

760194/2
Education Division Documents No.9

Adult Education in Tanzania

TILLHÖR



Sida

UTV

A review by Anders I. Johnsson, Kjell Nyström
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March 1983

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INTRODUCTION

SIDA has supported adult education activities in Tanzania since the 1960s. Swedish support has been used for the establishment of the Institute of Adult Education and of the National Correspondence Institution. The national literacy programme and related follow-up activities as well as the Folk Development College programme have been supported from their inception. At present, adult education activities are included in the current agreement between Tanzania and Sweden concerning support to the education sector.

During the annual review of the education sector support in October 1981, it was suggested and decided to carry through a study of the adult education programme in mainland Tanzania. The purpose of the study was to identify major factors, structural, institutional and others, which have been decisive in obtaining a successful implementation of the adult education programme in Tanzania. The study should primarily be geared towards information needs in Sweden but also to those of various Tanzanian and international bodies. A term of reference for the study was worked out jointly. The study took place in July and August 1982. The members of the study team were Mr Anders Johnsson (Lecturer, University of Stockholm, Department of Education, Stockholm, Sweden), Mr Kjell Nystrom (Senior Programme Officer, SIDA, Stockholm, Sweden) and Mr Rolf Sundén (Director, Skinnskattbergs folkhögskola, Skinnskattberg, Sweden).

About half of the time was spent in Dar es Salaam with meetings, tracing relevant information and the like. Two field visits were made. One was to Morogoro, where the rural district was studied. The other was to Mwanza, where the urban district was our main target. The methods we have applied in gathering the necessary data have mainly comprised interviews and a literature review of both primary and secondary sources. We have as far as possible tried to find our way to primary documents including reports encompassed by the administrative reporting system.

Adult education in its general sense denotes any learning situation in which adults take part. It can be of an informal nature, as when an adult learns something from a friend or colleague in an occasional, non-systematic way. It can take the form of a non-formal programme where a particular skill is acquired for a particular purpose, or it can consist of formal schooling for adults. The purposes of the education are diverse. At one occasion the aim is to learn how to read and write, at another to train a skill and at a third to study basic education. Adult education can take place almost anywhere, be it a working place, a school, a home, a street, etc.

In this study we have limited ourselves to review those adult education activities that fall under the Ministry of National Education and that have been, or are, supported by SIDA. This means that several important aspects of adult education in Tanzania are not covered by this study. We have not, for instance, dealt with the important cooperative education with its centre at the Cooperative Education Centre in Mbezi. Here we have to refer the interested reader to the relevant authorities in Tanzania and to the Swedish Cooperative Centre in Sweden. Another large area that is not treated in this report is the field of vocational training. Numerous courses are undertaken by a variety of organizations and institutions. In 1978 the Government of Tanzania, DANIDA, GTZ¹⁾ and SIDA jointly carried out a survey of vocational and technical education in Tanzania. The reader, eager for more information about this important field, is directed to the survey report "Vocational Training and Technical Education in Tanzania" (United Republic of Tanzania, 1978). Nor do we cover the important function that the Tanzania Library Service is performing. The reader is kindly referred to the TLS Administration in Dar es Salaam for information about its activities. Other areas, like workers' education and Kivukoni College, are only touched upon and again we have to direct those interested in more information to the relevant authorities.

1) German Agency for Technical Cooperation

The report sets out with giving some general facts about Tanzania. It then continues with a review of the political and theoretical basis for adult education. It goes on with describing the main components of the adult education system and the major achievements during the 1970s. The following chapter deals with the cooperation between Tanzania and Sweden in the field of adult education. After that, the main features of the adult education programme such as policies, administration and evaluation are examined. The review then continues with a comparison between two districts in Tanzania trying to identify some of the factors which have been of crucial importance for the successful implementation of the adult education programme. The review concludes, based on the description of the system and processes and the district comparison, with a discussion of the basic prerequisites for the implementation of adult education programmes.

We would like to express our gratitude to the Tanzanian officials in different ministries and organizations for their availability and for their readiness to provide us with material and information. In particular, we would like to sincerely thank Mr Z J Mpogolo, Mr Mapunda, Mrs Lowery and Mrs Kirega of the Directorate of Adult Education in the Ministry of National Education, Mr N Kihangu of the University of Dar es Salaam, Mr F Elinewinga and the staff of the National Literacy Centre and the officials of the education administration and the CCM in Morogoro and Mwanza for their assistance during our visit to Tanzania. We would also like to gratefully mention Mr G Andersson of the SIDA Development Cooperation in Dar es Salaam for his efforts in the preparations for the study and all others who, by offering their knowledge and experience as well as time, contributed to the realization of the review.

