farmers of modern methods of cultivation suited to their own circumstances, the necessity for more trained managers to run societies and of more informed committee members and general membership. Underlying the analysis of these problems there was an agreement that there is a need for more comprehensive and relevant educational programmes, related to the needs of co-operators. Although almost every co-operative movement and government department was undertaking some educational work it was recognised that this work had to be intensified.

III.8.3 It was acknowledged that an important factor hampering educational work was the lack of literacy and in the

discussions several participants pointed out the handicaps suffered by illiterate co-operators. These included malpractices in the financial transactions of societies, both internally and in their dealings with other organisations, the inability of members to play a full part in the democratic operation

of their societies and their ability to improve their efficiency through introducing new techniques etc. It was stressed that functional literacy programmes should be envisaged as integral components of co-operative education and not promoted in isolation.

### III.9 The Role of International and Other Organisations in Supporting Adult Education and Co-operatives

III.9.1 As several of the organisations represented at the seminar by observers were active in supporting education, including functional literacy and co-operative education, they were invited to form a panel to briefly relate the activities of their various organisations to the theme of the seminar and to answer questions from participants. The panel consisted of Mr. M.S. Asthana (FAO), Mr. B.K. Sinha (ILO), Mr. Razanajohary (UNESCO), Mr. A.G. Kukolevski (UNICEF) and Mr. D.R. Brewin (World Bank).

III.9.2 The FAO had been working in the co-operative field in rural areas for many years, providing technical advice through the provision of experts, the organisation of seminars, the provision of fellowships etc. These activities necessarily involved functional education on a wide scale and as an example the speaker described a rural employment promotion scheme in Nigeria where he had been the project leader. The project was intended to improve the production of both farmers and rural artisans and training programmes had been designed to cater to the specific needs of both these groups.

III.9.3 The representative of the World Bank pointed to the high number of illiterates in Africa where total numbers of illiterates, as a result of expanding populations, has increased. Relatively rich countries like Nigeria could afford to introduce universal free primary education but other countries could barely afford primary education for 10% of the primary age group. Therefore costs are most important and the World Bank had been influenced in some

recent policy decisions by the lower cost of functional literacy programmes as compared to more traditional forms of education.

III.9.4 Since 1963 the Bank has lent \$2,000 million for 100 different educational projects and in evaluating proposals it asks potential borrowers certain basic questions. Who should be educated; how; for what purpose; at whose expense; at what expense? Answers of course vary from country to country but there are certain basic similarities in the responses received which assist in the analysis of problems and the solutions proposed. The Bank believes that mass education will become an economic and social necessity, designed to enable the masses to participate in the development process.

III.9.5 With regard to functional literacy the Bank has taken its first steps in this direction by funding the functional literacy component of a rural development project. Factors which led the Bank to support this project included the interest and motivation at grassroots level, the linkage between functional literacy and agricultural production and other educational structures; the substantial element of self-help; particularly the use of voluntary unpaid teachers, the construction of a simple teaching centre for only \$100 and keeping running costs down to \$11 per student year.

III.9.6 Another critical area in which it is hoped that the Bank might be of assistance is in the development of effective organisational managerial capacity, especially for rural development, including co-operative organisations where appro-

priate, and using existing institutions wherever possible.

III.9.7 The representative of UNESCO emphasised the relevance to the subject of the seminar of the work carried out by his organisation in the field of out-of school education, by study, research, and the experience learned from operational projects. He pointed out that the Assistant Director General for Education of UNESCO had described one of the main themes of UNESCO's programme as "...democratisation, regeneration and life-long education". Democratisation is the endeavour to implement the right to education, a universal right, whilst regeneration is to be based on three types of action:

- (1) Renewal of the training of educational personnel.
- (2) Research on education with a view to changing structures.
- (3) Content and rational use of new methods and techniques.

The aim of the programme to further life-long education is to integrate formal and non-formal education and to abolish the divisions between schools for the young and part-time education for adults.

III.9.8 Within this framework there has been an attempt to define the "basic cycle of education" which would assist each man and woman to take charge of his or her own life. It would enable individuals to:

- (a) develop his potentialities to the full
- (b) actively participate in society through continued study or introduction to the world of work and to the world of culture
- (c) be a productive, effective and happy citizen
- (d) continue his long-life education
- (e) develop a creative personality and critical mind so that he might, with understanding in co-operation with others, contribute to the further development of a good human society for himself, his family and all other people in the world
- (f) achieve physical well-being and health.

III.9.9 This is of course relevant to the aims of co-operative education as are more

specifically, the experiences gathered during the implementation of the World Experimental Functional Literacy Programme. This would involve providing functional education including functional literacy to co-operative members and as functional literacy is a flexible concept it can adapt to co-operative educational activities while at the same time giving these activities a new impetus.

III.9.10 The ILO representative spoke of the extensive work carried out by his organisation to assist in co-operative development and said that the ILO has been engaged in this work for many years. The official policy of the ILO suggests that "the use of special programmes of practical training should be one of the means of contributing to the education and basic and further training of the members of co-operatives; these programmes should take into account local cultural conditions, and the need to disseminate literacy and elementary arithmetic".

III.9.11 He pointed to the pertinent example of an ILO project in Niger where a methodology for the development of functional literacy programmes for rural co-operatives was progressively developed. He concluded that co-operative education and functional literacy were complementary and, in referring to the common instances of co-operatives which gave a low priority to expenditure on education and training he said "it costs to train, but it costs more not to train".

III.9.12 The representative of UNICEF briefly indicated the role which UNICEF plays in providing assistance to children and to the family. Their programmes concentrate on health, community development and education with considerable emphasis on nutrition. In collaboration with UNESCO curricula had been developed for primary schools and teacher training had also been assisted. UNICEF was now moving towards measures to support informal methods of education and these new programmes were of particular interest to co-operative organisations.

III.9.13 All the speakers in this session stressed the fact that they are inter-governmental organisations and all requests for assistance have to be channelled through governments. This led to questions which made the point that very often co-operatives were weak and did not have sufficient influence with appropriate government departments to enable them to attract assistance which would serve to strengthen them.

How were co-operatives to overcome this vicious circle?

It was agreed that this was a difficult problem which had to be largely solved at the national level. However, it was suggested that leaders of co-operative movements should try and develop a relationship with the office of the Resident Representative of the United Nations Development Programme, so that he would be aware of the contribution which co-operatives could make to national development plans. Similar contacts should be established with the field officers of the various UN Specialised Agencies.

### III.10 Group Discussions and Plenary Sessions

III.10.1 Two sessions were devoted to group discussions and these were followed by plenary sessions where the conclusions and proposals of the groups were debated. In the first session the participants were mixed in four general groups and, as a basis for discussion, addressed themselves to four pertinent questions posed at the end of the paper prepared by Mr. Tyagi and a fifth question which emerged from the discussions. The second session was devoted to group discussions which grouped national delegations together and they were asked to plan the follow-up to the seminar with specific reference to their own countries.

III.10.2 The first question was: 'What should be done to disseminate the idea that a vital link exists between the success of a co-operative and the functional literacy of its members?'

It was generally felt that whilst a link between functional literacy and co-operative development was proven it was considered that this was not generally recognised by both co-operative movements and governments. Therefore the advantages of functional literacy should be widely canvassed in both co-operative governmental circles, by informing national leaders, committee members, relevant government ministries and all those other agencies which could and should be involved. To do this, the assistance of the mass media should be enlisted and audio-visual aids should be used

at general meetings. It was also suggested that National seminars or meetings should be organised to follow-up the present seminar and it was important that the concept that functional literacy aids co-operative development should be demonstrated by implementing pilot projects.

III.10.3 The second question was: 'Who should take the responsibility of organising programmes of Co-operative functional literacy at the national, regional and local levels?'

There was a general discussion as to whether the initiative would stem from national, regional or local level. It was agreed that the two principal catalysts are either the Co-operative Movement or the co-operative department: preferably, a combination of both. At the national level, a broad policy proclamation emphasising the role of functional literacy within co-operative education programmes and with adequate and organisational support from special subject matter ministries, would be important. Co-ordination should be sought with universities and with adult education bodies and national level co-operative leadership must play a crucial role in this respect.

At the regional level, co-operative federations and secondary bodies have an important role to perform. Finally, at the primary level the general budget of co-operative societies should include an allocation for co-operative education pro-

grammes with a functional literacy component. Members of societies must be clearly informed of the advantages of functional literacy projects. It was generally agreed that if functional literacy increases the efficiency of co-operative societies, co-operative societies must also play an important role in its promotion.

III.10.4 The third question was: 'How should the resources, men, materials and money be mobilised for organising programmes of co-operative functional literacy?'

The seminar felt that a broad dichotomy could be established between internal and external sources. Considerable emphasis was placed on drawing up well worked out plans to present to funding organisations since the latter do not respond to vague ideas. Those audiences who stand to benefit from functional literacy programmes obviously must contribute; these are co-operative societies and government departments. Clearly International agencies like the ICA, UNESCO, FAO, ILO etc. have a role to play. It was suggested that an international team should assist in drawing up a functional literacy programme; the production of materials should be centralized; adequate provision for functional literacy expenses should be included in the budget of co-operative departments. Liberal contributions should be sought from co-operative societies, national and international agencies, voluntary bodies. Above all, co-operative colleges must intensify their efforts in producing better training in functional literacy.

III.10.5 Question 4 was: 'How can international co-operation be sought to utilise the experience already gained in the field of co-operative functional literacy?'

The role of the ICA and of the UN agencies were repeatedly emphasised in helping to formulate and establish pilot projects. It was strongly suggested that a regional advisor on educational aids in West Africa should be provided under the auspices of the ICA and regular regional conferences, scholarships and fellowships be supported. The World Bank representative indicated

that his organisation would be willing to consider specific suggestions if it felt that there was a widespread demand for such activities in the region.

III.10.6 Question 5 was: 'How can co-operatives from their own resources, contribute to the financing of functional literacy projects?'

A number of points made earlier were re-emphasised with regard to this question and in addition several specific suggestions were made. These included the appeals for voluntary contributions, setting aside part of the surpluses of societies for educational activities, the important contribution which can be made through voluntary services, particularly with regard to teachers and support from special sectors, such as agricultural produce marketing unions which stand to gain from programmes of functional literacy. It was also suggested that some of these proposals should be incorporated in the bye-laws of co-operative societies.

III.10.7 As noted above, in the second session devoted to group discussions 'national' discussion groups were requested to suggest a practical follow-up to the seminar at the national level. It was not expected that in the short time available the participants would be able to draw up precise projects--obviously this would not have been possible. However, it was hoped that participants would benefit from the preceding discussions to enable them to give some initial thoughts as to how functional literacy might be used to assist co-operative development in their respective countries and how this might be organised.

It was these proposals which were brought by each of the five discussion groups to the plenary session--a session which was designed to criticise and comment upon the written papers prepared by each group. Naturally the papers varied a great deal, reflecting the varying conditions which are to be found in each country of the region which was represented at the seminar. For example, the smaller countries, such as Liberia and the Gambia were able to identify fairly precise areas where follow-up activities

might take place whereas the Nigerian participants presented papers pitched at a higher level of generalisation as the majority of the twelve states were represented at the seminar.

**III.10.8 Gambia:** The objective of the Gambian proposals was to make co-operative members more functionally literate so as to be able to participate more effectively in the day to day affairs of their respective societies and in the social and economic development of the country. The paper suggests a project based on the Tankular Co-operative Produce Marketing Society in the Kiang West District and proposes that it should be organised by the Co-operative Union together with the department of the Registrar of Co-operative Societies.

**III.10.9 Liberia:** The Liberian proposal was again relatively specific, consisting of a pilot project in Bong County aimed at assisting the members of a farming co-operative to become functionally literate to enable them to understand the operations of their own society and to use better farming methods. The proposal took into account that an agricultural development project is to be undertaken in the area, that the World Bank is planning to assist a co-operative development scheme and that the newly formed co-operative society is based on a limited number of crops.

**III.10.10 Ghana:** The proposal suggested by the Ghanaian participants approached the problem through the general development of co-operative education in Ghana into which functional literacy should be integrated. They discussed the respective roles which the Ghana Co-operatives Council and the Government might play, particularly with regard to the development of the Co-operative College, which is located at Kumasi. This would act as a nucleus for co-operative education programmes.

It was suggested that pilot schemes should be set up in the North and in the South with funding from the government, the Ghana Co-operatives Council and with international donor agencies providing technical assistance. The paper also pointed

to the need for exchange of personnel in West Africa to enable educational staff to be aware of activities being carried out in other movements.

**III.10.11 Sierra Leone:** These proposals outlined the problems experienced in Sierra Leone because of widespread illiteracy, particularly with regard to the co-operative movement. In suggesting a pilot project the paper identified Marketing and Thrift and Credit as the two sectors where functional literacy programmes would be most effective and in particular it pointed to benefits which would accrue to illiterate farmers in the Kenema region of the country. In this area there are many marketing co-operatives dealing with two main export crops, cocoa and coffee, the newly established co-operative bank is expanding its activities in the region, farmers in the area are interested in new techniques, there is already a co-operative training institute in the area and there is a possibility of obtaining support from other institutions in the region.

