

Manpower development and utilization in adult literacy education in Nigeria

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ABSTRACT

This paper examines the manpower development and utilization in Adult literacy education in Nigeria. The study indicates the availability of the programme in all the States and almost all the Local Government Area (LGA), and some communities in Nigeria. The United Nations Development Programme (UNDP) in collaboration with some State Agencies and NGOs organized relevant manpower development programmes for Adult literacy education in Nigeria. In respect of manpower utilization, it is discovered that the programme has helped to improve the socio-economic and living standards of the participants and has led to astronomical rise in enrolments in formal education. There are cases of underutilization in some area. Challenges identified include withdrawal of participants due to the constraints and lack of interest, lack of incentives for facilitators; lack of mobility for effective monitoring and evaluation, and weak curriculum among others. It is recommended that literacy should be community driven, and literacy assessment practices to focus on qualitative assessment and not only on quantitative data collection. Participatory rural approvable techniques should receive the attention of literacy evaluators to allow for the measurement of the level of involvement of the target groups as well as the community at large; the outcomes and post-literacy achievement and how neo-literates apply the gains of literacy should be given attention also. Some of the means of empowering trainers of adult education personnel should be by their membership of professional association, participation in conferences, undertaking research, and acquisition of knowledge of Information and Communication Technology. It is strongly recommended that for poverty alleviation programs of government to succeed, community members particularly, the poor for whom the programs are meant, should be well mobilized as to make inputs in the planning, execution, monitoring and evaluation of such programs and schemes that concern them.

Keywords: Adult education, literacy, manpower development, utilization, NGO, enrolment.

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INTRODUCTION

To build a society that is self-sufficient requires the mobilization of the uneducated, the poor and underdeveloped, many of whom have untapped potentials; and if they are fully developed will be of immense benefit not only to themselves but to the nation as a whole. On this premise the British and French governments promoted mass education in their colonies; their primary objective was to give the masses opportunity to participate in the conduct of their own affairs. The ultimate aim was to develop, among the masses, enlightened public opinion, to ensure, particularly civic education and the development of

reasoned opinions on matters of local and national government rather than the parroting of a few people, or a lethargic acceptance of the status quo (Omolewa, 1987:16). Similarly, one is literate when he has acquired the essential knowledge and skills which enable him to engage in all those activities in which literacy is required for effective functioning in his group and community, and whose attainments in reading, writing and arithmetic make it possible for him to continue to use these skills towards his own and the community's development. The concept of literacy should be understood as the ability to read, write and compute in any language and to an

appreciable level. However, other by-concepts are functional literacy, illiteracy and semi-illiteracy. Functional literacy, according to Oduaran (1991), refers aptly to the ability to use the skill of reading, writing and computing in the acquisition of such information as would make the individual function more actively and beneficially in the economic, social, political and cultural activities of the community where he lives. Hence the ability of the individual to contribute to the development of the country lies in his ability to read and write. There cannot be meaningful development in a modern society where majority of the populace is illiterate. The implication therefore, is the scaling up of literacy programmes to be part of major national endeavor, even if it finds practical expression in a diversity of programme activities. The report of Human Development rates Nigeria as having the highest number of illiterates in the world. In agreement, The United Nations Education, Scientific, and Cultural Organization (UNESCO), discloses that, "there are about 60 million adults in Nigeria, 85% of them under the age of 35 years, who can neither read nor write" (EFA, 2000). Despite the importance of education, to improve standard of living, Nigeria has one of the lowest literacy rates in the world, world map (2011). This is shown in Table 1.

The low level literacy partly accounts for the low level of development in Nigeria. Thus, a nation which undermines the contributions of the some of her citizens makes slow progress towards national development. The realization of organizational objectives depends largely on the quantity and quality of personnel (manpower) available in the organization and the degree of effectiveness in the utilization of available manpower. Commenting on this point, Imhabekhai (1998) advocates that it is imperative that management of any organization makes sufficient efforts in procuring and developing the needed manpower resources and pay attention to how well they are utilized. However, experience has shown that in most public agencies, greater interest is shown in the areas of manpower development and procurement or recruitment than in how effectively utilized are the available manpower resources.

Concept of adult education

Adult is a person who is physically and psychologically mature and is socially, economically and politically responsible. Physically, maturity implies that the adult is capable of being a parent, picking a life partner, raising a family and managing a home.

The National Policy in Education (Federal Republic of Nigeria, FRN 2004:32) lists seven components of adult and non formal education. These are functional literacy, remedial continuing, vocational, aesthetic, cultural and civic education for youths and adults outside the formal school system. At the same time the FRN (2004:25) outlines goals of mass literacy, adult and non-formal

Table 1. Ratio of adult literacy in Nigeria and other developed countries 2011.