CHAPTER 1 SOME GENERAL FACTS ABOUT TANZANIA

In order to provide the reader with a Tanzanian context, we will in this chapter briefly describe the country and its development. The main source of information is Sidi (1980). In addition, Ministry of National Education (1980a) and Sidi (1981b) have also provided information.

The United Republic of Tanzania comprises 945 000 square kilometers. It consists of the Mainland, formerly known as Tanganyika, and the islands of Zanzibar, Pemba and Mafia. The climate is generally warm, Tanzania being situated close to the equator, but shows great local variations depending on the altitude. Rainfall varies considerably throughout the country with short rains during November and December and long rains from March to April/May.

The population of Tanzania is estimated at 17.5 million (1978), whereof 500 000 are to be found in Zanzibar and Pemba. The overall population density is 19 per sq km. The population growth is estimated at 3 % per year. The major cities are the capital Dar es Salaam (population 757 000), Mwanza (110 000), Zanzibar (110 000) and Tanga (103 000). Almost 90 % of the population live in rural areas. The main religions are Islam (30 %), Christianity (30 %) and traditional religions (40 %).

Tanzania is divided into 25 regions, whereof 20 are to be found on the Mainland. The regions are in turn divided into 96 districts. The lower administrative levels are divisions, ward and village. The wards number around 1 800 and the number of registered villages 8 200.

The highlands of eastern Africa are one of the oldest habitats of man. This part of Africa has always been attractive to man and during the 12th and 13th centuries the coastal area was colonized by Persians and Arabs. They founded small cities and engaged in commerce. In the 16th century, the Portuguese gained control of the area. They developed Zanzibar into a

centre for an extensive commercial empire with tentacles far into the middle of Africa. It was at this time that the slave trade became important causing war and migration.

At the conference of the great European powers in Berlin in 1885, Africa was divided into spheres of interest. The interior of what is now Tanzania Mainland was awarded to Germany and became known as German East Africa. It was during the German period that the large sisal estates were developed and coffee and cotton introduced. The foundation of the railway system was also laid at this time. At the peace conference in Versailles 1919, German East Africa became a British mandate under the League of Nations and the name was changed to Tanganyika. After the second world war the United Nations prescribed that Great Britain should actively prepare for the independence of Tanganyika. Reforms were introduced and political consciousness grew. In 1954 the Tanganyika African National Union was formed with Julius K Nyerere as chairman. The Party quickly gained a strong position and in the elections in 1958 and 1960 TANU won a definite majority. Nyerere was elected Prime Minister in 1960 and on the 9th of December 1961 Tanganyika was proclaimed an independent state. At the general elections in 1962 Nyerere was elected President of the Republic and has remained so ever since.

During the 1960s a mutiny broke out and could not be suppressed until British troops had been called in. At the same time, a revolution took place in Zanzibar and after intense negotiations Tanganyika and Zanzibar were united in 1964. These events led to an examination of what had happened and what direction the future development of Tanzania should take. The resulting Arusha Declaration, adopted in 1967, has been the cornerstone of Tanzania's development strategy. It points to a socialist society and emphasizes self-reliance. The Ujamaa villages are the focus for rural development in Tanzania and great achievements have been made, especially in the social sectors. A landmark in the development of the Party was the official merger of TANU and Zanzibar's Afro-Shirazi Party in 1977 into Chama Cha Mapinduzi (the Revolutionary Party). The elections that were held in 1977 at all levels of the

Party resulted in a rejuvenation and renewal of the cadres. In this process, the position of the Party was further strengthened and enthusiasm increased. In the beginning of 1978, CCM gained additional strength when the mass organizations were dissolved and re-established as subdivisions of CCM.

Tanzania, through President Nyerere, plays an important role as a spokesman for the Third World. It is active in the non-aligned movement and in the Organization for African Unity. Tanzania played a significant role in supporting Frelimo's struggle for liberating Mozambique. It was the leader for the so-called front states in the independence struggle of Zimbabwe and is very active in the movement for the liberation of southern Africa.

The economy of Tanzania is basically rural. The gross national product amounted to Tshs 24 500 million in 1979 giving a GNP per capita of some Tshs 1 400. The minimum wage in 1982 is Tshs 600 per month in urban and 460 in rural areas. 90 % of the working force was, in 1976, employed in the agricultural sector and only 2.5 % in the industrial. The main exports are coffee, cotton, sisal, diamonds and tobacco. The main imports are oil and high-technology products like chemicals, machinery and equipment. The substantial rise in oil prices and the general price increase of western industrial products coupled with stagnating export volumes have resulted in a very unfavourable trade balance leading to the present financial crisis. The main trading partners are EEC, in particular Great Britain, and USA.