**III.10.12 Nigeria:** As noted above, the Nigerian contributions were necessarily more general. They stated that "... the bulk of the members at the primary level are illiterate". It was accepted that there is a direct connection between literacy and development and that functional literacy is an important pre-requisite for co-operative members to fully participate in the day-to-day operations of their societies. A lack of adult education in Nigeria is a major problem and it was suggested that a functional literacy programme should be undertaken in a planned and systematic manner as an integral part of co-operative development carried out by the Co-operative movement and the government acting in partnership. It was recommended that planning should start at the national level and should be undertaken jointly by the Federal Government and the Co-operative Federation of Nigeria. The specific kinds of assistance which the government might provide include the expertise and equipment required to implement a programme at the national level, for example facilities for the production of materials.

It was recommended that the State Co-operative Unions should be the executing agencies for the proposed programme and should receive assistance in terms of staffing and equipment from both governmental and international sources. The programmes should begin as small scale pilot projects based upon cash crops. Turning to the local level it was proposed that buildings, land and other physical facilities might be made available by co-operative societies.

(Several sectors of co-operative activity which might provide a basis for functional literacy projects were cocoa and rubber in the West, groundnuts in the North, palm kernel in the East and fisheries in the coastal areas).

The important role which the co-operative college at Ibadan might be able to play was also mentioned as it could integrate teaching on functional literacy techniques in its curricula.

III.10.13 During the plenary session participants commented on the various suggestions to follow up the seminar, making the following points:

It is of extreme importance that functional literacy programmes should be approached in an integrated manner to enable productive collaboration to be established as co-operatives were not competent to plan and implement functional literacy programmes which would benefit their members without working with other organisations which had expertise and responsibilities in this field.

It was recognised that conditions vary from country to country but it was stressed that the co-operative movement should be fully involved in the initiation, planning and implementation of projects while at the same time seeking the assistance of the government and other organisations.

It was also felt that some of the

groups had perhaps gone into too much detail on the requirements of the various projects which they were suggesting and that precise details of the project location and equipment required would only be known after careful study. However, it was agreed that the outline proposals did provide a useful basis for further investigation.

An interesting discussion arose on the problem of the languages to be chosen for literacy teaching. Should local languages be used or languages which are widespread in a particular country or region? This was a particular problem in countries which possessed a large diversity of languages. It was felt that local languages should be used wherever possible and that special teaching materials should be developed. This might cost more but would ultimately be more effective. In commenting on the proposals for Nigeria, suggesting pilot projects in several states, participants felt that these projects should have similar factors to enable them to be compared on a national basis.

III.10.14 Winding up this session, Mr. S.S. Tyagi noted that participants had been able to successfully relate existing problems in their respective co-operative movements to the theme of the seminar and had been able to outline concrete plans in which functional literacy might be used in a specific context to promote co-operative development.

He referred participants back to the definition of functional literacy, about which he had spoken at the beginning of the seminar, saying that it was important to keep it analytically separate from other aspects of adult education. Furthermore, it should only be used to satisfy a felt need within co-operatives. Therefore, pilot projects should be carefully selected. He laid heavy emphasis on the joint approach in planning and implementing programmes.

### III.11 Conclusions

III.11.1 It can be seen that many topics were raised which had an important bearing on the theme of the seminar.

*Firstly*, all participants were agreed that there was a need for co-operative members in primary co-operative societies to

become functionally literate as illiteracy was a considerable obstacle to co-operative development.

*Secondly*, co-operatives provided some of the necessary preconditions for the implementation of functional literacy programmes. They provide the motivation, a system of communication, a network of physical facilities, access to trained staff who could potentially be used in implementing programmes, links with other interested organisations at all levels, an existing involvement in educational work and an acceptance of the intrinsic value of education and training as a means to achieving progress. Co-operatives have also been given a high priority in many national development plans.

*Thirdly*, in accepting that co-operatives could benefit from the introduction of functional literacy programmes into their activities participants were agreed that these programmes could only be undertaken after full consultation had taken place with governments and other potentially interested bodies. It was accepted that in the planning and implementation of projects a close liaison between all organisations was necessary at the local, regional and national levels. As a first step, it was suggested that the report of this seminar should be circulated widely and its recommendations

canvassed with the governments in the region.

*Fourthly*, there was agreement that the initiative should come from the national level but that projects should only be initiated with the willing co-operation and support of local people. The first stage should be in identifying a pilot project where the methodology to be used in a particular country could be thoroughly tested before being used in a wider programme.

III.11.2 The participants also specifically requested the ICA to consider establishing a Regional Office in West Africa as soon as possible as this would make a considerable contribution to co-operative development in the region.

III.11.3 The seminar had provided a sound basis for making positive progress in West Africa in assisting co-operative development by the introduction of a functional literacy component into co-operative education. The International Co-operative Alliance, together with co-operative organisations in the region and other organisations will be investigating these proposals with a view to translating the discussions and proposals arising out of the seminar into action to help illiterate co-operative members in West Africa.



## IV.A Papers given by Resource Persons

### IV.A.1 Keynote Speech: Dr S. K. Saxena, Director, ICA

IV.A.1.1 May I first of all extend to you all the most cordial welcome on behalf of the International Co-operative Alliance to this Seminar on Functional Literacy and Co-operatives. Our relations with the Nigerian Co-operative Movement and with many organisations represented here are fairly old and well established. Nevertheless, it would be fair to say that this is perhaps the first time that the ICA, in collaboration with the Co-operative Union of Western Nigeria, has been able to mount a truly regional event for English speaking countries of West Africa. To this first regional event, I bid you welcome and I hope that your participation in the Seminar will not only intensify relations between co-operative organisations represented here - a factor which is of considerable importance to the development of international co-operation, but also help to cement further the close ties which bind your movements to the International Co-operative Alliance.

IV.A.1.2 Over three hundred million individual co-operators from over sixty countries are represented through 114 organisations in the Alliance and our activities now embrace many different sectors, insurance, housing, agriculture, consumer, workers' productive, and so on. A number of specialized groups, called auxiliary committees, have been created according to the sectors I have just mentioned. There is also a special Women's Committee. These committees, in which our expertise mainly resides, have developed important and useful programmes and all our member organisations can take advantage of the stimulating discussions which take place within the specialized bodies. These auxiliary committees report to the Central Committee, a fully representative body consisting of almost 280 members, which meets once a year and one of whose responsibilities is to elect an Executive Committee which is the body which supervises the work of the Secretariat. The Congress of the ICA, a four yearly event, marks the climax of our work and could be likened to the general meeting of a co-operative society; the next one will take place in Paris in 1976 and will review the long term work programme of the ICA in addition to discussing one or two principal themes and motions which may be submitted by member organisations.

IV.A.1.3 Allow me now to turn briefly to the developing countries, an area of our work to which we attach great importance. The need for balanced global development is obvious and has been repeatedly emphasized in international fora. Historically, our own work in this field could be divided into three phases. The first phase, which could be called the pre-1960 phase, was characterised by considerable discussion within the Alliance on co-operative movements in developing countries and was caused by the increasing membership of movements from those countries. Consideration was given to the ways by which the Alliance could help in the promotion of co-operatives in countries of Africa, Asia and Latin America. These discussions were serious and although they did not lead to a great deal of practical action apart from the ad hoc programmes which the Alliance had intermittently supported throughout its existence, they did create a good basis for our future action.

IV.A.1.4 In 1960 the situation changed dramatically. At the Congress in Lausanne in 1960, a long term programme of technical assistance was adopted by the Congress. The main features of this programme can be briefly enumerated as follows:--

- (a) The continuation and completion of the exploration of the developing regions by experts in order to provide the Alliance with first-hand accurate information on the existing movements, the extent of their development and problems and the type of ICA assistance needed;
- (b) Intensify research on, for example, on co-operative marketing, processing and supply, consumer co-operatives, the multi-purpose society, development of certain co-operative forms, economic trends and their possible significance for the Co-operative Movement;
- (c) The promotion of education at all levels, the establishment of educational institutes or centres where they are needed for the training of leaders, for the training of teachers to teach co-operation at village level, also, in suitable instances, to provide higher education, the organisation of regional seminars and conferences on specific aspects or forms of co-operation or for particular cadres of co-operative officials;
- (d) Collaboration with the United Nations and

other agencies in various relevant fields;

(e) The promotion and expansion of trade between co-operative organisations in the developing countries and highly developed movements in the western countries, also the promotion of co-operative insurance societies and co-operative banks or credit institutions.

IV.A.1.5 As a result of this, and with the active financial support of the Swedish Co-operative Movement, the ICA Regional Office for South-East Asia was established in New Delhi in 1960. This office provides a variety of services to all our member organisations East of Suez. The major activities of the Regional Office relate to the provision of education and training facilities to co-operators at the national level, the promotion of inter-co-operative trade contacts, the identification, formulation and provision of assistance to co-operative projects and, finally, to intensifying relations with our own member organisations and the United Nations offices in that part of the world.

IV.A.1.6 The experience of the work of our Regional Office and the results of a recent assessment study lead us to believe that by and large, the work done by our South-East Asian office has been gratifying and of considerable use to co-operative organisations, mainly perhaps in making available to co-operative leaders opportunities for improving their skills through exchange of experiences with their counterparts in other movements.

IV.A.1.7 Encouraged by the experience of our work in South-East Asia, the ICA Central Committee agreed to set up a nucleus office in Moshi in East Africa in 1968. This is a much smaller office which works for Kenya, Tanzania, Uganda and Zambia. Here again, the major focus is on education through the organisation of technical meetings, development of research programmes and consultancy work in the field of agricultural credit and consumer co-operative problems. A recent encouraging development in our Moshi office is the provision of a number of experts or finance by our member organisations in advanced countries.

IV.A.1.8 Before I leave the subject of our two Regional Offices, I should emphasize that the broad programming of the two offices is carried out by Regional Councils, whose members are appointed by co-operative organisations; these councils identify the new directions in which our work is to develop. Considerable facilities are of course provided by our member organisations in the Region. Without these and without the considerable financial support of some of our member

organisations, especially in Sweden, it would have been impossible to carry the capital and running expenses of the two offices on the central budget of the Alliance.

IV.A.1.9 I have devoted some time to the presentation of our work in developing countries mainly to underline the overriding importance we attach to the promotion of education in co-operative movement. There are in my view three critical components in co-operative success. There is first of all that undefinable something that we call leadership, not, I hasten to add leadership in the charismatic sense of the word, but more in the sense of having people who have a broad and responsible view of the social and economic forces which impinge on the co-operative movement, a knowledge of the needs and a capacity to articulate effectively on behalf of the movement before the national authorities and the general public. At the same time—and this is the second requirement—a co-operative organisation is nothing if not a democratic organisation; its operations and management must reflect that ethos. This implies active member participation, not always easy to achieve in practice. In the ultimate analysis, an active membership must remain the only effective security against the concentration of power into the hands of the few away from the many. I know the problem is not easy and I also know the special aspects of the situation in developing countries which make it both necessary and difficult to achieve vigorous interaction between the leaders and the members. The third requirement for the success of a co-operative society is provision for training of professional people, the managers, the accountants, the salesmen and so on.

IV.A.1.10 One of the great obstacles, for launching successful education programmes in developing countries is the widespread illiteracy which inhibits communication and much besides. The Report of the ICA Commission on Co-operative Principles had this to say about education in the Co-operative Movement:

“For the purposes of Co-operation, however, education needs to be defined in a broad sense which includes academic education of more than one kind but much besides. It includes both what people learn and how they learn it. Every phase of experience, which adds to people’s knowledge, develops their faculties and skill, widens their outlook, trains them to work harmoniously and effectively with their fellows and inspires them to fulfil their responsibilities as men or women and citizens, can have educational significance for Co-operation. Less and less in the contemporary world can education be limited to

what is learnt in schools and colleges at special periods of people's lives. The Co-operative concept is of education as a life-long process."

IV.A.1.11 The recognition of the importance of what I have just quoted and the experience widely available which points to a positive co-relation between effective programmes of education and successful societies has been the principal motivation behind this Seminar. As part of adult education, the content of co-operative education must be cast within the practical operations of co-operative societies. In areas afflicted by widespread illiteracy, our approach must lie through programmes of functional literacy—in other words, literacy operations conceived as components of economic and social projects. It is only then that we would provide strong motivation to adults and

help to create a permanent impact on the attitudes of participants.

IV.A.1.12 Our effort in mounting this exercise, I might emphasize, is not to repeat another seminar, but rather to consider carefully the subject with a view to developing concrete projects which I hope will emerge from our discussions. I do not under-estimate the problems which are likely to be experienced in constructing such projects in the field. Co-operatives are instruments to action, action directed to change, to progress and to development. Their effectiveness will depend upon their capacity to channel new ideas, new attitudes and new aspirations based on the values of co-operative associations. I sincerely hope that it is in this spirit that you will approach the subject and will come up with positive results.

## IV.A.2 Principles, Methods, Materials and Organization of Co-operative Functional Literacy: S. S. Tyagi\*

### I PRINCIPLES OF FUNCTIONAL LITERACY

#### Background

IV.A.2.1.1 From 1961 when the General Assembly of the United Nations adopted resolutions 1710 instituting the Development Decade and resolution 1677 concerning co-operation for the eradication of illiteracy throughout the world, literacy became an explicit objective linked with development. The follow-up action on this resolution culminated in the World Congress of the Ministers of Education on the eradication of Illiteracy (Teheran, September, 1965). Since then interest in functional literacy has grown steadily. UNESCO has since launched an Experimental World Literacy Programme in twelve countries. The essential purpose of the experimental programme is to throw light upon and to define the nature, importance and variety of the links and relationships that exist between literacy and development, according to sector, type of economy, region, organizational system, and all other relevant factors, and to determine whether, and in what circumstances, literacy should precede, accompany or follow development.