Countries	Adult literacy rate (%)	Year
Nigeria	61.3	2010
Japan	99	2002
France	99	2003
UK	99	2003
USA	99.5	2003
Switzerland	99	2003
West Germany	99	2003

Source: World map indicating literacy by country in 2011 (2011 UN Human Development Report).

education as that which shall be to:

- i) Provide functional literacy and continuing education for adults and youths who have never had the advantage of formal education or who did not complete their primary education. These include the nomads, migrant families, the disabled and other categories or groups, especially the disadvantaged gender.
- ii) Provide functional and remedial education for those young people who did not education.
- iii) Provide education for different categories of completers of the formal education system in order to improve their basic knowledge and skills.
- iv) Provide in-service on the job, vocational and professional training for different categories of workers and professionals in order to improve their skills, and
- v) Give the adult citizens of the country necessary aesthetic, cultural and civic education for public enlightenment.

Programmes are therefore designed and structured to meet the needs of adults and persons that did not acquire enough formal education, or none at all, as well as those that need to sustain learning for self-employment. It could be seen that adult education is neither just for persons who are desirous to read, write and communicate particularly in English nor for people who are advanced in age, it is a programme designed and aimed at adult persons and those who could not for one reason complete their education in a formal setting when they were young. The ultimate beneficiaries will be mainly young girls and women, youth and out-of-school children, and vulnerable populations and groups who have suffered from decades of prejudice, marginalization, discrimination and even exclusion, particularly in urban slums and rural areas.

Adult education now involves the study of various disciplines such as economics, agriculture, history, hygiene, arts and crafts, in these ways; the adult population is involved in planning programmes so that they can gain practical skills for individual improvement and societal development.

The practice of adult education

This involves how Adult Education programmes are identified, planned, executed and evaluated. These programmes include mass literacy, functional literacy, social welfare, community education, community development, workers' education, on-the-job training, distance education, civic education, citizenship education, etc. Egbe (1991) distinguished the adult literacy education as three dimensional. These are discussed as follows:

a) Education for living: Education in the rural areas needs, among everything else, education general to living, that is, education geared towards what is worth knowing in the environment and the self. This concerns family life, gardening or poultry farming, food preservation habits, and home economics. The adult needs to know personal financial management, spending wisely and contributing to the development of his immediate environment. Such education should provide understanding of changes and use of technology and equipment. Unless the rural dweller is taught to understand the fast changing technology as it relates to individual's daily living, he would be in a perpetual disadvantage as his country enters the modern world governed by accelerated technological development (Sarumi, 2000).

b) Education for skill upgrading: Adult education for the rural populace is bedrock for strong economic development because it is a strong potential tool for the retraining of adults who are already in the mainstream of life. Those individuals who already have skills need adult education to help them retrain along the advancement of appropriate technology.

In the country, those craftsmen who are known for weaving, pot molding, basket weaving, etc, could learn new designs and techniques that will give their products the beauty required in artifact.

c) Education for career: A 50 year old man or woman can learn to be a lawyer, a doctor, a teacher or a nurse. Adults in the developing world should have the opportunity of attending remedial school for professional development or mobility to higher educational institution. In this case, literate adults may want to acquire a new skill, one different from that which they had acquired.

Statement of problem

There are still major increases in the rate of adult illiteracy in Nigeria despite all the efforts made to stamp out illiteracy in the country. Apart from the series of campaigns which were made between 1946 and 2003, and yearly sensitization of people, only a negligible drop

in the rate of illiteracy was recorded (Omoyeni and Ajayi, 2010). The majority of the population is in the rural areas where they live in poverty or absolute want and could not afford the demands of formal education system, hence the cases of school drop outs. The lack of knowledge and skills needed for self reliance, employment in industries and public establishment invariably results to youth restiveness as well as other social vices. Ogbesor and Okanezi (2008) research report demonstrated that massive unemployment of River State indigenes invariable results from lack of technical skills needed in various industries as well as lack of entrepreneurial initiatives and enhancing ethical aspect. These quality and equity issues are basically related to: (a) socio-economic condition, (b) zone of residence (urban/rural), (c) ethnic identity and language, and (d) gender.

A National Literacy Survey conducted by the National Bureau of Statistics (2010) in Nigeria estimates the adult literacy rate as 56.9%, with huge variations between states (Lagos 92.0% and Borno 14.5%), regions (urban 74.6% and rural 48.7%) and sex (male 65.1% and female 48.6%). More importantly, statistics from the Federal Ministry of Education (2006) indicated that only 500,000 of the 40 million adult illiterates are enrolled in adult learning classes. There are also 3.5 million nomadic school-aged children with only 450,000 of them accessing any form of schooling. Nigeria is further saddled with the largest number of out-of-school-children estimated at over 7 million (10% of the global total). The Nigerian Government recognizes that literacy education will help equip individuals with the knowledge, skills and attitudes needed for economic self-sufficiency, poverty reduction and sustainable development, and is therefore making efforts to address the illiteracy challenge. Keeping such a large percentage of the population outside the radiance of literacy and education makes the task of national development more complex and burdensome. If something drastic is not done to accelerate literacy and education for all Nigerians, the country may fail to achieve the significant milestones of its developmental targets under Vision 20:20:20.