The literacy rate was in 1981 estimated to be some 83 % of the population of ten years and older. In 1981 over 90 % of the school age population were enrolled in primary schools. There are about 18 000 inhabitants per doctor and 700 per hospital bed. Life expectancy was, in 1977, 47 years and infant mortality was 152 per mille in the same year.

In August 1982 one Tanzanian shilling was equivalent to DEM 0.65 or US \$ 0.10.

CHAPTER 2 THE IDEOLOGICAL AND THEORETICAL BASIS FOR THE ADULT EDUCATION PROGRAMME IN TANZANIA

This introductory chapter is based on two postulates. The first is that government actions in Tanzania are largely determined by political decisions. The importance of adult education can not therefore be adequately discussed without first making reference to the national ideology. The second postulate is that large scale literacy campaigns and similar programmes are most effective where social and political philosophies encourage both maximum mobilization of institutional resources and maximum participation by the adult population. On the basis of these two postulates, we will examine whether political decisions in Tanzania actually stimulate mobilization and participation.

Adult education was given high priority already in the pre-independence political movement. In accordance with the TANU¹⁾ creed the party members promised:

"I shall educate myself to the best of my ability and use my education to the benefit of all." (Nyerere, 1973, p 137).

After independence in the year 1961 adult education was emphasized in many political messages. The reasons were two: practical and - first and foremost - ideological. The practical view was expressed in 1964 by President Julius K Nyerere when introducing the first five year plan to the Parliament:

"First we must educate adults. Our children will not have an impact on our own development for five, ten or even twenty years." (United Republic of Tanganyika and Zanzibar, 1964, p xi).

1) Tanganyikan African National Union. In 1977 TANU was merged with Afro-Shirazi Party in Zanzibar to become Chama Cha Mapinduzi (The Revolutionary Party), CCM, which is the ruling party in Tanzania.

President Nyerere - Mwalimu¹⁾ - is probably unique among political leaders all over the world for his clear and highly developed ideas on education in general and adult education in particular. In several speeches and policy statements he has shown a profound understanding of not only the philosophy of adult education but also the practical scope and the day to day running of the teaching of grown-up people. This has a direct relation to the specific interpretation of socialism. Socialism in its Tanzanian context stresses - among other things - development, but not so much of things as of men:

"So development is for man, by man, and of man."
(Hall and Kidd, 1978, p 27)

and as a corollary:

"But man can only liberate himself or develop himself. He cannot be liberated or developed by another ... The expansion of his own consciousness and therefore of his power over himself, his environment, and his society must therefore ultimately be what we mean by development." (Ibid, p 27).

In a speech to the Dag Hammarskjöld seminar on education in 1974 Mwalimu stressed the idea of liberating education:

"The purpose of education is liberation through the development of Man as a member of society. The mind as well as the body of Man should be liberated by education, thus making him aware of his potential as a human being, living in harmony with his neighbours and his environment." (Nyerere, 1974, p 48).

and again in his opening speech to the International Council of Adult Education and Development in 1976:

1) Swahili for teacher. President Nyerere is a teacher by profession and Mwalimu is popularly used as his honorary title.

"..... The ideas imparted by education, or released in the mind through education, should therefore be liberating ideas; the skill acquired by education should be liberating skills. Nothing else can properly be called education. Teaching which induces a slave mentality or a sense of impotence is not education at all - it is an attack on the mind of man." (Hall and Kidd, 1978, p 28).

Also other political leaders in Tanzania have dealt with adult education. R Kiwawa, at the time Second Vice President, stressed in 1973 the importance of adult education:

"I have said that adult education is of paramount importance to national development; it would be more true to say that the two are inseparable." (Kiwawa, 1973, p 12).

It is thus clear that Tanzania's engagement in adult education has not come about haphazardly. On the contrary, it is strongly founded on a clearly defined ideological basis.

Mwalimu Nyerere, when proclaiming 1970 to be Adult Education Year, defined adult education as

"Learning about everything at all that helps us to understand the environment we live in and the manner which we can use and change this environment in order to improve ourselves." (Nyerere, 1973, p 138).

Thus the emphasis in this definition is on learning for change. There are no limits as to where and when education can take place:

"Education is not just something that happens in classrooms. It is learning from others, and from our own experience of past successes and failures. Education is learning from books, from the radio, from films, from discussions about matters that affect our lives, and especially from doing things. The question of learning by doing is very important." (Ibid. p 138).

It is significant that Mwalimu stresses non-formal education in its widest possible sense and that it implies purpose and change. And in this concept

"..... literacy is just a tool, it is a means by which we can learn more, more easily." (Ibid, p 139).