IV.A.2.1.2 The Work-Oriented Adult Literacy (The two terms "Work-Oriented Literacy" and "Functional Literacy" imply same meaning in the description that follows) Project (WOALP), Ethiopia, is one of the Projects in the Experimental World Literacy Programme. It became operational on 21 October, 1968.

IV.A.2.1.3 Among the many recommendations

made by the Teheran Congress one that is the most relevant in the context of the co-operative literacy was the following:<sup>1</sup>

IV.A.2.1.4 "Adult Literacy, an essential element in overall development, must be closely linked to economic and social priorities and to present and future man-power needs. All efforts should, therefore, tend toward functional literacy. Rather than an end in itself, literacy should be regarded as a way of preparing man for a social, civic and economic role that goes far beyond the limits of rudimentary literacy training consisting merely in the teaching of reading and writing. The very process of learning to read and write should lead not only to elementary general knowledge but to training for work, increased productivity, a greater participation in civil life and a better understanding of the surrounding world, and should ultimately open the way to basic human culture."

IV.A.2.1.5 Commission I of this Congress strongly recommend that full use be made of the efforts of individuals and existing organized groups (local societies, *Co-operatives*, trade unions, etc.) to achieve the goal of functional literacy.

#### Meaning of Functional Literacy

IV.A.2.1.6 Functional literacy in its simplest

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<sup>1</sup> World Conference on Ministers of Education on the Eradication of Illiteracy. *Final Report*. Paris, UNESCO, 1965.

<p><b>TRADITIONAL LITERACY</b>  Isolated and distinct operation.  Diffuse  Non-intensive  Standardized  Objectives primarily social, cultural and political.  Is consumer service  Stops at minimal level</p> <p>Does not break through traditionalism</p>	<p><b>FUNCTIONAL LITERACY</b>  Integrates literacy and occupational training.  Selective  Intensive  Variable and flexible  Technical, economical and developmental</p> <p>Is an economic input or an investment.  Implies competence, independence and duration.  Develops new values and conceptual skills.</p>
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terms is literacy integrated with specialized training, usually of a technical nature. Directly related to development, its goal is to assist in achieving specific socio-economic objectives by making men and women receptive to change and innovation and by helping them to acquire new skills and new attitudes. While the teaching of reading and writing alone merely provides access to written communication, functional literacy aims at a more comprehensive training of the illiterate adult which is related to his role both as producer and as a citizen.

IV.A.2.1.7 Functional literacy is defined as comprehensive education and training for illiterate adults with a literacy component built in. Functional literacy does not see the illiterate as a separate individual in group situation in relation to a particular environment. This training may be vocational, industrial, agricultural or co-operative as the case demands.

IV.A.2.1.8 Functional literacy work should be taken to mean any literacy operation received as a component of economic and social development projects.<sup>2</sup>

IV.A.2.1.9 A functional literacy programme is made to measure, differentiated according to the environment and to specific economic and social objectives.

#### Functional Literacy And Traditional Literacy

IV.A.2.1.10 In order to have a clear idea of the meaning of functional literacy, it may be advisable to compare it with traditional literacy.

#### Principles of Functional Literacy

IV.A.2.1.11 From the foregoing, it can be seen that functional literacy is integrated, intensive, selective, flexible, differentiated and has socio-economic utility.

## II FUNCTIONAL LITERACY AND CO-OPERATIVE DEVELOPMENT

### 2 Significance of Education for Co-operative Development

IV.A.2.2.1 The essential feature of a functional literacy programme is to integrate literacy with economic and social development activities among groups of people whose motivation to become literate is the strongest and in whose case illiteracy forms a handicap in the process of development. Literacy in such a case should extend its scope beyond three R's to the acquiring of professional knowledge and skills.

IV.A.2.2.2 The co-operatives have always laid emphasis on the education of their members. In 1852 in the co-operative of the Rochdale Pioneers "a room was granted by the Board for the use of from 20 to 30 persons from the ages of 14 to 40 for mutual instruction on Sundays and Thursdays."<sup>3</sup> Co-operation itself is an economic movement which makes use of education and is even considered as a form of education in itself for the business of life. Concerted activities in both the educational and economic spheres have created the foundation and have assured the continued success of most well-established co-operative movements. In developing countries co-operatives have particular reason to link their activity closely with sustained educational effort as they are often faced with specially formidable problems arising from widespread illiteracy and low standards of living. Educational measures, including functional literacy, designed to promote understanding and active interest are likely to be an important factor in their successful establishment and development.

<sup>2</sup> Unesco: Functional Literacy—Why and How, Paris, 1970

<sup>3</sup> E. S. Bogardus, History of Co-operation, Chicago, 1955.

IV.A.2.2.3 A Co-operative is both a social and an economic activity. The members of a co-operative are a selective group of adults highly motivated to seek group solutions to their economic and social problems and who have a need to become literate. Hence it proffers the most favourable ground for integrating literacy, co-operative education, co-operative activation and social and economic development.

IV.A.2.2.4 A Co-operative is controlled by members who need some education to carry out this responsibility. If the educational work is not sufficient, if the level of education (literacy) is too low, then the co-operatives must try to exist without real membership control. In the long run this is neither stable nor acceptable in connection with the term co-operative. The Ceylonese economist P. J. Hermon sees a casual relationship between the low level of literacy among the rural population of Ceylon (Sri Lanka) and the failure of the co-operative movement.<sup>4</sup>

#### Co-operatives Meet the Basic Criteria

IV.A.2.2.5 The Unesco document EDA/00967/10-4-72 suggests certain basic criteria that should be kept in view of formulating and implementing a functional literacy project or activity.

- (i) Close co-operation between all agencies involved in development activities.
- (ii) Functional Literacy training to be conceived within the context of social and economic factors and priorities, keyed to development objectives; planned and executed as an integral part of a development programme or project; and financial provision should be made for it as part of the planning of such a development programme or project.
- (iii) Functional literacy should be carried out in the production environment.
- (iv) Functional literacy should be selective in terms of regions, economic sectors, key problems, key activities, population groups and even individuals and based upon the priorities of development plans.
- (v) Functional literacy should be intensive to provide training of sufficient depth in the shortest possible time to enable illiterates to acquire and retain vocational skills, knowledge and attitudes which they can use effectively.
- (vi) The approach and contents of functional literacy should be variable and flexible, programmes should be tailor-made to suit the requirements of each group and teaching materials should be carefully prepared to integrate literacy with technical content and specifically oriented to each programme.

(vii) Finally, conditions and services should be established so that the men and women who have newly become functionally literate have the opportunity to use their skills effectively and the benefits resulting from literacy are retained.

IV.A.2.2.6 Co-operative societies meet all these criteria. They are priority items of development plans, in most of the developing countries, exist in the production environment, cater to the key economic sectors, can immediately benefit from the functional literacy training of their members, can provide funds and other physical facilities for literacy training, and offer opportunities, for the participants of functional literacy classes to use their skills effectively and to retain the benefits resulting from such literacy. The principal purposes and objectives of co-operative societies as laid down in the co-operative laws of many countries are to promote better living, better business and better methods of production. These goals can be attained, to a large extent, through functional literacy training.

IV.A.2.2.7 The desired mutual beneficial roles of co-operative development and functional literacy can be summarised as follows:

#### The Role of Functional Literacy in Co-operative Development

- (i) A Functionally literate member is loyal to his co-operative.
- (ii) He understands why to buy shares in the co-operative.
- (iii) He knows why to put his savings in the co-operative.
- (iv) He understands the significance of his presence in the co-operative meetings.
- (v) He participates actively and effectively in its meetings.
- (vi) He is regular and punctual in attending meetings.
- (vii) He can follow the account of his sales, purchases, loans, interest and dividend and of the income and expenditure of the co-operative.
- (viii) He knows why to elect only good members on the Board of Management of his co-operative.
- (ix) He is not led away by false propaganda or temporary temptations offered by traders and money lenders.
- (x) He buys from his co-operative.
- (xi) He sells to his co-operative.
- (xii) He makes full use of other services rendered by his co-operative.

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<sup>4</sup> Quoted from the Working Paper, Literacy and Development, Unesco ED/52/1/2, Bangkok 1969, P. 17.

(xiii) He pays back the loan advanced to him by his co-operative promptly thus avoiding the problems of overdues and subsequently loss of funds and time in litigation.

(xiv) As a result of these and other factors there should be increase/expansion/improvement in the co-operative membership, share capital, savings deposits, credit, marketing and supply activities, over-all functions and services rendered by the co-operative, understanding between member and member, members and the committee, members and the employees, employees and the committee, the co-operative and the general public and the co-operative and the government workers, knowledge of co-operative theory and practice, general management of the co-operative and the literacy rate of the membership. This should all be reflected in the improvement of the quality of the members as individuals and as members of their community and their co-operative.

#### IV.A.2.2.8 The Role of Co-operatives in the Promotion of Functional Literacy

(i) Co-operatives offer an organized group for literacy work.

(ii) Co-operatives can provide funds, furniture, stationery, accommodation, teachers and other equipment to run the classes.

(iii) Members of the Board of Directors of a co-operative by virtue of their place in the co-operative and influence of the area are in a better position to persuade the illiterates, especially the co-operative members, to participate in the literacy classes.

(iv) By announcing some awards and concessions to those members who become literate a co-operative can provide incentive to its illiterate members for acquiring literacy.

(v) By taking up the duty to distribute farm inputs to the participants of the functional literacy classes, a co-operative re-inforces the integration of literacy, knowledge and economic productivity.

### III THE ETHIOPIAN EXPERIMENT

IV.A.2.3.1 The Plan of Operation of the WOALP, Ethiopia mentions the following as purpose and specific objectives of the project:

#### The General Objective of the Work-Oriented Adult Literacy Project

IV.A.2.3.1.1 "The main purpose of the project, the duration of which is five years, is to assist the Government of Ethiopia in organizing, implementing and evaluating a work-oriented adult literacy project closely linked with rural development as well as industrial vocational training and to train the national counter parts, supervisors and trainers

of literacy teachers in the new approach and techniques of functional literacy."<sup>5</sup>

#### Objectives of Co-operative Functional Literacy

IV.A.2.3.1.2 The specific objectives of the WOALD were adapted as the four general objectives for the planning and execution of the activities of the co-operative section of the WOALP and were further divided into two categories i.e. general, and operational.

##### IV.A.2.3.1.1 General Objectives

(a) To teach the illiterate present and potential members of the co-operative societies (existing and to be formed) basic reading, writing and arithmetic, emphasizing the current vocabularies of the literature on co-operatives.

(b) To plan and carry out experiments bearing on curricula, teaching methods and materials, forms of organization, supervision, administration and co-ordination for the literacy training of the members of the co-operative societies.

(c) To integrate literacy, co-operative education, co-operative promotion and economic activities such as supply of agricultural inputs to farmers, provision of raw materials to weavers, marketing of farmers' and weavers' products and supply of domestic requisites for the factory workers.

(d) To evaluate these various aspects and their effects on co-operative promotion, growth and efficiency so that it may serve as an example for all the co-operative societies in the country and for the Co-operative and other Departments or Agencies interested in the promotion of co-operative programmes.

##### IV.A.2.3.1.4 Operational Objectives

(a) To enrol all illiterate members of the co-operative societies into the functional literacy classes;

(b) to enrol as many participants of functional literacy classes as are qualified for co-operative membership as members of the co-operative societies;

(c) to establish new co-operative societies wherever necessary, and get them registered;

(d) to arrange for the distribution of inputs e.g. improved seeds fertilizers, improved implements, yarn for weavers, and domestic requisites through co-operatives;

(e) to prepare educational materials for primary and follow-up levels using co-operative vocabulary and concepts;

(f) to conduct functional literacy classes to teach:-

- (i) What is a Co-operative?

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<sup>5</sup> UNDP (SF). Work-Oriented Adult Literacy Project, Ehtiopia. Plan of Operation, June 1968.

- (ii) How is it formed?
- (iii) What is contained in its rules?
- (iv) How are its accounts kept?
- (v) How are its meetings held?
- (vi) What different types of co-operatives can people form in their area?
- (vii) How is a co-operative financed?
- (viii) How is a co-operative managed?
- (ix) What are the rights and duties of members?
- (x) Why is it essential for the members of a co-operative to become literate?

- (g) To teach the reading and writing of Amharic to members of the co-operative societies up to a level from which they will not relapse into illiteracy;
- (h) to teach simple arithmetic in order to enable the learners to solve problems related to their transactions with the co-operative; and
- (i) to integrate the co-operative promotion, education, and literacy training efforts, as far as possible, with the ongoing co-operative and other development activities in the sub-areas of the WOALP and in areas outside it.

#### IV.A.2.3.2 Hypotheses and approach

IV.A.2.3.2.1 The experiment is based on the hypothesis that co-operative literacy assists co-operative development and vice versa.

Connected with this general hypothesis are other sub-hypotheses:

- (i) Literate members are better than illiterate members of the co-operative.
- (ii) A co-operative with literate members is more efficient than a co-operative with illiterate membership.
- (iii) A Co-operative society, in its own interest, is more inclined to promote functional literacy.
- (iv) Books and other educational materials with co-operative words, sentences, illustrations and concepts are more likely to be of interest to members of the co-operative societies than other books. They are more likely to retain literacy on a permanent basis if taught with such books and materials.
- (v) Teaching methods that include reference to daily transactions of members with their co-operative society will prove more effective. This applies to the teaching of literacy and of numeracy.
- (vi) The curriculum of co-operative literacy training that takes into consideration the co-operative principles, practices, and local realities will be found more practicable than any other curriculum for making people literate in a co-operative area.
- (vii) A Co-operative is the best organization in

the rural areas to supervise, administer and co-ordinate literacy efforts.