Purpose of study

To ascertain whether the adult literacy programmes can actually make adult learners to be resourceful;
 To ascertain the manpower development programmes developed in adult literacy education;
 To ascertain whether the adult literacy programmes provide the participants with practical skills;
 To find out whether the skills acquired is related to the basic skill in the formal schools;
 To ascertain how the manpower or the skills acquired are being utilized or put into practice, by preparing and equipping the participants for wage employment or self

employment.

Research questions

1. To what extent has manpower development in adult literacy education programmes provide life planning educational skills?
2. To what extent has manpower development in adult literacy education programmes made practical skills available to the participants?
3. To what extent do skills developed in adult literacy programmes being utilized by the participants in securing employment and becoming self-reliant?

Scope and methodology

The study looks into the adult literacy programmes organized by Governments and Non-governmental agencies in some of the States of Nigeria. Various statistical data on some adult literacy programmes organized by Federal Government and some Non-governmental Organizations (NGOs) were consulted to generate the data of this write up. Data was also collected on general information about some States' policy-frame work on manpower development in adult literacy education, measures of mobilization, summary of enrolment pattern, assessment of the programme, allocation of funds, as well as on the activities of non-governmental agencies. Therefore, this write up is based on information compiled from available statistical bulletin on adult education programmes and other government publications, research journals and reports, international journals, local journals, and seminar papers to unravel the manpower development programmes in adult literacy education and how the skills developed are being utilized. In addition, there were face-to-face oral interviews with some respondents in order to elicit more information. It involves analysing the descriptive oral and written submissions of the respondents as well as the statistical data collected.

Population of the study

The populations of study consist of some of the 36 State agencies of adult and non-formal education in Nigeria including Federal Capital Territory Abuja.

On this note, this write up reviews some of the principles of manpower development, considers the contributions of the adult literacy programmes over the years, discusses the relationship between the manpower development and utilization in adult literacy programme in Nigeria, and also finds out the level of learning outcome of the participants.

STRATEGIES FOR MANPOWER DEVELOPMENT IN ADULT LITERACY EDUCATION PROGRAMMES

Governance system and institutional settings for literacy

Adult education started in Nigeria during the colonial era in the early 1950s. One of the early pioneers of adult literacy and community development in Nigeria was Mr. E. R. Chadwick, the district officer in Udi division in

Eastern Nigeria, who organized literacy classes on market days with the assistance of local teachers (Fafunwa, 1974). He averred the involvement of the village heads and leaders in community projects and how they organized inter-village competition in an attempt to stimulate greater community activities. The National Conference on this subject matter titled "Adult Education, Key to National Unity" was held at Lagos. This was followed by subsequent conferences of 1972 held at Ahmadu Bello University, Zaria and the University of Nigeria, Nsukka in 1973 respectively.

The resultant effect of these conferences was the setting up of a taskforce to prepare a comprehensive proposal for National Adult Education to be included in the Nigeria's Third National Development Plan.

The work of this body – the taskforce and its submission to the Federal Government in October 1973 and the inauguration of Mass Literacy campaign by the Federal Government of Nigeria in 1982 brought a new dimension in the annual adult education on many of our educators.

Fafunwa (1974) further highlighted that the National Commission for Mass Literacy, Adult and Non-Formal Education is responsible for the organization, monitoring and assessment of the adult literacy practices in the country. The Commission adopted the decentralization of its activities by the establishment of offices in the six geo-political zones of the country, the thirty-six States (including the Federal Capital Territory, Abuja) and in all the seven hundred and seventy-four local government areas. Coordination and supervision of literacy classes are the sole responsibility of the local adult education officers, supervisors and literacy instructors. The minimum number of literacy classes expected in any local government could be ten. Examinations are conducted on the basic learning competencies, reading, writing and numeracy. The agencies run different adult and non-formal education programmes, like Adult Basic Literacy Programme, Post Literacy Programme, Women Adult Education Programme, Distance Education Programme, Sandwich Programme, and Nomadic Education Programme. The roles of all tiers of governments (Federal, State and Local) on Adult and Non-formal literacy education are outlined in the National Policy (2004, section 6). The 1999 Constitution of the Federal Republic of Nigeria also describes the direction government will take on adult and non-formal education. This shows that great importance is attached on manpower development in adult through Adult literacy programmes by the government. According to the Federal Republic of Nigeria (2004:26-28) the following bodies are established to enhance the attainment of its goals, they include:

1. The national commission for Mass Literacy and Non-Formal education shall coordinate the programme nationwide.
2. State Agencies for mass education shall implement the National Policy on Mass Literacy, Adult and Non-Formal Education in the states.