There is also another significant theme in the policy statements on adult education. From the Arusha Declaration in 1967 and onwards there has been an emphasis on the participation by the people in their own development. Democratic socialism can not be instilled from above. The people must understand their own power and their own capability for change. This has very clear implications on the adult education philosophy. If participation is a *sine qua non* for democratic socialism, then political education, and education to create awareness, is a goal in itself with relevance on all levels of adult education.

Another often repeated idea is that of lifelong education, summarized in the well-known slogan "Elimu Haina Mwisho" (Education Has No End).

Mwalimu summarized the aims and objectives of adult education in his famous New Year's Eve Speech to the nation 1969:

"In many ways.... the first objective of adult education must be to shake ourselves out of a resignation to the kind of life Tanzanian people have lived for centuries past. We must become aware of the things that we, as members of the human race, can do for ourselves and our country

The first job of adult education is to give us the ability to reject bad houses, bad jembes¹⁾, and preventable diseases: it must make us recognize that we have the ability to attain better houses, better tools, and better health.

.... The second objective of adult education is to teach us how to improve our lives. We have to learn how to produce more on our farms and in our factories and offices. We have to learn about better food, what a balanced diet is, and how it can be obtained by our own efforts... We need to learn about modern methods of hygiene, about making furniture for ourselves out of local materials, about working together to improve the conditions in our villages and streets and so on ...

¹⁾ Swahili for hoes

the third objective of adult education must be to have everyone understand our national policies of socialism and self-reliance." (Institute of Adult Education, 1970, p 1)¹.

As for the methodological side, President Nyerere has now and again returned to two different but nevertheless integrated aspects. As he stated in his booklet *Ten Years After Independence*,

"If we are to make real progress in Adult Education, it is essential that we should stop trying to divide up life into sections - one for education and one for work." (Nyerere, 1973, p 301).

Or as the Vice President Kawawa put it:

"People must learn as they do and also do as they learn." (Kawawa, 1973b, p 13).

The other side of this educational coin is the notion that we can all learn from each other. President Nyerere has stressed that it is within the context of

"... sharing knowledge that all the different techniques of teaching can be used." (Hall and Kidd, 1978, p 34).

The adult education programme in Tanzania is thus firmly based on a broad and well-defined view of how adult education can contribute to development. The emphasis has been on making adults aware of their realities and their ability to change these realities. As conceptualized in Tanzania, adult education is seen as a key to socialist development and as a means for people's understanding of the ideology and policies of the nation. Furthermore, it has a true humanistic content in which education as liberation of Man is stressed. But education has also been given a practical,

1) The version of the New Year's Eve Speech given in Nyerere's *Freedom and Development* differs slightly from that mimeographed by the IAC. We have used both sources in this chapter.

problem-solving approach. It has been noted that learning should not be separated from reality but be an integrated part of life. On many occasions political leaders have encouraged people to learn from each other and from experience. This adult education philosophy has been of immense importance for the success of adult education as a whole in the country.

CHAPTER 3. DEVELOPMENT AND ACCOMPLISHMENTS IN THE FIELD OF ADULT EDUCATION

Adult education has a long-standing tradition in Tanzania. It goes back to 1946 "when it was associated with community development but catering for ex-army people in welfare centres in towns" (Ministry of National Education, not dated, p. 2). The services offered were later extended to cover youth clubs, adult education and probation. In 1952 similar services were extended to rural areas and after Independence in 1961 there was an increase in the number of community workers dealing with adult education.

Already in 1965 it was estimated that there were some 7 240 literacy classes with over half a million participants. In addition there were 440 follow-up classes in English and Arithmetic with an enrolment of some 14 000 adults and 1 900 women groups with 110 000 participants. In 1969 there were around 600 000 adults who passed through adult education classes.

3.1 The Work-Oriented Adult Literacy Pilot Project

At the Tehran Conference of Ministers of Education in 1965 it was decided that a World Experimental Literacy programme should be launched by UNDP and Unesco. The overall aim of the Programme was to test the concept of functional literacy as an efficient means to make people acquire the three R's¹⁾, raise production, adopt better health practices, participate more in civic affairs, etc. Tanzania was one of the eleven, later twelve, countries that participated in the Programme. The Work-Oriented Adult Literacy Pilot Project (WOALPP) began its activities in four pilot areas in the regions around Lake Victoria in 1968. The project came to an end in 1972.