(viii) A Co-operative is best suited to integrate educational, social and economic activities at the local level.

(ix) Literacy and co-operative promotion lead to progress in educational, social and economic fields, at the level of the individual as well as at the level of the community.

(x) Members of co-operative societies are more apt to avail themselves of literacy facilities than non-members.

IV.A.2.3.2.2 The experiment was designed to prove these hypotheses. It followed the following steps:

(i) A base-line survey to establish bench-marks of educational, social and economic indicators before the programme started.

(ii) Establishing literacy classes.

(iii) Training of literacy instructors.

(iv) Literacy training by using a co-operative primer and co-operative follow-up materials.

(v) Provision of equal access to farm inputs to all members of the co-operative, illiterate non-participants, participants of co-operative literacy classes, participants of the control literacy classes, and literate non-participants.

(vi) Use of a neighbouring non-co-operative area as a control by organizing literacy training there. This was used to compare results in co-operative and non-co-operative areas.

(vii) Mid-term and final evaluation to establish the truth or otherwise of the various hypotheses and variables.

#### IV.A.2.3.3 Curriculum and Course Outline

IV.A.2.3.3.1 A curriculum is defined as all the learning which is planned and guided by an educational organization. Curriculum development follows logical, systematic and controlled steps by which available facilities and resources are organized to satisfy clearly defined needs. The curriculum of co-operative literacy, therefore, was worked out after taking into consideration:

(a) The national goal to promote co-operatives in various fields to intensify vocational adult literacy programmes.

(b) Sub-areas of WOALP with their distinct characteristics—language, ethnic and agricultural practices.

(c) The proportion of total time available for co-operative teaching.

(d) The areas of co-operation covered in the literacy training.

(e) The number of courses to be taught in each such area.

- (f) Course sequence and course outline.
- (g) General, and operational objectives.
- (h) The competencies required in the learners.
- (i) The availability of budget, staff and physical facilities.

IV.A.2.3.3.2 It may be noted that some of these concepts are basic for the planning stage of the programme, some deal with the implementation of the plan, and others are relevant to the evaluation stage. The curriculum contents included the following:

- (i) Sociology and group dynamics.
- (ii) Co-operative theory and principles.
- (iii) The legal aspects of co-operation.
- (iv) The economics of co-operative production, marketing, supply credit, thrift and savings.
- (v) Actual business practices and transactions.
- (vi) Better living.
- (vii) Language—reading, writing, comprehension and conversation.
- (viii) Calculation—simple and applied to the working of co-operatives.
- (ix) Technical agriculture or weaving craft.

IV.A.2.3.3.3 The course outline has been developed on the basis of the foregoing basic contents. The lessons in the co-operative primer, the contents of the follow-up books, the concepts behind the audio-visual aids, the questions in tests and examination, and the evaluation documents all reflect the emphasis on these contents of the course of study.

IV.A.2.3.3.4 The teaching of the total course was done on the basis of three stage literacy, to be completed in about two years.

#### IV.A.2.3.4 Selection and Training of Instructors

IV.A.2.3.4.1 Instructors are given a 10 to 15 days training covering both pedagogical and also technical aspects. Selection of instructors is based on the results of a written test and personal interview. Factors considered in deciding the suitability or otherwise of a candidate for the job take into account his personality, age, education, voice and speech characteristics and attitude to teaching profession and toward adults.

IV.A.2.3.4.2 The training course is an integrated one in the sense that it combines both the pedagogical as well as the technical aspects. It is integrated also in that it incorporates teaching of principles as well as practices. It is also integrated in one more sense. That is, it is organized and conducted in co-operation and with the assistance of the various officials of the agriculture, co-operative and community development departments.

IV.A.2.3.4.3 Instructors for a particular group are drawn, in most of the cases, from that particular group.

#### IV.A.2.3.5 Class Organization and Other Facilities

IV.A.2.3.5.1 In some rural areas houses are not easily available for use as functional literacy classes. In the earlier stage of the programme, therefore, some houses were built and offered for this purpose at the expense of the WOALP. This, however, was found to be costly and a model that could not be recommended for expansion all over the country. Hence now it is a clear policy of the project to ask the beneficiaries of the programme i.e. the participants of the functional literacy classes to build class-rooms using local materials and their own labour. Use is also being made in some places of the facilities of the government Elementary, Junior and Secondary schools, Mission and private schools, community halls built by the people with the assistance of the Ministry of National Community Development and Social Affairs and even of some police stations and prison houses. Co-operatives also offer the use of their physical facilities for functional literacy classes.

IV.A.2.3.5.2 The facilities like lighting, blackboard and chalks, text-books and exercise books earlier provided free to the learners by the project are now charged to them. To avoid the expense on lighting most of the classes now operate in the day.

#### IV.A.2.3.6 Recipients of the Programme

IV.A.2.3.6.1 The recipients of the programme are generally adults of the age group 14 to 45. They are farmers in the agricultural sub-projects, weavers for the cottage industries activities, factory workers in the industrial belt and women in the Home Economics classes. Sometimes participants of younger age groups have to be admitted to classes since they do not have any alternative facility in that particular vicinity to become literate.

IV.A.2.3.6.2 Besides being illiterate, the majority of them are poor. As farmers they belong mostly to the class engaged in subsistence farming. For most of them Amharic is their second language. In short, the WOALP caters to the group which has the greatest need for literacy and economic and social development.

IV.A.2.3.6.3 From the point of view of co-operative literacy, there were some difficulties. Usually the participants of literacy classes and members of the co-operative even in the same area, were not the same people. Young participants and



tenant participants hardly qualify or are keen to opt for co-operative membership. The location of most of the functional literacy classes was not suitable for members of the co-operatives to join in. And according to the Ethiopian Co-operative Societies Legislation, men or women below 18 year in age cannot be accepted as full members of the co-operative societies.

#### IV.A.2.3.7 Teaching Materials and Methods

IV.A.2.3.7.1 Teaching materials have been prepared following the principle of integration. This integration has two main aspects. First, the contents of the educational materials correspond to the interests and the economic activities of the members of the co-operatives. Secondly, the theoretical teaching and the practical work are integrated in so far as the teaching in class is related to the practical dealings of members with their co-operative.

IV.A.2.3.7.2 The preparation of co-operative teaching materials also follows the comprehensive system which consists in preparing all the teaching materials—primer, reader, follow-up books, arithmetic manual, posters, teaching guides and audio-visual aids in graded order both from the point of view of the words used and the concepts explained.

IV.A.2.3.7.3 Another special feature of the educational materials produced for co-operative functional literacy is that their technical concepts are developed in a graded sequence. This is followed not only in any one particular book or other material but also in the series of books or other materials produced. The example below illustrates the point as to how the grading of technical information is spread over a series of books.

IV.A.2.3.7.4 Co-operative primer lesson 10 presents the concept 'Farmers form Co-operatives' in a three word sentence. Lesson 10 of the Co-operative Reader, the next higher book of the series, expands this same concept by using longer sentences and by giving more technical information. The sentences used in the lesson of the Reader are:

- Farmers form co-operatives to buy fertilizers.
- Farmers form co-operatives to obtain cheap credit.
- Farmers form co-operatives to sell farm produce.
- Farmers form co-operatives to invest their savings.
- Farmers form co-operatives to do many other things.

IV.A.2.3.7.5 The co-operative primer introduces

the learner to alphabets, words, sentences and concepts. Lessons in the Co-operative Reader drill him in the language, increase his reading ability and vocabulary and provide him with more information about the technical concepts introduced in the primer.

IV.A.2.3.7.6 This approach to grade technical information along with the words used has been followed through posters and the follow-up books. The advantage of this approach is not limited to the learners alone. The instructors benefit equally, since the material immediately following can be used as technical guide for the teaching of the material immediately preceding.

The materials are graded in this

order:

- primer
- Reader
- Posters
- Cassette Lessons
- Follow-up Books
- Radio Talks

IV.A.2.3.7.7 Special mention must be made here for the decision to prepare an English-Amharic dictionary of the co-operative words. Co-operation is a new subject for Amharic literature. Very few people have studied the Co-operative Societies Proclamation. Still fewer will follow it even when they read it. Every time an English draft is given for translation into Amharic to different persons, they use different Amharic words to translate the same English word. This creates a lot of confusion specially for the new literates of the functional literacy classes on whom pretesting of the drafts has been made. This problem has been solved by the dictionary which is given to the translators to use only standard words and phrases for the co-operative concepts in English.

IV.A.2.3.7.8 Since the translators have appreciated it very much, the effort made has been well-rewarded. The worth of this dictionary was proved beyond doubt at the time of the *writers' workshop*.

IV.A.2.3.7.9 The lessons in the co-operative primer teach all the 33 alphabets and the seven characters of each alphabet in the Amharic language.

There are 31 lessons in the primer. At the end is a passage to include all the words used in the body of its total lessons. Each lesson takes a duration of two days, two hours a day for the teaching. If the classes are held 5 days a week, the total duration to complete this primer is about three months.

IV.A.2.3.7.10 The primer is meant to serve a double

purpose. First it helps the participant reach an elementary level of reading, writing and numeracy. Secondly, it provides him with a general overview of the role of co-operative institutions in the life of a farmer and in the growth of the nation. Numeracy teaching is done through arithmetic books which include exercises orientated to business transactions in a co-operative. The total number of words, including the repeated ones, in the book is 421.

IV.A.2.3.8.1. **Teaching Methods:** The teaching of the co-operative lessons proceeds on the following lines:

**In the Class:**

- (i) Introduction of the topic (verbal)
- (ii) Introduction of the pictorial illustration
- (iii) Global reading
- (iv) Extraction of the first word/key word
- (v) Extraction of the first letter/key letter from the key word.
- (vi) Revision of words composing the global sentence
- (vii) Revision of the global sentence
- (viii) Seven characters of the key alphabet
- (ix) Practice in writing the seven characters
- (x) Analysis of already learned words
- (xi) Synthesis of new words (using flash cards)
- (xii) More of writing practice
- (xiii) Playing of lesson on cassette player, if available
- (xiv) Question-answer and discussions
- (xv) Role playing for meetings, registration, voting, election, decision making, and recording of minutes.

**Outside the Class:**

- (i) Observation and study trips
- (ii) Enrolment in co-operatives
- (iii) Transactions with the co-operatives
- (iv) Film-shows

Such of these methods as suit a particular lesson, place and occasion best are selected and used.

IV.A.2.3.8.2 Special follow-up books on the topics introduced in the lesson of the primer are provided to the instructors to enable them to know more about these topics. The same books are recommended for study by the participants of the functional literacy classes in the follow-up stage. With this same aim in view the co-operative posters are also made available to the instructors and the class participants. Flash cards sets are used for motivation. Cassette lessons are played for the wholistic presentation of a concept and to increase the language proficiency through hearing. Radio broadcasts on co-operative topics are made to

achieve the same effect in the literacy classes and for wider publicity in the area.

**IV.A.2.3.9 Tests, Examinations and Evaluation**

IV.A.2.3.9.1 The evaluation of co-operative literacy training involves conducting of tests and examinations. These tests and examinations are systematic, scientific and regular. Tests and examinations help the process of further learning on the one hand, and motivate learners by giving them the confidence of having reached a milestone in their march toward co-operative training and adoption on the other hand.

IV.A.2.3.9.2 Evaluation is also the process of collecting evidence of learning or its absence, weighing the evidence carefully and arriving at a judgement of the amount and quality of learning that has taken place. For the teacher, it is the process of checking the success of his teaching in terms of the development of the learner. For the learner, it is the appraisal of progress made toward individual and group objectives. For the organizers of the programme, it is an assessment of the effectiveness of the approaches, contents, methods and materials and administrative organization as conceived in the plan of operation or as actually practised in the implementation stage.

IV.A.2.3.9.3 The evaluation of the co-operative oriented literacy training was so organized as, –to pre-test the knowledge of literacy, co-operation, and the main profession of the learners before the educational process starts and to provide necessary information around which to construct the educational materials; –to motivate learners to know more about these subjects, and in particular about co-operation; –to help both the learners and the teachers to identify their own strength and weakness and to plan intelligently for the next step in learning, teaching and adoption; –to include an appraisal of progress made toward the goals of co-operative education and literacy training; –to stimulate the learners to adopt the co-operative way of life and business;

IV.A.2.3.9.4 Devices like problem solving tests, short answer quiz, observation of learner's behaviour and interest in group activities and his participation in co-operative institutions were used. Score cards, rating scales or progress charts were devised to appraise the progress made. Evaluation of progress in classroom is not enough by itself. To be complete, the evaluation of co-operative educational work must extend to the learner's home and his community where he is expected to apply the knowledge acquired in the classroom.

This is judged by the extent of patronage shown by the learners of their co-operative or by the effort made to establish a new co-operative if there was none before.

IV.A.2.3.9.5 Along with the evaluation of the progress of literacy, numeracy and co-operative attitudes, comprehension and adoption, success of the co-operative literacy is also determined by the extent to which the participants of the co-operative literacy training accept and adopt new innovations in their daily profession. For example, in case of farmers they must start using improved seeds, chemical fertilizers, insecticides, pesticides, herbicides and improved farm implements. They must make use of the credit, savings, deposit, marketing and other services extended by their co-operative society. Above all, they must develop interest in co-operative literacy and show it in a concrete manner by committing themselves and their co-operative morally and materially to promote this cause.