3. Local government councils shall be responsible for ensuring that the Literacy Network Committees at the local government, district, village, ward and centre levels are operating efficiently and effectively etc.

During the period 1995 to 2004, these programmes raised the national literacy rate to 84 and 69% for youths and adults respectively (Omoyeni and Ajayi, 2003). Similarly, Nwakudu (2012) explains that the Federal Ministry of Education seeks to ensure that 10 million Nigerian illiterates are reached through the non-formal education format annually. Recently, the National Mass Education Commission (NMEC) and other technocrats in the Federal Ministry of Education have started the concerted implementation of the President Goodluck Jonathan's commitment to eradicate illiteracy in the country. In 2011, the Federal Government has deliberately targeted the marginalized, the deprived and the excluded from the formal education system for access to basic education in order to improve their literacy skills. The NMEC and Ministry officials have ensured that a critical percentage of the less privileged in urban slums and rural communities progressively come under tutelage through the non-formal education. The unwavering commitment of the Federal Government to the realization of mass-literacy for all Nigerians, irrespective of the circumstance of their birth is underscored by the release of N1 billion self-benefitting fund to UNESCO, one of its development partners in this regard, to help drive the process of eradicating illiteracy in the country and for manpower development in Adult literacy programmes.

The girl-child that is the most affected by the scourge of illiteracy in the country has received the attention of the Federal Government. After the success of the pilot schemes targeted at women and children in selected States to improve their literacy level, the Federal Ministry of Education with her development partners and State governments try to scale up the coverage of these gender-specific programmes. Indeed, modern day realities which have expanded literacy beyond reading and writing has led to the review of the scope of mass literacy programmes by the Federal Ministry of Education to meet the new policy objective and development challenge of producing educated men and women with appropriate skills and competences for job creation and self-employment.

Commenting on this point, Saint (2005) describes the impact of media, especially radio and TV, conferences and workshops, to reach the country's more than 60 million illiterates adult and non formal education. Ultimately these have scaled up the 'Literacy by Radio' and the 'Distance learning' aspect of the NMEC activities. Aderinoye (2002) concerted that more than 30,000 Nigerians are directly participating in the "Literacy by Radio" programmes being run across the country in English and in 21 indigenous languages.

Table 2 also shows the percentage number of States that have the following as their goals of Adult Learning and Education: Provision of Basic Literacy [33 (100%)], Provision of Post Literacy [30 (91%)], Mainstreaming the completers of Non-Formal Programmes to formal schools [32 (97%)], Train the learners to degree level [11 (33%)], Self-actualization [32 (97%)].

Table 3 presents participation of male and females in vocational education in adult education in Nigeria between 1997 and 2008 showing that manpower development in adult literacy education programmes made practical skills available to the participants. The results show that non-formal education has several vocational skills. The National Directorate of Employment (NDE) has it that the Vocational Skills Development Program is designed primarily to impact vocational skills to school leavers and other unemployed youths who hitherto lacked productive and marketable skills.

Table 4 presents the summary of male and female population that attended basic literacy classes in Nigeria between 1997 and 2007. On the average, more women participated in basic literacy classes than men. The overall enrolment was encouraging, as Omoyeni and Ajayi (2003) concerted that mass literacy campaign was re-launched in Nigeria in 1982, 1993, 1999 and 2003 nationally. These campaigns gave rise to: adequate mobilization of the illiterate participants and their instructors; generating an increased interest in literacy education by the illiterate adults and Governments; encouraging the promoting agencies – state, local government, to continue with the scheme; Fostering intensive research on adult literacy by higher educational institutions; providing some statistical details of adult illiteracy to enable more attention on literacy programme; Harnessing of resources by government to have effective planning, funding and administration of adult literacy in Nigeria; sensitizing the illiterates in the rural areas towards literacy programme; other statistical data collected indicated that measures undertaken to mobilize learner for increased participation include: advocacy and participation, use of traditional institutions, use of media houses, etc.

Non-governmental agencies

The development in Nigeria resulting in people wanting to live a better life through the acquisition of knowledge either for occupation or for understanding the environments around them has led to the increase in the number of participants in the non-formal education sector. In addition, adult education, which includes skills acquisition, is also being handled by various agencies including the academic institutions, and non-governmental organizations (NGOs). The efforts of the government in the promotion of adult literacy education in Nigeria have been complemented by non-governmental

Table 2. Goal of adult literacy and education in Nigeria.