1) Reading, Writing and Arithmetic

The overall aims of the WOLPP, as expressed in its Plan of Operation, were

"to assist the Government of Tanzania in organizing and implementing a work-oriented adult literacy pilot project closely linked with vocational training, particularly in agriculture, and to train the national counterparts, supervisors and trainers of literacy teachers in the new approach and techniques of functional literacy" (UNDP, 1967, p. 5).

In quantitative terms the WOLPP trained about 13 500 persons the majority of whom were literacy teachers, developed seven primers¹⁾ with accompanying teachers' and demonstration guides, established 16 000 literacy classes with more than half a million participants. Furthermore, the project established 90 rural libraries and four rural newspapers, introduced a rural construction programme and set up, towards the end, a radio education programme. During the course of the project a pattern of evaluation was developed covering a feed-back system, evaluation of impact of activities and pedagogical evaluation.

Besides developing literacy material and supporting programmes the WOLPP had a very strong influence on the formulation and design of the national literacy campaign. Singh and Mbakile (1967) and Mpogolo (1980) list several measures that were adopted when the literacy campaign and the WOLPP were integrated in 1972. The decentralized system of selecting and training literacy teachers developed by the WOLPP was introduced on a national level as was the administrative field structure. Follow-up measures like rural libraries, rural newspapers and radio programmes were launched on a national scale. The method of writers' workshops was introduced throughout the country and the interministerial cooperation and coordination as practised in the pilot areas was continued.

1) Cotton I and II, Banana I and II, Rice I and II, Fishing I and II, Home Economics I and II, Cattle I and II and Political Education I and II.

3.2 The Functional Literacy Curriculum, Programmes and Materials Development Project

From 1973 to 1976 a Functional Literacy Curriculum, Programmes and Materials Development Project (CPMP) was in operation. The project was seen as a second phase of the WIALPP with the aim of supporting the national literacy campaign by, as enumerated by Singh and Mbakile (1976) and Mpongolo (1980),

- 1) elaborating and producing curricula, functional literacy primers and additional teaching and reading materials;
- 2) studying ways to improve the teaching and enrich the literacy class curriculum;
- 3) organizing and supervising the training of regional trainers' teams and supervisors;
- 4) developing and producing radio programmes as support to the literacy campaign;
- 5) carrying out continuous research and evaluation;
- 6) ensuring the retention of literacy skills gained and
- 7) ensuring effective follow-up action by national staff at all levels trained within the two projects, during its five years of existence.

The CPMP contributed to the national campaign in three major ways. As the name of the project indicates it was designed to develop curricula, programmes and materials. Following the TANU resolution of September 1971 directing that the functional approach should be used in the national campaign and that ill-literacy should be eliminated by 1975, the project revised the Cotton primers to suit the whole country and developed

another six primers¹⁾ with teachers' and demonstration guides. However, no actual problem surveys were carried out as an input to the process of curriculum design as had been done earlier. The project was also engaged in a series of training activities such as organization of radio programmes, rural libraries and rural construction as well as regional trainers' teams and courses in functional literacy for personnel from various ministries and institutes. As far as programmes are concerned, the CPMP was directly concerned with rural libraries, rural newspapers and radio programmes. A brief account of these supporting programmes and their development will be given later in this chapter.

On its termination in 1976 the CPMP was transformed into a National Literacy Centre (NLC). The functions of the NLC have largely remained the same as those of the two preceding projects. However, the emphasis of the Centre is on training of personnel engaged in literacy work as well as production and publication of literacy and supporting material. Furthermore the NLC is to act as a reference and research centre in the field of adult education.

3.3 The National Literacy Campaign

In Tanzania the emphasis in the field of adult education has been on literacy and related activities, which is seen as the first phase in the adult education programme. The implementation of the national literacy programme gained tremendously in momentum after the 1970 New Year's Eve speech by President Nyerere, in which he stressed the importance of literacy not just as a tool but "... almost the first step up this hill of modern knowledge, and the key to further progress" (Nyerere 1973).

1. Maize I and II, Coconut I and II, Cashewnut I and II, Mwezi I and II, Lubuto I and II, and Tea I and II

Further impetus to the implementation efforts was given by the TANU Biennial Conference in 1971. The Conference adopted a resolution to the effect that illiteracy should be completely eradicated by 1975. This ambitious goal, which emanated from the initial explosion in enrolment in literacy classes, was later revised to the eradication of illiteracy by 1981.

In the 1970 New-Year's Eve speech President Nyerere directed that illiteracy should be eliminated in six districts¹⁾ by the end of 1971. In the absence of defined criteria for attainment of literacy it was at the time²⁾ not possible to give any exact statements on the success of the campaign in the six districts. However, in the assessment of the results "statements do appear that some districts did manage to achieve the desired goal" (Mpogolo, 1980, p. 39). The most important outcome is seen by Mpogolo to have been the experience that the Ministry of National Education gained in organizing and implementing a literacy programme under varied conditions.