IV.A.2.3.9.6 The evaluation team of WOALP conducted base-line, interim, and terminal surveys to find out the impact of literacy on co-operative development. A settlement called Abella was chosen for this purpose; Although this base-line survey did not include any investigations of direct relevance to co-operative literacy programme, a comparison between the interim survey (1970) and the terminal survey (1972) led the evaluation team to conclude as follows:<sup>6</sup>

IV.A.2.3.9.7 "There is a tremendous increase in the membership of the society which has risen up to 488 and which forms about 84% of the households in Abella. In 1970 the number of those who could read and write formed about 7%, whereas it rose to about 59% in 1972. Members' awareness about their membership status was as high in 1972 as in 1970 because there was no scope for increase in this respect, a very high level having been already achieved in 1970. It may be that a membership education programme preceded the actual enrolment of members. This was done through functional literacy classes as well as through public meetings. Contribution of share-money rose from about E\$4,539.00 to E\$17,345.00—about fourfold increase. Attendance at the general body meetings increased. Members were better aware of the formal status of the executive committee membership. There is considerable increase (from 56% to 79%) in the

attendance to meetings by executive committee members.

IV.A.2.3.9.8 Buying from the co-operative increased. Some intelligent questions about the nature of ownership, price fixation, bearing of profit and loss, etc., were asked and the members' replies showed statistically significant difference on the question of fixing prices, fairness of the price of articles, person or group who took profits and bore losses.

IV.A.2.3.9.9 A few new questions asked only in 1972 indicated that the co-operative society had made a definite contribution to the well-being of the members in the supply of inputs and in meeting their transportation and credit needs. The members adopted the recommended farm practices—their replies ranging from about 75 to 97% for different practices emphasized in the functional literacy primer. Housing improvement was undertaken by about 80% of the members, and some addition was made to the possessions of the members, particularly in their valued and felt-need area of domestic animals.

IV.A.2.3.9.10 The working of the Abella co-operative society showed remarkable progress and gave rise to the promotion and organization of two more co-operative societies in Wolamo Awraja. Functional literacy has played an important role as about 3/5 of the members could read and write, check their accounts, calculate prices and the produce they sold and deal with the co-operative society having fully understood its aims and objectives. They have developed a sort of confidence in the working of this co-operative endeavour. The Abella co-operative society has thus proved to be an excellent micro-experiment for an integrated approach to socio-economic development."

IV.A.2.3.9.11 It is to be noted that there was no co-operative society in this area in 1969 when the functional literacy classes were started and Abella Farmers Multi-purpose co-operative society was registered only in July, 1970.

#### IV STRUCTURE AND ORGANIZATION

IV.A.2.3.10.1 WOALP was a joint venture of the Government of Ethiopia and UNESCO/UNDP (SF). UNESCO invited FAO and ILO to supply Co-operative, Agriculture and Home Economics experts.

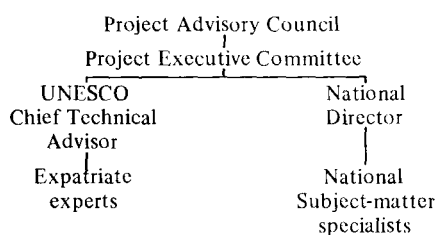
IV.A.2.3.10.2 The Ministry of Education and Fine Arts was designated as the executing agency at the national level. The Ministry of Agriculture, the Ministry of National Community Development & Social Affairs and the Ministry of Commerce,

<sup>6</sup> Final Evaluation Report, Work-Oriented Adult Literacy project, Ethiopia, December, 1973, pp. 101–102

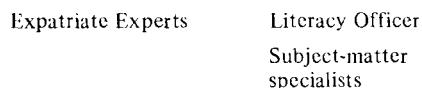
Industry & Tourism were to extend their full support and co-operation for the successful implementation of this programme. A Project Executive Committee with representatives from these Ministries and some other institutions was constituted.

The administrative hierarchy for the implementation of the project was established on the following pattern:

**Project (National) Level:**



**Sub-Project Level:**



**Village Level:**



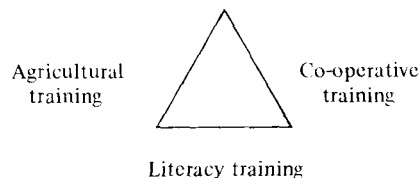
IV.A.2.3.10.3 In order to efficiently carry out the tasks of its programme following sections were established in the project:

- Administration
- Materials production
- Mass communications
- Literacy training
- Agriculture
- Co-operatives
- Home economics
- Cottage industries
- Vocational (industrial) training
- Economics, statistics and evaluation.

**IV CONCLUSIONS**

IV.A.2.4.1 The key word for functional co-operative literacy is integration. This integration is essential for the success of not only the literacy training programme but also for the success of the technical activities toward which it is directed. These activities in a rural milieu will include, among others, agriculture and co-operative development. Literacy training, agricultural training and co-operative training should, therefore,

form the three dimensions of the co-operative functional literacy programme.



Equilateral Triangle of Agri-Coop.-Functional literacy.

IV.A.2.4.2 The triangular agri-coop-literacy integration warrants that the governmental and non-governmental agencies dealing with the programmes of agricultural, co-operative and literacy development must agree to work in harmony and co-ordination. To be effective and successful a co-operative functional literacy programme must therefore, be supported in each stage of its development and execution by the co-operative institutions, co-operative, agriculture and education departments of the government and other agencies such as Universities, information and mass media. UNESCO/FAO Review Mission of WOALP in their report showed their appreciation of the efforts made by the co-operative section to achieve the objective of integration in these words:<sup>7</sup>

“The integrated approach to co-operative functional literacy which has been developed and used by the co-operative expert should be strengthened and extended. The same approach should be adopted where applicable to other aspects of the functional literacy teaching in order to stimulate co-operation and co-ordination between the various ministries and departments contributing to intensive development of agriculture, industry and family life.”

IV.A.2.4.3 Some important lessons which can be drawn from WOALP's working in Ethiopia are:

- Integrated rural development programmes create favourable conditions for the establishment of co-operative institutions of farmers.
- These co-operative institutions in turn help accelerate the speed of the integrated development.
- Functional literacy facilitates establishment, management, and efficient running of co-operative institutions.
- In order for the members to get attracted to co-operative functional literacy training, co-

<sup>7</sup> Ethiopia, Work-oriented Adult Literacy Project. Report of Review Mission, February, 1972. p 62

operatives must be enabled to provide all services described in the educational materials used in literacy training. Later on functional literacy itself starts acting as a catalyst for the introduction and expansion of such functions in the working of cooperative institutions. There is no better way of integrating theoretical concepts with practical functions and of motivating the co-operative members to become functionally literate.

- To make co-operative functional literacy relevant to the needs of the learners special teaching and training aids must be developed. Traditional primers, readers or arithmetic books are not suited to co-operative literacy training. Yet this should be done at minimal cost. A workshop for writers interested in writing for the neo-literates can be used to put forward this idea and orient them to write on co-operative themes.
- The achievements of co-operative education with built-in functional literacy are quick in coming and are much more lasting. Co-operative education without literacy component is less

likely to be retained is much less functional and is only a transitory phase. These conclusions are confirmed also by a Pilot Co-operative Membership Education experiment conducted by the author of this paper under the Development Planning Research and Action Institute in India.<sup>8</sup>

- The intensive training of functional literacy instructors is vital to the success of such a programme.
- For launching co-operative functional literacy in any country, preparation of a detailed plan of action and work programme indicating arrangements (a) for closer collaboration between the agencies concerned, (b) for financing, (c) for holding national, regional and local training seminars and orientation sessions for key personnel, (d) for production of required educational and training materials, and (e) for preliminary surveys, is a *sine qua non* for the successful execution of the programme.

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<sup>8</sup> Membership Education, Planning Research and Action Institute, Lucknow, India. 1956

### IV.A.3 Functional Literacy in West Africa: E. A. Tugbiyele\*

#### INTRODUCTION

IV.A.3.1.1 In the modern world, and particularly in Africa, education for its own sake has become a luxury. Most modern nations understand that their cultural economic, social and political survival depends on an effective education system. In Africa, there is a growing awareness and indeed, a demand that education must be made functional and relevant to the needs of the people—must be development-oriented. It is also being increasingly realised that education is a necessary national investment rather than a mere social service.

IV.A.3.1.2 The main purpose of this seminar is to examine the ways in which functional literacy might be used to assist the development of co-operatives, and this paper sets out to discuss the progress of functional literacy in West Africa and the particular factors which have to be taken into account in the Region.

The best procedure would be to cite case studies or discuss summaries of the progress of functional literacy in each of the countries concerned before generalising. With the time at our disposal, this would be a futile exercise. In another sense, I must confess that I have been unable to do this. However, I can give an assurance that I am familiar with the general trends and developments in the Region. Here, let us limit ourselves to the

English-speaking West African countries including our bi-lingual neighbour, the Camerouns.

IV.A.3.1.3 **The Need for National Policies, Philosophies and Objectives:** While it is true that in all the countries, there is a growing awareness that literacy is an essential pre-requisite for economic and social development, functional literacy and continuing education are yet to be integrated into the national education system. Often, lip-service is paid to literacy education at public forums. Beyond this, very little is done. Reasons for this state of affairs and possible lines of action will be discussed later.

IV.A.3.1.4 Lest we forget, we must emphasize that functional literacy is more than writing, reading and elementary mathematics. What is more, it includes development in all its ramifications—social, economic, political and cultural, including (particularly in West Africa) the cultivation of the right values and attitudes and how to use the material culture such as toilets provided in markets and public places, pipe-borne water, etc, and even how to prepare and take balanced diet with nourishable meals. In our

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Co-operatives, farmers need to know how to read and sign their names, to read weights and measures and keep simple accounts. There is need for management education at the supervisory and upper levels. In short, in West Africa, functional literacy must be seen in the light of these gaps.

IV.A.3.1.5 In each of the countries, there is an urgent need to have clearly stated educational objectives and philosophy to include functional literacy. As an illustration, in Thailand functional literacy is aimed at producing what is called the "Khit-Pen" man.<sup>1</sup> "Khit-pen" is described as critical thinking", "rational thinking" or "problem-solving". Indeed, it is the combination of these processes, and more. In that country, functional literacy aims at promoting occupational skills, fostering rational citizenship in a democratic society, improving living standards, and promoting a more profitable use of free time.

IV.A.3.1.6 **Concept of Development** In the whole region, a rather restricted concept of development prevails. This must be revised. There is need for functional education for national unity—*unity in action, rather than in words*; we need education for cultural stimulation, and for economic and social development and political stability and progress. Well-organised national youth service schemes and intensified leadership education is a must. In many of the countries, the education system is lop-sided. In others, there are educational imbalances between the urban and rural, coastal and interior, and male and female populations. These imbalances must be checked through functional literacy education which can take various forms such as out-of-school education, short specialised programmes, special work-oriented functional literacy programmes, and so on.

IV.A.3.1.7 **Results of Previous and On-Going Efforts:** Various specific functional literacy efforts have been made and are being made and in one of the efforts made among tobacco growers in Nigeria it was discovered that "there was a remarkable change in the attitudes and skills of the experimental group and that members of the experimental group produced better quality tobacco, realized higher incomes and were able to read and write"<sup>2</sup>.

IV.A.3.1.8 **Providers of Literacy Activities:** Both Government and voluntary organizations provide literacy education, but there are no effective national co-ordinating machineries. While some voluntary groups such as the churches and mosques emphasize knowing how to read and write in order to be a better worshipper or club member, Government Ministries are more concerned with improv-

ing agricultural production, promoting national productivity and national consciousness.

Increasingly, adult literacy activities are being integrated with health and nutrition education, family planning, and general public enlightenment. However, they are administered separately from education for children and adolescents.

IV.A.3.1.9 **Some Common Problems and Challenges:** Among non-governmental organizations, religious groups followed by commercial firms and women's clubs provide the available financial resources. Actual amounts are, however, not known. Much of the external aid for literacy education is received through religious groups in form of personnel and equipment, and through labour unions, in form of grants. United Nations organisations such as UNESCO, FAO, UNICEF, the World Bank, and others also fund special projects.

IV.A.3.1.10 Although no reliable estimate or the average cost of making an adult or youth functionally literate is available, it is safe to say that it costs only about 25% to 50% to produce a literate adult than a literate child. In Lagos, for example, the average adult takes 3 years instead of the normal 6, to pass the Primary School Leaving Certificate examination. Besides, some of the physical facilities used belong to the formal school system. The adult studies part-time only.

IV.A.3.1.11 Adult literacy teachers are mostly primary school teachers. Other volunteers are from religious groups. Whoever the teacher may be, what we must stress here is the need for adequate pre-service training and regular refresher courses for teachers and administrators of functional literacy programmes. Besides, adult literacy education should be included in the curriculum of our teacher-training institutions. In this regard, the Universities have a responsibility. It is my considered view that besides all those, there is a need for National Institutes of Adult Education "to collate data, evaluate programmes, and under-take cost-benefit analysis of field programmes". They would also conduct national and international seminars, conferences, workshops and courses in adult education. At present, there is a dire need for research and more detailed evaluation of pro-

<sup>1</sup> Kowitz, V., "The 'Khit-Pen' Mann", *World Education Reports*, No. 8, January, 1975, pp.1-5.