States	A		B		C		D		D	
	YES	NO	YES	NO	YES	NO	YES	NO	YES	NO
Abia	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Adamawa	1		1		1				1	
Akwa ibom	1		1		1				1	
Anambra	1		1		1				1	
Bauchi	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Bayelsa	1		1		1				1	
Benue	1		1		1		1		1	
Borno	1		1		1				1	
Cross River	1		1		1		1		1	
Delta	1		1		1		1		1	
Ebony	1		1		1		1		1	
Edo	1		1		1				1	
Ekiti	1		1		1				1	
Enugu	1		1		1				1	
Gombe	1		1		1		1		1	
Imo	1		1		1				1	
Jigawa	1		1		1				1	
Kaduna	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Kano	1		1		1		1		1	
Katsina	1		1		1		1		1	
Kebbi	1		1		1		1		1	
Kogi	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Kwara	1		1		1		1		1	
Lagos	1		1		1		1		1	
Nasarawa	1		1		1		1		1	
Niger	1		1		1				1	
Ogun	1		1		1				1	
Ondo	1		1		1		1		1	
Osun	1		1		1				1	
Oyo	1		1		1				1	
Plateau	1		1		1				1	
Rivers	1		1		1				1	
Sokoto	1		1		1					
Taraba	1		1		1		1		1	
Yobe	1		1		1		1		1	
Zamfara	1		1		1				1	
FCT	1		1		1				1	
Total	33		30		32		11		32	
Percentage	100		90.91		96.97		33.33		96.97	

Source: National Bureau of statistic 2009: National report of Nigeria by (NMEC). Key: A. Provision of Basic Literacy; B. Provision of Post Literacy; C. Mainstreaming the completers of Non-Formal Programmes to Formal Schools; D. Train the learners to degree level; E. For Self-Actualization 97. NA Not Available.

organizations (NGOs). In recognition of the importance of non-formal literacy education, proprietors of non-formal education programmes have included assorted types of non-governmental organizations such as youth groups, women's associations, business and professional organizations, labour unions, peasant societies and

farmer cooperative. In the early days of adult and non-formal education, individuals were employed by governments as a result of their qualifications to serve as adult education organisers. Some individuals also established evening classes. Chief Timothy Oyesina, for example, established evening classes in Ibadan which

Table 3. Enrolment into vocational education between 1997 and 2007.

Year	Male	Female	Total
1997	1,917	1,769	3,686
1998	1,414	2,010	3,424
1999	1,520	2,163	3,683
2000	1,650	2,246	3,896
2001	1,709	1,661	3,370
2002	992	1,784	2,776
2003	11,862	11,633	23,495
2004	23,724	23,266	46,990
2005	47,448	46,532	93,980
2006	94,896	93,064	187,960
2007	187,132	186,128	373,260

Source: National Bureau of statistic 2009: National report of Nigeria by (NMEC).

later became the Ibadan Boys' High School (Omolewa, 1987). Alhaji Dantata established his own evening classes in Kano while Alhaji Olona, who after acquiring literacy skills, sponsored adult literacy in his compound in Iseyin, Oyo State (Aderinoye, 1998). Similarly, the traditional ruler of Ikirun in Osun State established an adult literacy centre in his palace for the non-literate adult members of his community. With the acquisition of literacy skills, there was scaling up of public awareness, participants' living standard improved as they were found helping to organize and plan for the improvement of their community as well as enhancing the education of their wards and children.

Other formidable groups include the churches, the mosques, the professional groups and those that come together to form the vanguard of adult education. Specific examples among these are the Nigeria National Council for Adult Education (NNCAE), Baptist Convention, Young Men's Christian Association, (YMCA), Young Women's Christian Association (YWCA), Asalatu Group, Federation of Muslim Graduates Association, Federation of Muslim Women Association of Nigeria (FOMWAN), etc. In the category of the coalition of NGOs, we have Non-Governmental Association for Literacy Support Services (NOGALSS) and the Civil Society Coalition for Education for All (CSACEFA). These work in partnership with national and international agencies in promoting adult education.

The university is not left out, as a unit of the education sector; it reaches out to the adult populace through its various educational programmes. In Nigeria, there are over 80 public and private universities. Some of these universities have adult education-related departments. Nigerian Universities are not only providers of adult education but also agencies of adult education. These include University of Ibadan; Obafemi Awolowo University, Ile-Ife; University of Lagos; University of

Table 4. Enrolment in basic literacy among male and female participants.

Year	Male	Female	Total
1997	124,919.00	171,424.00	341,743.00
1998	178,392.00	183,912.00	391,987.00
1999	179,693.00	180,857.00	392,244.00
2000	189,366.00	183,433.00	401,958.00
2001	226,152.00	222,522.00	448,674.00
2002	201,279.00	214,591.00	415,870.00
2003	177,421.00	196,052.00	373,473.00
2004	175,712.00	213,629.00	391,987.00
2005	183,485.00	226,663.00	410,148.00
2006	194,350.00	222,418.00	416,768.00
2007	175,724.00	210,961.00	386,685.00

Source: National Bureau of statistic 2009: National report of Nigeria by (NMEC).

Nigeria, Nsukka; University of Benin; University of Maiduguri; Usmanu Dan Fodiyo University, Sokoto; Bayero University, Kano; University of Calabar; University of Port Harcourt; the National Open University of Nigeria (NOUN); University of Jos; Nnamdi Azikiwe university, Awka; Rivers State University of Science and Technology, Port-Harcourt; Niger Delta University, Amasoma, Kaduna Polytechnics and others.