The literacy campaign on a national scale gathered momentum after TANU's resolution to wage a war against ignorance, poverty and disease. The first half of the 1970 decade experienced an explosive increase in enrolment from 261 000 in 1970 to over five million in 1975. The growth of enrolment is illustrated in figure 1. The identification and registration of illiterates prior to the literacy test in 1975, can clearly be seen.

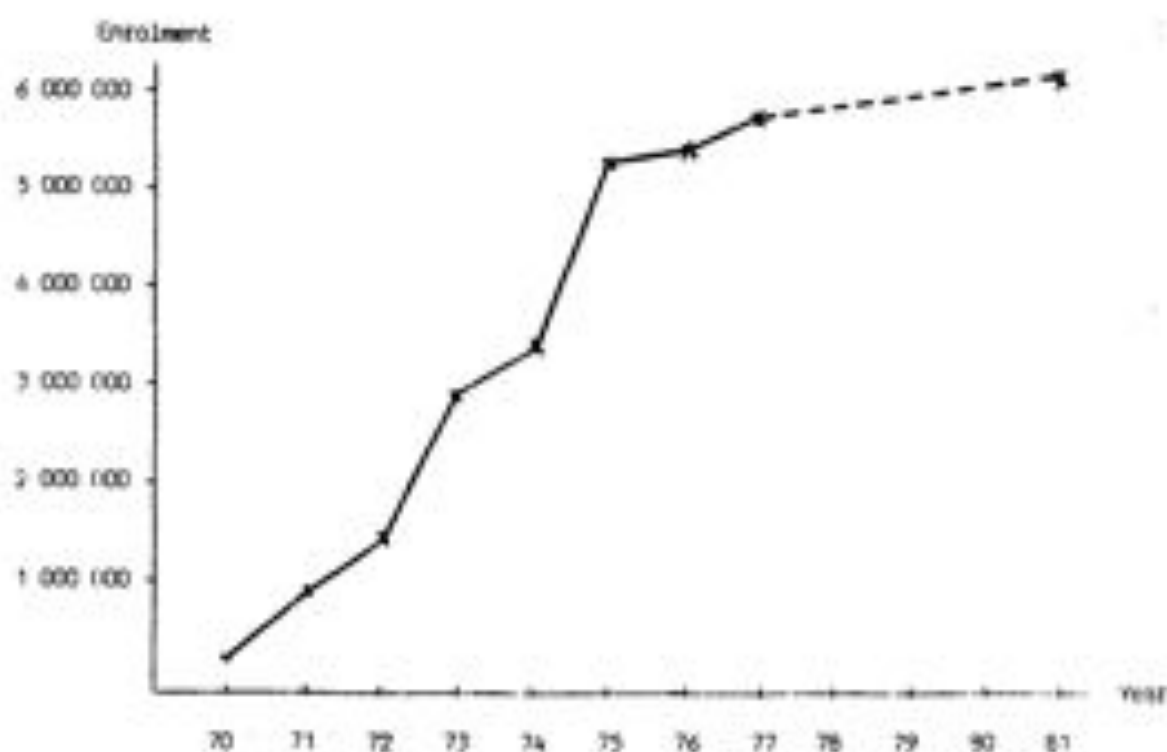
1) Ukerewe, Mafia, Kilimanjaro, Pare, Musasi and Dar es Salaam

2) A definition of literacy in the Tanzanian context was approved in 1974 (see Appendix 1)

Table 1 ¹⁾ Enrolment in literacy classes 1970-1981

Year	New registration	Male	Female	Total
1970				261 369
1971	646 982			908 351
1972	599 853			1 508 204
1973	1 481 706			2 989 910
1974	313 193			3 303 103
1975	1 881 819	2 287 921	2 897 061	5 184 982
1976	70 578			5 255 560
1977	564 052			5 819 612
1978				
1979				
1980				
1981		2 716 791	3 382 406	6 099 197

Source: Singh and Mbeile (1976), Mbogolo (1980), various National Literacy Centre documents.

Figure 1 Cumulative enrolment in literacy classes 1970-1981

1) It should be noted that available statistics and statistics provided us are unsystematically kept and often difficult to interpret. In many instances, statistics were not available: this blank spaces in Tables 1 and 2 and Appendix 6 (p 4, tables 1 and 3) indicate that the information was not available.

A corresponding, but somewhat slower, increase in the number of literacy teachers took place during the same period. As can be seen in table 2, the number of teachers increased more than ten times from 1970 to 1975.