<sup>2</sup> Tomori, S. H. O., "Aims, Success, and Failures of Mass Functional Literacy" in Okedara, J. T. (Ed.), *Report on The First National Seminar On Functional Literacy* (Ibadan, 23-27 August 1971) pp 25 ff.

grammes and projects. Besides helping other training institutions, the staff of these Institutes can also prepare literacy primers, follow-up materials and even publish special newspapers, and prepare much needed teaching materials and audio-visuals.

IV.A.3.1.12 Teaching materials are still mostly the traditional type. Films, film-trips, slides and other audio-visuals are inadequate. Special schemes for promoting reading and writing and for providing materials to new literates are few, if any. In this regard, the role of libraries and newspapers must be stressed. Mobile libraries can play a very useful role. But they should not be regarded as substitutes for static local libraries, even in villages, but rather as complementary facilities. They should be used as community education centres, with facilities for the effective use of audio-visual aids, for the staging of exhibitions, and for other types of cultural and educational activities. This calls for the establishment of adequately funded National Library Boards. If we want to foster permanent and continuing functional literacy, we must deal with another deficiency—in the whole West Africa Region, none of the countries has a system of well-organised Village Newspaper Reading Centres. Through co-operatives or village community effort, accommodation for such centres can be provided while Government will provide the newspapers. This may be one of the most effective ways of promoting permanent literacy and fostering functional literacy and co-operative education.

IV.A.3.1.13 It is now well-known that both (especially radio) represent the quickest and most powerful means of mass communication. There is need for Government to abolish customs and excise duties on both radio and television and establish adequate training programmes for broadcasting staff. There must be stronger transmitters, and in each country, *there is an urgent need to set aside separate channels for educational broadcasting*. While on radio, perhaps it should be added that portable transistors should be preferred to wired broadcasting. In places where the latter was established, there were problems of trees falling, and the fact that the listeners may be forced to listen to a station without other options.

IV.A.3.1.14 **Conclusion:** How do all the above relate to the development of co-operatives in West Africa? The main thesis of this paper is that properly planned, funded and administered, functional literacy can be a decisive tool in promoting the development of co-operatives in the Region. It is also maintained that many of the issues already raised and those that follow must be

taken into account if meaningful and productive co-operative development is to be effected.

IV.A.3.1.15 The rest of this paper is based on a dangerous, but I hope, a valid assumption—that problems being encountered in the co-operative movement in other parts of West Africa being encountered in the co-operative movement in other parts of West Africa are not unlike those being encountered in Nigeria. If this premise is wrong, however, I must crave the indulgence of our colleagues from our sister West African countries for being so circumscribed in my approach.

IV.A.3.1.16 With the above reservations, I would suggest that functional literacy education in the co-operative movement in West Africa must be planned at all levels, and preferably from the top, downwards. It is important to avoid a situation where the blind leads the blind. Each of the countries need a Central Co-operative Ministry or Division in the national government to co-ordinate and arrange centralised training programmes for members of the senior cadre in the movement, at regular intervals. This training, it must be stressed, is in addition to the necessary training programmes for middle-level and junior personnel which must be arranged from time to time in different parts of the country. At every level of personnel and the general population, there is a need for a re-orientation of values and attitudes. Functional literacy methods and techniques must be taught, and at the grassroots level, the average co-operator must know why he makes a particular decision out of the various options. Both the central Co-operative Divisions of Government and the proposed National Institutes of Adult Education should offer advisory services in co-operative development and functional literacy respectively.

IV.A.3.1.17 To promote co-operative education at all levels, the aid of mass media agencies should be sought. In addition to radio and television, Co-operative Newsletters can be published in both the local language and in English. The Co-operative College in each country or in the Region should co-operate with the proposed National Institutes of Adult Education in ensuring that students of the College are taught basic functional literacy methods and techniques in addition to their normal Co-operative subjects. A practical aspect of functional education in the co-operative movement is the formation of thrift and credit societies at various levels—in schools, the universities, among farmers and among handicraftsmen, etc. Co-operative education should also be taught in our teacher-training colleges. More work need to be done in the trade unions. For example, trade unions should be encouraged to invest their

membership fees in establishing co-operative consumers shops or in already functioning co-operatives. This may be one of the ways of reducing hoarding and the resultant inflation.

There is need to intensify efforts at promoting the co-operative philosophy generally, especially among the youth and the masses. Special efforts should be made to promote the establishment in our universities and institutions of higher learning such services as co-operative bookshops, and co-operative grocery stores.

IV.A.3.1.18 Public relations is important in functional literacy education. People must know why they are doing what they do. Subject to the size of unions, the employment of full-time or part-time Public Relations Officers could be an advantage. Advisory services in form of correspondence should be arranged in co-operation with our University Adult Education Departments, Continuing Education Centres, and Faculties and Institutes of Business and Public Administration. If it would meet a felt-need, the co-operative philosophy, principle and methods may be considered as possible subject to be offered a correspondence courses by the Continuing Education Centre of the University of Lagos. In doing this, however, some assistance in preparation of scripts and some subsidy may be required from the Co-operative Unions.

IV.A.3.1.19 One more point, and I must end this paper. In each country, appropriate literature to provide functional literacy in its various aspects is hard to come by. It is therefore necessary for each country to set up National Literature Production Centres which will produce appropriate primers, follow-up materials, and audio-visuals. In co-operation with the National Institutes of Adult Education and the Co-operative Colleges (or College), the production of local language and specially-designed newspapers can also be arranged.

IV.A.3.1.20 **Finance:** The question can now be raised, where do we get money for these various programmes? Permit me to repeat some of the suggestions I made at an earlier occasion.<sup>3</sup> Government may be persuaded to use special taxation techniques such as tax incentives to public and private enterprises engaged in functional literacy and out-of-school education and training projects to promote the overall national objective. The April, 1970 European Round Table on "Integration of Literacy Programmes In Economic Development Projects" also recommended (Recommendation VII)—"that enterprises sub-

mitting tenders for major contracts in regions or countries where illiteracy poses manpower problems, should estimate for or otherwise mention—the cost of literacy or training programmes constituting a vital condition for the efficient performance of the contracts".

You may wish to examine the relevance of this to the objectives of this seminar.

Legislation is another possibility. For example (as in Nigeria and Kenya)<sup>4</sup> industries may be required to spend a given minimum percentage of their profits on education and training. Already, the Industrial Training Fund Decree is helping to promote education and training in the private sector.

IV.A.3.1.21 **A National Foundation:** The World Conference of Ministries of Education on Eradication of Illiteracy has also suggested that "there could be established, in all countries, where such a step appears possible, a national foundation operating in co-operation with the Government and responsible for seeking, receiving and centralizing voluntary contributions from individuals, associations and private firms to assist the financing of literacy work."<sup>5</sup>

IV.A.3.1.22 **Conclusion:** Various methods may be combined and various techniques used. The financial, manpower and other requirements are massive. However, I have no doubts at all that if we adopt the integrated approach to national development planning, the necessary resources can be found.

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<sup>3</sup>See Tugbiyele, E.A., "Out-of-School Education for Rural Development". (Paper presented at the Training Course for Planning Officers and Assistant Planning Officers, conducted by Unesco Educational Planning Advisory Group at the University of Ife, 19 October -27 November, 1970).

<sup>4</sup>See Decree No. 47 of 1971 (Lagos, Nigeria) & Federal Republic of Nigeria -Industrial Training Fund, Policy Statement, No. 1, February, 1973.

<sup>5</sup>Cited by John Bowers in his paper on "Adult Literacy, Adult Education And Training", read at the 4th Commonwealth Education Conference, November, 1967.



#### IV.A.4 The National Planning of Functional Literacy Programmes:

J. R. Amenlemah<sup>1</sup>

IV.A.4.1.1 **INTRODUCTION:** Since the early days of Unesco two views have engaged the thinking of people in the field of adult education. The first view is that priority in adult education should be given to literacy and the second view is that in areas where the level of living is low attention should be given to improving the living conditions of the people by teaching them better agriculture, village hygiene etc. *before* teaching them to read and write.

IV.A.4.1.2 The Mass literacy campaigns of the forties and fifties were in implementation of the first view. Literacy was provided as a consumer service. These literacy campaigns have failed in many countries and many of the new literates have relapsed into illiteracy for want of opportunities for practising their new skills.

From these results of the mass literacy campaigns it would seem that literacy as a consumer good is a luxury for people on the first rungs of the development ladder. The problem of these people is ignorance; their need is knowledge—knowledge of how to increase the yield of their crops, to avoid the exploitation of the middleman and get the best financial returns for their produce, knowledge about how to get rid of the enfeebling guinea-worm etc.

IV.A.4.1.3 The second view involved the deployment of extension officers with varying kinds of expertise among rural people to teach them the know-how for solving their socio-economic problems.

IV.A.4.1.4 Functional literacy is a strategy to make people literate and at the same time provide them with the knowledge and training they require to deal with their every day problems.

IV.A.4.1.5 Because of the complexity of the problems of rural people, no one agency has the professional competence to undertake a functional literacy programme alone. By its very nature functional literacy is a multi-disciplinary approach to the economic, social and cultural problems of rural peoples.

IV.A.4.1.6 **PLANNING COMMITTEE:** The planning of a functional literacy programme requires the co-operation of all ministries and organisations involved in adult education. The National Functional Literacy Planning Committee should include representatives of:

- (a) The Ministry responsible for adult literacy and community development.
- (b) The Ministry of Agriculture/Fishery

- (c) The Ministry of Co-operatives.
- (d) The Ministry of Health.
- (e) The Ministry of Local Government.
- (f) The Broadcasting Corporation.
- (g) The Press.
- (h) The Farmers Council.
- (i) The Trade Union Council
- (j) The National Council of Women.
- (k) The National Council of Students.

IV.A.4.1.7 **SUB-COMMITTEES:** The following sub-committees may be established within the National Planning Committee.

- (a) *Finance Committee:* To raise and manage the funds of the programme.
- (b) *Publicity Committee:* To exhort illiterates to register as learners and literates to serve as instructors in order to make the programme a success; and to publicise the activities and successes of the programme.
- (c) *Publication Committee:* To be responsible for producing the teaching materials and literature required for the programme.

Regional and District Functional Literacy Committees may be formed to implement the decisions of the National Committee and carry out its 'publicity' and 'fund' raising functions at the regional and district levels.

Village Functional Literacy Committees may be responsible for registering learners and instructors and for providing accommodation, lighting, black boards, chalk etc.

IV.A.4.1.8 **CONTEXT STUDY:** The successful implementation of a functional literacy programme depends in part on the accuracy of the report of a base-line study of the socio-economic circumstances of the target population. Such a study should, where possible, be carried out by the sociology and statistics departments of a university. The study should provide information on:

- (a) The living conditions of the target population.
- (b) The social structure and its effects on communication and social action.
- (c) The major occupations of the people.
- (d) The main social and occupational problems and the attitudes of the people to new ideas.

The report of the study may be used by the Working Group to plan the functional literacy programme.

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<sup>1</sup> *Vice-Principal, School of Social Work, Accra.*

**IV.A.4.1.9 WORKING GROUP:** The working group is composed of:

- (1) An Adult educationist who has specialised in adult literacy.
- (2) A sociologist.
- (3) An illustrator.
- (4) A linguist
- (5) A community development worker.
- (6) An Agriculturist/Co-operative officer and representatives of other organisations participating in the functional literacy programme.

**IV.A.4.1.10 THE FUNCTIONS OF THE GROUP ARE:**

- (a) to determine the intellectual profile of the individual adult illiterate and of the population as a whole—especially with regard to the innovations to be introduced;
- (b) to determine the technical, occupational and socio-economic objectives of the programme;
- (c) to determine the training needs of the target population in terms of the objectives of the programme;
- (d) to determine the availability of literates in the population, the qualifications of literacy instructors and their training needs;
- (e) to select and classify the generative (key) words for literacy instruction; These words are selected from considerations of their emotive meanings for the users and 'their suitability as phonetic and graphic tools of literacy';
- (f) to produce appropriate pictures to depict the situations signified by the generative words; and
- (g) to produce other teaching materials.

**IV.A.4.1.11**

Materials for learners	Materials for teachers
A primer (where applicable)	Teacher's guide
A word-picture book	Teacher's guide
Exercise book for writing	
Arithmetic and simple Accounting book	Teacher's guide
	Flash cards
A newspaper and other supplementary readers	
	Cassette Tutor Tapes/ Radio broadcasts.

**IV.A.4.1.12 METHOD:** The method combines:

- (a) Literacy instruction and discussions in the classroom with
- (b) Open-air study group meetings at which literates and non-literates discuss new approaches to problems of their socio-economic environment and
- (c) Field/on the job training in the application of the knowledge acquired in the classroom and study group meetings.

**IV.A.4.1.13 PERSONNEL OF A FUNCTIONAL LITERACY PROGRAMME:**

- (a) *Literacy Instructors:* As far as possible the instructors should be selected from the social milieu in which they would be required to work. This would ensure that the instructors speak the same language as the learners—i.e. they have the same emotive and semantic meaning for the words they use.

An important qualification of a literacy instructor besides his ability to teach is that he should be socially acceptable to the adult learners.

The training programme should make the instructors proficient in the use of

- (i) The conscientisation method of literacy instruction
  - (ii) the 'discussion method as a tool for adult education
  - (iii) adult teaching techniques.
- (b) *Extension Workers:* These include: *Village Level Workers* of the Community Development/ Agricultural/Co-operatives/Public Health and other

organisations participating in the programme. Their duties are to demonstrate the application of the new ideas to be introduced and encourage their adoption by the learners.