Furthermore, the activities of the international agencies that are supporting the national efforts notwithstanding, United Nations Educational Scientific and Cultural Organization (UNESCO), United Nations Children's Fund (UNICEF), ACTION AID, United States Agency for International Development (USAID), United Nations Development Programme (UNDP), and the Department for Internal Development (DFID), aside the development and the capacity building of adult and non-formal education personnel and strengthening institutions, they also assist with logistics and funds for programmes. UNESCO for instance is presently supporting a pilot radio literacy programme in 12 States of the Federation. UNICEF also partners with National Commission for Mass Literacy, Adult and Non-formal Education (NMEC) in the integration of Quranic schools into the basic education system. It also supports the girl-child and the boy drop-out education programmes in the Northern and Eastern parts of Nigeria. Non-governmental (NGOs) are seriously involved in the skills imparting programmes aside governmental agencies.

In a study carried out by Imhabekaih (1998), on Edo State Agency for Adult and non-formal education, he identified that the Agency was expected to provide the following programmes, basic literacy, post literacy, functional literacy, women education, vocational improvement programmes, continuing education, public enlightenment, and women education programmes. To address these programmes, each Local Government

Table 5. Shell Petroleum Development Company skill acquisition programme: Distribution of the participants in the programme (2004).

Course	1ST Batch (January 2004)	2ND Batch (July 2004)
Automobile	9	-
Electrical	18	-
Welding	18	-
Computer/secretarial studies	-	18
Fashion designing		9
Catering and hotel management	-	9
Hair dressing	-	9
Total	45	45

Source: Continuing Education Centre, Federal College of Education Technical Omoku (Oguzor, 2005)

Area has an Adult Literacy Supervisor who was responsible for the supervision of literacy programmes in the Local Government Area. The supervisor was assisted by a number of adult literacy organizers who were in charge of adult literacy programme at ward levels. Literacy instructions were available to provide actual instructions at the literacy centres/classes.

As part of her statutory mandate to service the community, Federal College of Education Tech. Omoku commenced skills acquisition as manpower development programmes in 1993 with aim to make the trainees self reliant and business-like at the end of their training. As reported by Oguzor (2007), in 1999, the Nigeria Agip Oil Company (NAOC) sponsored 99 youths and adults from the oil producing communities where the company operates, on skills training. TotalFinaElf (TFE), another oil company, joined in 2000, Addax Petroleum Limited joined in 2001, while Shell Petroleum Company through the College developed and sponsored manpower development programmes in adult literacy. According to Oguzor (2007), the aim of the Shell Petroleum Company was to provide skills to the trainees so that they can become self-employed, and be able to create jobs for others, invariably, to reduce the tension and restiveness among the youths in their areas of operation. The programme also aimed at giving the participants the basic theories that have to do with their trades, and in general areas such as citizenship education, language and community health and safety among others. The participants took courses in Automobile, Electrical/Electronics and welding, etcetera. The last 12 months of the programme were used entirely for industrial attachment for hands-on training in workshops (Table 5).

Similarly, the United Nations Development Programme (UNDP, 2009), provided series of training and retraining courses for all categories of adult literacy personnel. The seminar/workshops for organizers and instructors are intended to enable (the participants) update their knowledge, and keep abreast with changes in methods of instruction. More significantly was the University Village

Association (UNIVA), Functional Literacy Programme (UFLP) which was initiated and formulated within the context of UNESCO'S Literacy Initiative for Empowerment (LIFE), and being implemented by UNIVA, a registered NGO based at the University of Ibadan (Department of Adult Education). UNIVA began as the Community Development and Health Project (CDLHP) in 1989 with support from the International Foundation for Education and Self-help (IFESHI). In order to ensure the sustainability of the project, CDLHP was transformed to UNIVA in early 1995 and was officially registered as an NGO in 1996. UNIVA primarily complemented government efforts in promoting literacy and development among rural and peri-urban communities through building bridges between the University and the Community and between theory and practice in Adult Education as well as promoting the co-operation of the university academic community and the Village communities for development purposes.

UNIVA succeeded in empowering many rural and peri-urban people through work-related literacy skills training. UNIVA has trained over 5,000 learners in functional literacy skills. These beneficences have been empowered to use these skills to improve their living standard as well as viability of their business and income generating activities (UNESCO, 2008).

In Anambra State, apart from the launching of the literacy campaign in 1989, an International State Literacy Task Force was set up to supervise the campaign on literacy and generate enough enthusiasm among the populace. This function was taken over by the Advisory Committee on Adult Education. About 22,573, traders and businessmen were enrolled in adult literacy courses in 485 centers.