Table 2. Number of literacy teachers 1970-1981

Year	Professional teachers	Voluntary teachers	School students	Others	Total	Participants per teacher
1970	7 643	665	1 639	2 992	12 939	20
1971	13 135	487	2 394	13 525	29 541	3
1972	33 903	46 865	4 031	3 307	88 106	17
1973	20 672	59 590	2 893	11 107	94 262	30
1974	13 289	79 648	4 469	10 267	107 673	31
1975	14 917	94 407	9 409	14 952	133 685	31
1976					172 185	31
1977					192 987	31
1978					207 000	
1979					31 550	
1980					70 504	
1981		86 274			154 152	

Source: Mpopolo (1980) and Ministry statistics

It is of interest to note the programme's increasing dependence upon voluntary teachers as it expanded, from a mere 5 % in 1970, the proportion of voluntary teachers rose to 71 % in 1975 and to 76 % in 1981. The voluntary teacher is typically a male between 20 and 25 years of age with a standard VII background working for 2-3 years in the programme. As a reward for their services the voluntary teachers receive an honorarium of Ish 30/- monthly. This amount is raised to Ish 60/- as of July 1982.

Literacy examinations have been held in 1975, 1977 and 1981. On the basis of the examinations the participants were divided into four levels. The attainment of levels three and four implies that the successful ones can read, write and do simple arithmetic. A person achieving level III is considered to be a literacy graduate and someone reaching level IV is functionally literate. (For an elaborate definition of the four levels see Appendix 1.)

In the 1967 population census the illiteracy rate was estimated to be 67%¹⁾ or 5.5 million illiterates out of a population of 8.2 million adults²⁾. The test in 1975 showed that 3.9 million remained illiterate giving an illiteracy rate of some 40 %. The 1977 test results indicated a further reduction of the illiteracy rate to around 30 % and in 1981 the test results showed a decrease to some 20 %. Thus, the ten years of literacy work in Tanzania shows impressive results. A total of 3.6 million persons have become "literacy graduates". A reduction of the illiteracy rate from 67 % (or more) in 1967 to as low a percentage as 20 % in 1981 is a truly remarkable achievement that undoubtedly provides a sound basis for implementing and strengthening development efforts in Tanzania.

1) It should be noted that in the 1967 census a person was registered as literate if answering in the affirmative when asked if he or she could read and write. The definition of literacy used in the literacy tests and the criteria for deciding the level are more precise and exacting. When taking this into account, it can be assumed that the accomplishment in 1975 as compared to the situation in 1967 is greater than indicated by the figures presented.

A certain amount of uncertainty is attached to the estimates of illiteracy rates based on the literacy test results. This is evidenced by the 1978 population census, which shows higher illiteracy rates than those reported after the 1977 literacy test.

Illiteracy rates according to the 1978 population census

Region	Urban			Rural			Total		
	M	F	I	M	F	I	M	F	I
Mainland Tanzania	15	40	17	38	64	52	35	61	49
Mwanza	16	41	19	45	73	59	41	70	54
Morogoro	17	42	19	31	57	44	28	55	41
Kagera	15	34	23	35	59	47	34	58	46

2) Ten years of age or more. This age-level has been taken because the official policy of the campaign was to enrol all illiterate persons of eight years and above.

Table 3 Results of the literacy tests in 1975, 1977 and 1981 (in millions)

		1967	1975 ¹⁾	1977	1981
A Population, 10 years and above	M	3.95	4.80	5.15	6.1
	F	4.21	5.10	5.40	6.1
	T	8.16	9.90	10.64	12.4
B Estimated illiterates, 10 years and above	M	2.12	2.54	1.61	1.32
	F	3.13	3.31	2.40	2.07
	T	5.45	5.85	4.02	3.39
C Participants achieving levels III & IV	M		0.90	0.45	0.49
	F		0.96	0.35	0.40
	T		1.91	0.81	0.91
D Remaining illiterates	M		1.61	1.20	0.82
	F		2.34	2.07	1.65
	T		3.95	3.28	2.48
E Estimated illiteracy rates (%)	M	54	54	28	18
	F	80	46	38	26
	T	67	40	31	20

1) It appears that a minor error was made in the compilation of the results of the 1975 test. When adding the estimated number reaching level II of those not taking the test to those known to have reached level II, the sum obtained is short by 52 353 females, giving a slightly lower estimated illiteracy rate for females and totally (see Moskile, 1976, p 35).

Sources: Calculated from Moskile (1976), National Literacy Centre (1980a), Ministry of National Education (1981).