(c) *Area Extension Officers*: These are junior technical officers of the participating organisations and are responsible for supervising the Village Level Workers.

The training programme of these officers should:

- (i) Make them conversant with the customs and social structure of the people.
- (ii) help them to develop leadership skills
- (iii) help them to develop skills in effective communication.
- (iv), help them to develop skills in the effective use of the discussion method in adult education.

The Area Extension Officers are supervised professionally by their respective District officers but in the administration of the functional literacy programme they are responsible to the District Functional Literacy Officer.

**IV.A.4.1.14 DISTRICT FUNCTIONAL LITERACY OFFICERS:** These are Senior Community Development Officers with proven skills in team leadership and public relations. They may be based at the district headquarters to co-ordinate the activities of the agencies participating in the programme and report on the progress of the programme to the National Functional Literacy Committee.

These Officers may be trained for about 3 months in

- (a) Methods of Social Research to enable them to find out possible obstacles to the adoption of any new ideas and plan an appropriate strategy for dealing with the situation.
- (b) Techniques of effective communication.
- (c) The art of public speaking.

**IV.A.4.1.15 PILOT SCHEMES:** The pilot schemes may take about 12 months to complete. They may be set up in the various cultural areas, regions, and occupational zones in which the programme will be

operated to test the method of instruction and teaching aids and modify them where necessary.

**IV.A.4.1.16 THE REGISTRATION OF LEARNERS:** The illiterate learners or as Paulo Freire prefers to call them "future literate learners" are the most important group of people in a functional literacy project. They are at once the subjects and objects of the programme and its success depends upon how effectively they are motivated to play the two roles.

The mass media may appeal to them en masse to join the literacy classes; but to approach each adult illiterate and request him to join a class is to recognise his personal worth, express concern for his potentialities unrealised because of his illiteracy and make it difficult for him to seek refuge in anonymity.

The Village Functional Literacy Committee may compile a register showing the name, age, occupation and address of each illiterate adult. A copy of this register may be sent to the District Functional Literacy Officer.

The Functional Literacy Officer would then contact each illiterate adult and invite him to join the functional literacy class in his village.

**IV.A.4.1.17 LAUNCHING OF A FUNCTIONAL LITERACY PROGRAMME:** It seems that in many developing countries the importance of a public announcement to the man in the street is a function of the political stature of the public servant who makes the announcement.

Because of the great importance which seems to be attached to functional literacy, it is considered opposite that in any country where a functional literacy programme is to be started, the formal launching should be done by the Head of State or the Prime Minister.

**IV.A.4.1.18 EVALUATION:** A systematic evaluation of the pilot schemes may be carried out by a University or some other disinterested body.

The evaluation of the full scale national programme may, take the form of periodic reports submitted by the Functional Literacy Officers.

## **IV.A.5 The Planning and Implementation of Functional Literacy Projects:**

Dr J. T. Okedara\*

### **BACKGROUND**

**IV.A.5.1.1** In most developing countries of Africa, effective participation of illiterate adults in the building of their own societies is difficult if not impossible because of mass illiteracy, which

constitutes a major handicap to the communication of ideas and symbols. Furthermore, the implementation of other programmes of

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continuing education, which is a prerequisite for the process of modernization, is often impeded or rendered impossible because of the inability of illiterate adults to participate. The majority of co-operators in Nigeria are no exception. For these and other reasons, the total elimination of illiteracy should be one of the major priorities of private and public organizations in Africa. Illiteracy is a long-term problem which cannot be solved by the expansion of formal schooling alone, because of budgetary constraints, wastage and other factors.

IV.A.5.1.2 (Dr. Okedara then described in some detail the Nigerian experience with functional literacy including the experimental project for Tobacco Farmers near Oyo, Western State. Ed.)

#### PLANNING AND IMPLEMENTATION

IV.A.5.1.3 Functional Literacy is more expensive to plan and execute than Traditional Literacy. Consequently, it is essential that Functional Literacy should be planned in such a way as to:

- (1) ensure the success of the campaigns,
- (2) use whatever resources available wisely,
- (3) set priorities and organise it in such a way as to avoid factors that can contribute to its failures.

IV.A.5.1.4 The best strategy is to undertake a Micro (a Small-Scale) Experimental Functional Literacy Project before launching a Macro (a Large-Scale) Functional Literacy Project. The general practice by various governments and UNESCO is to first experiment with a small scale literacy project. If carefully carried out, it can help identify suitable approaches, methods and techniques with regard to pedagogic training, use of mass media, organisation of structure and curriculum development that can be helpful to the success of large-scale projects.

IV.A.5.1.5 The strategy of the micro approach is for the sponsors of the small-scale Experimental Functional Literacy to commence working with a narrow base, say at least one functional literacy programme. This is expected to be based on a high priority crop or industrial product or service. It also can be based on a limited geographical area, such as a district. Whichever approach is used those who sponsor the small-scale experimental projects should give priority to area where motivation is best and where people are demanding literacy.

IV.A.5.1.6 Between the Teheran Conference of 1965 and the present time, UNESCO, in collaborating with governments of developing countries have carried out about 50 Small-Scale

Experimental Functional Literacy Programmes. Experiences gathered from these projects have shown that the following *conditions* should be met before a successful expansion of small-scale pilot project into a large-scale programme:

IV.A.5.1.7 The *first* condition is to *formulate clear policies* for functional literacy projects, within the overall educational frame work and in terms of development needs and priorities. For instance, the functional literacy sponsors should consider the (1) magnitude of the percentage of illiteracy and (2) manpower needs, including the distribution of population between rural and urban sectors, the rate of industrialization and various development priorities.

IV.A.5.1.8 The *second* prerequisite is the *mobilization of resources, including finance* for large-scale programmes. The public and private agencies, at the policy and administrative levels, must commit themselves to the elimination of illiteracy. They must make available to the programme a large number of personnel of many types and with a number of skills. These must be recruited and trained for full-time or part-time work.

IV.A.5.1.9 The *third* requirement is planning. The mobilization of resources, the recruitment and training of personnel, the setting up of a co-ordinating machinery and the establishment of committees must be done in advance, not in the middle of the programme.

IV.A.5.1.10 The *fourth* requirement is the provision of an effective *adult education environment* in the country, such as radio, rural newspapers, newsletters, village and mobile libraries.

IV.A.5.1.11 The *fifth* prerequisite is the creation of *machinery for interministerial co-ordination*. The concept of horizontal integration must be established so that representatives of different ministries can work together as a team. The co-ordination should involve non-governmental organizations and youth clubs.

IV.A.5.1.12 The *sixth* requirement is the building of *evaluation* into every project. There must be opportunity within the system for a reasonably objective assessment of the programme, its methodology and impacts, feed back and possibilities for modification. This exercise calls for the co-operation among the sponsoring agencies and the institutions of higher learning. The technical guidance, training, evaluation, research and documentation services provided by the International Institute for Adult Literacy Methods—are invaluable for this purpose.

IV.A.5.1.13 Unlike small-scale experimental pro-

jects, large-scale projects are usually more ambitious and taking longer time to launch. Here the problems to be solved are more complex and the population is large and heterogenous, as, for example, is the case in Isfahan (Iran), where Oasis agriculture, mixes with ancient crafts, including carpet weaving and a number of new large industries. Between the Teheran Conference and the present time, approximately a dozen large-scale functional literacy projects have been implemented. In Tanzania, there has been a rapid development towards a national functional literacy programme, marked by careful preparation, planning and organization, having been inspired by the results of the small-scale experimental functional literacy projects.

IV.A.5.1.14 *Strategies of Expansion:* The experimental projects that have been carried out thus far reveal that the expansion of small projects into large-scale projects should involve the following strategies:--

The *first* strategy is to *set up stages of expansion*. At the first stage, it is best to work with one to four functional literacy programmes. Then, it should be possible at a second stage to expand as well as develop continuing functional materials for the learners who should have achieved a certain level of literacy. Implementing a large-scale project stage by stage should enable professional and administrative aspects of a programme to be assessed, modified, improved and consolidated step by step as the programme develops.

VI.A.5.1.15 The *second* strategy is to set up *programmes of expansion on priority developing areas*, as have been done in the micro experimental projects. This strategy should vary in some cases, concentration should be on the economic sector (i.e. by extension of certain industrial and agricultural programmes); in other cases, there should be expansion geographically in certain districts. Combination of economic and geographical strategies is also possible.

IV.A.5.1.16 The *third* strategy is to *devise a means of maintaining quality* in a large-scale project. For instance, to raise the quality of instructors, they should not only be trained, but also be given continuous and in-service training which is oriented towards solving their problems. The instructors' books and the learning materials must be well prepared in order to maximise the role of the materials and minimise the role of instructors. Supportive services and materials, such as radio and simple professional newsletter should be made available to the personnel, especially instructors.

IV.A.5.1.17 The *fourth* strategy is to *provide for the retention of literacy and functional skills*. To prevent a large-scale regression into illiteracy and thereby avoid wasting the preliminary functional literacy efforts, facilities for continuing adult education at all levels should be provided. This should include rural press, radio series, publication system, village and mobile libraries, to mention a few.

#### THE TANZANIAN EXPERIENCE

IV.A.5.1.18 The Tanzanian literacy projects demonstrate vividly the Micro and Macro approaches to functional literacy programmes. The Tanzanian Work-Oriented Adult Literacy Pilot Project was planned as an agricultural sector project, and established in four pilot areas around Lake Victoria in Mwanza, Musoma, Shinyanga and Bukoba Districts. The project had been included already in the Five-Year Plan, 1964–1969. The four Lake Regions constitute the economic zone that plays a decisive role in the production, and partly in the processing of the most important cash crops of the country. The leading cash crop is cotton. Others are coffee, tea, banana, rice, fishing and cattle. The zone has two large and well established co-operative movements and a large number of agricultural extension staff. Yet, one of the *bottle-necks for increased productivity* was thought to be the existing of high illiteracy rates, 80 percent of adult males and 89 percent of adult females.

IV.A.5.1.19 The project started actively in January, 1968, under the direction of the then Ministry of Regional Administration and Rural Development and transferred to the Ministry of National Education in 1970. Then, the programme went through the preparatory, operational and expansion phases.

IV.A.5.1.20 For a whole year, 1968, the *preparatory phase* was devoted to all actions necessary for the commencement of project operations. National and international staff were recruited and trained. Equipment was ordered and the area of operation was surveyed. Twenty-seven literacy classes with 490 learners were opened, using national primer "Jifunze Kusoma, Kitabu Cha Kwanza".

IV.A.5.1.21 The second and third years of the project, 1969/70, were taken up by the *operational phase*. This was devoted to experimentation, preparation of teaching materials, training of literacy teachers as well as supervisors and agricultural extension staff. In 1969, the first 202 functional literacy classes with 4,776 learners were started in four sub-pilot areas; while in 1970, 630 functional

literacy classes with 15,372 learners were opened. The main programme centred on cotton and banana.

IV.A.5.1.22 The *expansion phase* of the project was undertaken in the fourth and fifth years, 1971 and 1972, a team of qualified consultants having evaluated the results of previous phases. During this phase, the project activities covered five districts of the four lake regions. The main programmes included (1) better cotton growing, Primers I and II, (2) better Fishing Primers I and II, (3) better Banana growing Primer I and II, (4) better Rice growing primer I, (5) better Cattle keeping Primer I, (6) Home Economics Primer I and (7) Political Education Primer I. The project produced about 421,670 newly functional literate adults by December, 1973. As a result of the activities in connection with the project, the following achievements have been noticed: -

(a) The functional literacy approach has been adopted by the Tanzanian Government, with the hope of eradicating illiteracy by 1975.

(b) The project's teaching materials are used throughout the country.

(c) The project's system for training trainers and functional literacy teachers has been adopted throughout the country.

(d) The project's system and procedure for selecting functional literacy instructors and enrolment of learners have been adopted throughout the country.

(e) The project's system of follow-up rural libraries, supplementary reading materials, discussion groups, education and rural newspapers have been adopted throughout the country.

IV.A.5.1.23 The hope is that by June, 1976, the expanded functional literacy programmes should have assisted the Tanzanian Government in the development of functional literacy curricula, programmes and materials to be used in the national functional literacy campaigns. The project also should have helped trained, by 1976, adequate number of local, regional and national staff in the effective use of materials and implementation of national functional literacy campaigns.

#### SUMMARY AND RECOMMENDATIONS

IV.A.5.1.24 Taking the above discussions into consideration, the functional literacy campaigns should be accorded its proper place in the national plans for economic and social development, on the same footing as all other projects that are included in such plans. In case there is no comprehensive plan, the campaign to eradicate illiteracy should constitute a special plan, based upon carefully

defined objectives and order of priorities in terms of funding and implementation.

IV.A.5.1.25 The functional literacy campaigns of the whole country should concentrate on eradication of illiteracy within a period not exceeding ten years. The plan should be drawn-up by the Federal Government in consultation with the State Governments and private agencies and other voluntary bodies who are engaged in adult education programmes. Furthermore, every organisation (e.g. co-operative union) and every state should establish a plan for the eradication of illiteracy within a period set by the Federal Government for the entire country. Then, each public or private agency should ensure that all elements necessary for the success of adult literacy plan are present by carrying out the following suggestions:

(a) A clear definition of what is meant by an illiterate to serve as a basis for statistics, evaluation and compilation of data is important.