Similarly, Kano State took the greatest leap of all the States by establishing an agency for mass education that instituted three categories of activities for learners as follows (Okedera, 1986): general literacy programme in which students were taught basic Hausa, Arabic, numeracy, hygiene, and civic; workers literate programme; voluntary literacy centers in which clubs

organized activities generally towards literacy. Thus, many non-governmental agencies designed so many programmes for manpower development in adult literacy and post-literacy education programmes, although with different operational strategies.

MANPOWER UTILIZATION IN ADULT LITERACY PROGRAMMES

Manpower utilization relates to how the developed manpower of an organization is used in the performance of the functions for which it has been developed. Manpower utilization is a major component of human resources development; its development is both an input and a result of utilization. Human resources in any organization are developed so as to utilize them effectively to achieve organizational objectives. Similarly, the area in which developed manpower will be utilized determine the nature, form, timing and funds invested in developing it (Taire, 1992). In addition, Imhabekhai (1998) viewed adult literacy instructors' roles as significant, and how well they perform these roles influences to a great deal the level of performance of the Agency. Consequently, he suggested the need for an appraisal of adult literacy enrolments, vis-à-vis the number of available instructors for the various programmes in order to ensure efficient and effective utilization of manpower.

In the study carried out by National Commission for Mass Literacy, Adult and Non-Formal Education (NMEC) in 2008 in the area of the quality of adult learning and education, provision, participation and achievement, it was reported that between 1997 and 2008, there were more women in basic literacy classes than men. In addition, many States did not attach much prominence to the participation of the girl-child in non-formal education.

The appraisal of the mass literacy education programme and its human resource development revealed its utilization in the following areas:

1. The programme has helped to improve the socio-economic status and living standards of the participants: The functional Literacy Programme (UFLP) integrated participants literacy needs into their existing income generation or livelihoods activities; this enables the participants to appreciate the value and relevance of literacy skills training as an important instrument of socio-economic development.
2. In Nigeria, there is a plethora of NGOs and Community Based Organisations (CBOs) operating in many communities. These associations are viable avenues for disseminating literacy programme in a cost-effective and relevant manner. Aderinoye (2002) indicated that the increase in primary school enrolments in three States of Kwara, Niger and Oyo is as the result of large number of women graduating from literacy classes. These women

organized themselves into mobilization groups when it was time for the registration of children and wards in school.

3. The two way approaches of 'each-one teach-one' or 'pay-for-the-teaching-of-one' adopted by the (NMEC) raised the consciousness of the population in general, leading to the effective participation of both literate and illiterate in the drive for literacy for all. Examples of effective practices and innovative literacy programmes across the States include: Training and retraining of facilitators through seminars and workshops; Each-One-Teach-One or fund the teaching of one (EOTO); Basic, Post and Qu'ranic Literacy Education; LGA chairmen are employing and paying more Part-Time instructors to facilitate the implementation of EOTO; The use of interactive teaching and learning to facilitate adult learning and education; Establishment of functional literacy/vocational centres for girl-child and youth; Functional literacy programmes at women centres; Integration of emerging issues such as health into literacy curriculum; The long vacation home craft programme for women; recruitment of additional supervisors to improve quality of monitoring and evaluation and Mainstreaming of learners into the formal system.

4. Neo-literates in some communities, particularly rural ones, emerged as facilitators in the developmental process, serving as Secretaries of cultural and social groups, Secretaries of 'butchers' association in some LGA and some were appointed customary court judges, (Laoye, 1999). The literacy programmes led to the discovery of common ailment which for years had gone undiagnosed. In the UNIVA literacy programmes some participants could not read or see because they had river blindness. This led to the invitation of Health Experts that discovered Onchocerciasis disease; more than one hundred thousand people were cured of blindness.

5. The integration of life skills and credit facilities into the UNIVA women literacy programme afforded participants the opportunity to acquire skills in dyeing, tie, and candle, and pomade making. The women's group after graduating pursued small scale business which has empowered them as the controller of the future.

6. In the prison literacy experience, some discharged prisoners were found integrating into society without fear as a result of skills acquired through the functional literacy programme of the Baptist convention. Carpenters, as well as cloth weavers emerged from the prison programme considerably better off than their counterparts who never went to prison but failed to pursue education.

7. Another major impact of the literacy programme on the participants was the innovative practice of appointing exceptionally capable neo-literate as instructors under the programme 'train- them- to teach their peers'. In the process, the outstanding students were exposed to a four week orientation programme leading to the understanding of characteristics of adult learners and

adult teaching methods. The programme has been found to be very successful, as other participants were always working hard to be selected for future programmes.

The research findings, Egbezor and Okanezi (2008) reveal specifically that non-formal education serves the industrial sector by training its much needed manpower. According to the research report, skills acquisition centers in Rivers State has been training participants in various skills and trades, besides, most of the skills provided by formal technical schools are also taught in non-formal education programs. The study reveals that the skills/trades learnt enhance procurement of employment since the Trade Test Certificates issued to graduates of non-formal educational programs could be used to seek employment in either the private sector or public parastatal. Invariably, such knowledge or skill acquired could be used for self-employment if the person so desires, implying that a graduate of non-formal education programme could be self reliant, and even become an employer of labour.