(b) A census of illiterates of both sexes, made on the basis of the above definition, should be carried out.

(c) A statement of the level of instruction to be aimed at - not less than the standard of reading and writing in the fifth year of primary school should be specified.

(d) A minimum number of hours of study, adequate to ensure that the education could be continuous, should be stated.

(e) An order of priorities that shows, at each step in the execution of the plan, where the effort is to be concentrated is necessary. For example, a start could be made with workers and foremen who are in production centres and are involved in economic development projects. However, the comprehensive plan should aim at covering all the categories of illiterates during its various phases of execution.

(f) A time-table for the execution of the plan should be set. The number of those to be made illiterate each year should be determined in accordance with funds allocated and the means available.

(g) Stages of execution of the adult literacy plan should be specified. A preparatory phase should last at least one year, and should start at the beginning of the next financial year. During this period, the central machinery for the literacy campaign and its various sections should be set up.

There should be an initial and experimental stage to last at least two years, during which the plan would be partly applied in one or more sections chosen for the opportunities that they offer and the likelihood of success. The stage of expansion could last a minimum of ten years. The scope would expand, taking in, year by year, all sectors and regions. At this stage, training and compli-

mentary activities should continue in order to provide the necessary personnel. There should be continuous evaluation and necessary revisions.

Major facilities, such as production equipment, reading materials, libraries and reading rooms should be well established for the new literates.

#### IV.A.6 Multi Media Approaches to Co-operative Education Programmes: Sam Mshiu\*

IV.A.6.1.1 Face-to-face teaching is, and will always be, the most effective means of imparting knowledge and skills. It provides a physical contact between teacher and student, always maintaining a two-directional flow of information. The physical presence of a teacher, his personality and humanity are elements which can not be replaced by any mechanical devices or the printed word with equally satisfying results.

IV.A.6.1.2 While appreciating the potentiality and effectiveness of face-to-face teaching, it cannot be denied that in the developing countries the available human resources necessary to carry out educational programmes are far from adequate, and for a long time to come, the lack of trained teachers and extension workers will continue to exist. Even if these were available, training programmes would still be inhibited by lack of adequate funds, class-rooms and other facilities necessary for the face-to-face teaching. At the same time, the provision of education which is necessary for the various development targets can not wait until enough resources and facilities are available, for, by doing so would mean paralysing development itself.

IV.A.6.1.3 Faced with this situation, most developing countries are resorting more and more to the use of mass media in their educational programmes. In the context of this paper, mass media implies radio, television, films, film-strips, slides, newspapers, newsletters, booklets, pamphlets and posters. The systematic use of some of these media in educational programmes, either individually or combined (e.g. where posters, pamphlets or simple study materials are used to complement a radio broadcast) has come to be known in recent years as distance teaching.

IV.A.6.1.4 The application of distance teaching is becoming increasingly widespread in many developing countries because of its capacity for reaching a wide audience especially where populations are scattered and transportation is a problem. There is also the fact that most of the media used demand relatively few human and financial resources.

It must be emphasised however, that mass media should not be used as a substitute for

the face-to-face teaching method which, as already mentioned, is by far the most effective way of teaching. The former should supplement rather than substitute for the latter.

IV.A.6.1.5 In literacy work, mass media can be used in two ways:

(a) *Pre-Literacy*: Since the use of most printed educational materials presupposes literacy, it is necessary to use the type of media that do not involve the printed word—such as:

- Radio Programmes
- Television
- Films
- Film-strips
- Slides
- Pictorial Posters and booklets.

(b) *Post-Literacy*: As we have noted from previous lectures, a literacy programme does not end with the learner's ability to read and write, since the acquisition of such skills is not an end in itself, but a means to achieve an end—i.e. to make a better citizen out of an individual, making him an active participant in the process of change and not merely a bystander in that process. Equally important is the need to sustain the newly acquired skill so that the “neo-literate” does not relapse into illiteracy. The systematic provision of literacy follow-up materials is therefore an integral part of any literacy programme. Here again the mass media can effectively be used. In addition to the media recommended for pre-literacy programmes, the following can also be adopted:

- Literacy follow-up primers
- Educational newsletters
- Posters
- Specially prepared correspondence courses
- Booklets and pamphlets.

IV.A.6.1.6 We shall now discuss briefly a selected few of the media mentioned above and their application in educational programmes:

IV.A.6.1.6.1 *Radio*: This is one of today's most powerful communication media. Even the advent of television has not diminished its popularity. Its application in education programmes is becoming more and more widely used—especially in the

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\*Training Officer, ICA Regional Office, Moshi.

developing countries where problems related to the traditional educational method are predominant. Radio has the following advantages:

(a) *It can bypass illiteracy.* Illiterates can benefit from an educational broadcast just as much as literates. The medium does not demand an ability to read and write.

(b) *It is cheap.* As compared to other conventional teaching methods, radio is relatively cheap. It does not require many teachers. Classroom facilities etc.

(c) *It reaches a wider audience:* A single radio programme can cover the whole country simultaneously without the physical presence of teachers or extension workers.

(d) *It has no limitation to time or geographical conditions:* A radio programme can feature events of the past, present or future. Where bad transport or weather conditions would restrict the contact between teacher and student, the radio conveniently brings an educational programme to the listener's home.

IV.A.6.1.6.2 Despite these advantages, the radio medium has some characteristic limitations—

—the flow of information is one-directional. The listener cannot communicate with “the man in the radio” (teacher)

—Absence of the visual element. The medium relies on the spoken word and lacks the visual element which is so important in the learning process. The radio tells it does not show.

IV.A.6.1.6.3 *Organised Radio Listening Groups:* The effectiveness of any mass media in educational programmes will depend to a large extent on how the projected audience (the receiving end) is organised. The same is true of educational radio programmes. It is not enough to put a radio programme on the air without organising the listening end. This will also help reduce the characteristic limitations discussed above. In organising radio listening groups, the projected audience is identified, organised and prepared for the programme. Before the broadcast, members of the forum gather to listen to the programme, then discuss the main points raised in the broadcast. The organisers of the radio programme maintain regular contacts with the audience for the purpose of feedback, either by correspondence or by extension officers making occasional visits to the forums in their localities. Thus a two-way flow of information is established between teacher and student.

IV.A.6.1.6.4 A Co-operative Society provides an ideal forum for radio listening groups as the audience (members) is already identified and easier to organise than most other groups.

In recent years, many developing countries have used this method, with highly satisfying results.

IV.A.6.1.7 *Television:* In educational programmes television has more impact than any other medium of communication. It has the same advantages as radio, but above that, it is both aural and visual, and therefore more realistic. Another advantage is that it is capable of employing different audio visual aids—e.g. charts, flannel-graphs, overhead projectors, films, slides, etc. all in one programme, thus adding to the effectiveness of a lesson. Like the radio medium, television has the same limitation of one-directional flow of information. Another major limitation—particularly in the developing countries—is the high costs the medium demands. It is expensive not only to the individual but also to the national authority which installs the network. The production of a television programme is also an expensive affair. Even where it exists, it is mostly limited to the urban areas, and unlike the transistor radio, it is not commonly used in the rural areas where electric power is often non-existent.

IV.A.6.1.8 *Films:* This is a widely used medium common in almost every developing country. It has almost all the advantages of television and has great impact on the audience. It is also absorbing and commands the attention of the audience. But like television, the production of films and the equipment (hardware) that goes with their use are costly. Another disadvantage is that of lack of relevant films suitable for particular educational needs. Any educational material is most effective when it is adopted to the life and conditions existing in the areas in which it is to be used. As it happens, most developing countries, unable to meet the costs that go with the local production of films have resorted to using films produced elsewhere—in most cases, films produced in the developed countries (where conditions are far different from those in the developing countries). These have little educational value and relevance. Where money is available, it is advisable to produce films based on and relevant to the local conditions and needs. The film production and mobile film units in Ghana and Malawi where films are produced and distributed for shows in the rural areas by mobile teams of extension workers, are interesting experiences worthwhile studying more closely by Co-operative educationists.

IV.A.6.1.9 *Filmstrips and Slides:* These are highly recommended by all those engaged in educational programmes whether in the classroom or in the field. Although in terms of quality and effectiveness, filmstrips and slides have less impact



than motion pictures, they are nevertheless good educational media. They are also cheap both in terms of production costs and equipment.

IV.A.6.1.10 *Newsletters, posters and pamphlets and other printed matters:* These are highly recommended—not only as information carriers, but also as literacy follow-up materials. A mistake often made by educationist is to think that, to be effective, educational materials have to be expensively produced printed on expensive paper. What is important is the content rather than the type of material on which the information is presented. A cyclostyled Co-operative newsletter presented in a simple logical way will be more valuable than one that is produced in the most sophisticated printing press, but poor in content and presentation.

IV.A.6.1.11 In the case of pictorial posters or booklets care must be exercised so that the pictures are easily and meaningfully interpreted by the reader. A recent study in Kenya on the recognition of visual symbols reveals a curious misinterpretation of drawn pictures by illiterates and semi-illiterates—pictures which, to the functionally literate would otherwise present no problems of interpretation. Testing of materials with the projected audience before they are finally put into use is therefore of great significance.

IV.A.6.1.12 In conclusion, I would say that in selecting the type of media to be used it is up to the Co-operative educator to choose what is most effective, cheap and (preferably) locally available.

# IV.B Programme and Timetable

<i>Date</i>	<i>Session</i>	<i>Chairman of the Session</i>	<i>Subject</i>	<i>Speakers</i>
9th Sun.			Registration of Participants	
10th Mon.	10.00 to 11.00		Opening Ceremony	Brig O. Rotimi, Governor, Western State, Nigeria. Mr E. M. Ajala, Commissioner for Co-operatives, Western State. Dr S. K. Saxena, Director, ICA.
	11.00 to 12.30		Keynote Speech Administrative Remarks	Dr S. K. Saxena, Director, ICA Mr G. J. Alder, Admin. Director
	14.30 to 15.30	Dr S. K. Saxena, Director, ICA	The Philosophy and Principles of Functional Literacy	Mr S. S. Tyagi, Project Leader, I'AO Co-operative Assistance Project, Ethiopia
	16.00 to 17.30	Dr S. K. Saxena, Director ICA	Discussion of Country Papers From Nigeria and Ghana	
11th Tues.	9.00 to 10.30	Mr J. O. Taiwo, Federal Registrar of Co-operative Societies, Nigeria	Methods, Techniques and Materials	Mr S. S. Tyagi, Project Leader, I'AO Co-operative Assistance Project, Ethiopia
	11.00 to 12.30	Mr J. O. Taiwo	Discussion of Country Papers for Gambia, Liberia and Sierra Leone	
	14.00 to 15.30	Mr L. B. Tabase (Ghana)	The Role of International Governmental and Other Organisations in Supporting Functional Literacy and Co-operatives	Mr D. Brewin (World Bank) Mr M. S. Asthana (FAO) Mr A. G. Kukolewski (UNICEF) Mr N. Razanajohary (UNESCO) Mr B. K. Sinha (ILO)
	16.00 to 17.30	Mr L. B. Tabase	Functional Literacy in West Africa	Prof. E. A. Tugbivale, Director, Continuing Education Centre, University of Lagos

12th Wed.			Study tour to the Ife Co-operative Produce Society and Ife Co-operative Consumer Society	
13th Thurs.	9.00 to 10.30		Discussion Groups Review of Progress	
	11.00 to 12.30	Dr S. K. Saxena	Plenary Session	
	14.00 to 15.30	Mr I. May Parker (Sierra Leone)	The National Planning of Functional Literacy Programmes	Mr J. Amenlemah, Vice-Principal, School of Social Welfare, Accra
14th Fri.	16.00 to 17.30	Mr F. K. Gobenwole (Liberia)	The Multi-Media Approach	Mr S. Mshiu, Training Officer, ICA Regional Officer, Moshi, Tanzania
	9.00 to 10.30	Mrs M. A. Ajose-Harrison (Nigeria)	The Planning and Implementation of Functional Literacy Projects.	Dr J. T. Okedara, Department of Adult Education, University of Ibadan
15th Sat.	11.00 to 15.00		National Discussion Groups to Plan Follow-up to Seminar. Preparation of Group Reports.	
	9.00 to 9.30	Mr G. J. Alder	Review and Evaluation by Participants	
	10.00 to 12.30	Mr Makarajuola Registrar of Co-operatives, Western State, Nigeria	Final Plenary Session and Closing Ceremony	Seminar Closed by Mr S. T. Ogunwale, Secretary, Co-operative Union of Western Nigeria

# IV.C List of Participants, Resource Persons, Observers, etc.

## Participants

Country	Name	Organisation	Address
Gambia	Alhaji Babou SOWE <i>Ag. Senior Assistant Registrar</i>	Department of Cooperation	49 Grant Street Banjul
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	Robert Kwaku OSAI'O-EFFAH <i>National Co-operative Development Officer</i>	Ghana Co-operatives Council	PO Box 2068 Accra
	Benjamin Malcy OSOM <i>General Secretary, Distillers Co-operative Association.</i>	Ghana Co-operatives Council	PO Box 3640 Accra
	Lawrence Bandaso TABASI <i>Vice-Principal, Ghana Co-operative College</i>	Ghana Co-operatives Council	Ghana Co-operative College Private Mail Bag Kumasi
	Oscar W. TSEFDE <i>Public Relations Officer</i>	Ghana Co-operatives Council	Ashanti Region PO Box 2430 Accra
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**Nigeria**

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