Apart from the forgoing reports, non-formal education improves efficiency and effectiveness of people already employed. The various in-service trainings of workers, the training and retraining of staff through workshops and seminars attest to the findings of this write up.

Challenges

1. The major weakness with some of these literacy campaigns is that they are not closely linked to adults' working life, or their basic needs for economic and social development and empowerment. Rather than provide adults with functional literacy skills, which would have stimulated positive future perspectives, the programmes are reduced to basic literacy which failed to provide them with knowledge for self-fulfillment and improved living standards.

2. Notwithstanding its strength and successes over the years UNIVA and other agencies for adult literacy education faced a number of challenges (Aderinoye, 2007). These include the withdrawal of participants due to time constraints, inability of some agencies to conduct a baseline study of what works and what does not, what livelihood activities most people are engaged in and what they wish to learn in order to enhance their livelihoods.

3. The position and mandate of the National Mass Education (NMEC) Commission is to eradicate illiteracy in Nigeria, but the issue of teacher preparation, recruitment, motivation and retention are vital to the success of its mission at the basic and post-basic literacy levels. Its continuing education, vocational education and women education programmes are faced with problems of inadequate personnel, facilities and non-payment of stipends to facilitators by some LGA Administrators among others.

4. Most of the adult education classes especially in post literacy programmes do not have instructors with skills and experience. In some situations an instructor handles too many learners in a class. In some State-assisted literacy programmes and in all the LGAs, large class-size makes the instructor less effective.

5. Furthermore, large percentage of the people is not mobilized for the programme in some communities. Community mobilization is at the level of leaders who do nothing to involve the Community. This negative attitude affects the provision of some materials that could be easily provided by members of the community and NGOs as well as the Community Based Organizations (CBOs). The level of participation is a function of the level of awareness created in the people.

Other challenges identified include the following:

- i) Public apathy towards adult and non-formal education as a route for acquiring basic literacy;
- ii) Weak curriculum as it does not sufficiently link literacy and numeracy to life skills and income-generation.
- iii) Severe dearth of baseline data and information of non-governmental private initiatives in Adult and Non-formal Education;
- iv) No mechanism for determining equivalence between formal education and non-formal adult training, thus, there is no competent technique was used in comparing levels of qualifications in formal education and non-formal training.
- v) Inadequate funding by State and Local governments to run adult literacy programmes.
- vi) Lack of incentives for facilitators.
- vii) Lack of mobility for effective monitoring and evaluation.
- viii) Lack of teaching/learning materials and facilities.
- ix) Inappropriate learning centres.
- x) Suspicion and skepticism on the part of religious leaders.
- xi) Lack of electricity and inadequate infrastructure.

These challenges have increased over the years as enrolment figures have expanded across the country.

RECOMMENDATIONS

1. Government agencies as well as NGOs should ensure continuity of literacy programmes by according non-formal education the recognition that is accorded formal schooling, so that the six objectives of the 'Education for All' adopted in Dakar (2000) may not become a mirage.

2. The continual reliance on self-reporting enumeration of literate citizens without a realistic literacy assessment survey will not augur well for the country's development as it will be difficult to know the actual number of people that are literate, their level of literacy and what language

they are able to read and write.

3. Community involvement motivates community's participation, in essence adult literacy programmes should be community driven and not donor or external agent driven.

4. Literacy assessment practices should not be limited to quantitative data collection; it should also be focusing on qualitative assessment as that is a reliable means of measuring impact of literacy on literates and their immediate communities.

5. The LGA and Communities where enrolment is high need to open more literacy centers to decongest the existing ones. Where enrolment is low, mobilization of illiterate adults for participation in adult literacy classes should be embarked upon.

6. There is need for national assessment of literacy practices with particular attention to adult literacy if the country is to present a realistic account of its Universal Basic Education achievement by year 2015 when the mid-term assessment of 'Education for All' (EFA) goals will be conducted.

CONCLUSION

The poor attitudes of the society towards adult and non-formal education as well as the government policies over the years neglected the adult and non-formal education contributions towards national development. Government has been in the forefront of championing the eradication of illiteracy in the country through various mass literacy campaigns. The non-governmental organizations and some other committed individuals as well, have to a certain extent complemented the efforts of the government towards eradication of mass illiteracy. However, the contribution of adult education to manpower development in Nigeria remains a subject consigned to imagination. This writer opines that proper appraisal technique should be developed for the measurement of the level of involvement of the targeted group, the outcome and post literacy achievement, particularly how neo-literates apply the gains of literacy and how they utilize the skills developed in all their endeavours for job creation and self employment.

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