Besides the impressive result of lowering the illiteracy rate to 20 %, the national literacy campaign has had several other important effects. People in general have become aware of adult education and its potential benefits. The momentum gained in this way is by some considered as the greatest achievement. It is now possible for the Government to introduce new adult education programmes with relatively little effort and to have them run smoothly. An elaborate infrastructure, both political and administrative, has been developed to mobilize people and implement programmes. People's awareness of adult education coupled with the skills acquired through participation in the national literacy campaign have made them ready to accept and participate in mass campaigns and other types of adult education programmes.

The national literacy campaign has also provided a basis for disseminating information through mass media in a manner previously not possible. The campaign has made it possible for people to understand information, discuss it and submit comments and proposals. It has, for instance, been suggested that the movement into villages would not have been possible, had not the literacy campaign encompassed as many people as it did. The campaign has also contributed strongly to the feeling of national unity, amongst other things through the spreading of the national language Swahili. Furthermore, the campaign has acted as a booster of the attendance in primary schools, thus facilitating the introduction of universal primary education.

3.4 Supporting programmes

One of the major problems lying ahead of Tanzania is to prevent the newly literate to relapse into illiteracy. To overcome this problem, a series of supporting programmes and activities have been designed and elaborated. These programmes include rural newspapers, rural libraries, rural films and radio education. The programmes were to a large extent experimented with in the two functional literacy projects mentioned above. On the basis of the experience that was gained in the two projects, the supporting programmes were launched on a national level. These programmes are considered as essential components of the literacy campaign and a natural ingredient in the policy of life-long education adopted by Tanzania.

3.4.1 Rural newspapers

Already during the Work-Oriented Adult Literacy Pilot Project four rural newspapers were introduced, one for each of the four pilot areas. These newspapers were amalgamated into one, *Elimu Waia Mwinde* (Education Has No End), in 1974. During the second half of the 1970s, the number and circulation of rural newspapers have steadily increased as an important element in the creation of a literate environment. At present

seven rural newspapers are distributed in as many zones (with three regions to a zone). Six of the newspapers are printed in 25 000 copies and *Elimu Haina Mwisho* in 50 000¹⁾. Each copy is sold for 20 cents. The newspapers contain four pages with national, and sometimes international, news on page one, the second and third pages carry local news. In addition the third page has an editorial and letters to the editor. The fourth, and most important, page contains informative and educative articles concerning modern agricultural practices, better health, "do it yourself" exercises, etc.

A number of studies concerned with the rural newspapers has been carried out (Singh and Mbakile, 1976 and 1978c; National Literacy Centre, 1978d; and National Literacy Centre, 1982). The studies were mainly intended for programme feedback. From the studies it is, however, clear that the rural newspapers have an important function to perform. A large number of newly literates, around 75 %, regularly read the rural newspapers and many of the readers were enrolled in literacy classes already in the first half of the 1970's.

The study carried out by the Ministry of National Education (1982) concerning the supporting programmes showed that almost 90 % of the respondents were familiar with the names of their respective newspaper. Eight of ten respondents also said that they read the paper. As to the newspaper itself, almost two thirds of the respondents thought that the price of the newspaper was reasonable and just over half preferred the current size of the letters and format of the paper.

3.4.2 Rural libraries

The first rural libraries were established in 1968 under the Work-Oriented Adult Literacy Pilot Project. All in all ninety libraries, some of them with accompanying discussion groups, came into operation during the life of the project. By the end of 1975 there were 130 libraries in the six districts.

1) *Elimu Haina Mwisho* is usually printed in 100 000 copies but due to a temporary shortage of paper, the production has been 50 000 copies since July 1981.

encompassed by the Functional Literacy Curriculum, Programmes and Materials Development Project. The aim is to have one library in each village, i.e. around 8 100, with at least 200 titles in not less than two copies each. The number of libraries has gradually increased and at present there are 2 900 rural libraries with a total of two million books. In charge of the library is a librarian, who receives less than one week's training and is paid an honorarium of Shs 60/- monthly¹⁾.

Although the rural libraries are part and parcel of the important follow-up programmes, they have not been investigated as much as the rural newspaper programme. In 1975 a field investigation was conducted in the pilot districts of the CPHP (Kalaule, 1975) and in 1982 the rural libraries were included in the study of supporting programmes (Ministry of National Education, 1982). However, there is an elaborate reporting system developed for the rural libraries with four forms to be filled quarterly. The forms contain questions relating to inter alia the stock of books, utilization of the library and equipment and material received.

The 1975 study took up seven major aspects of the rural library programme. It was found out that the librarian was between 15 and 25 years of age, predominantly male, engaged in farming and had an educational background of standard 7 or 8. The majority of the libraries were kept open three times or more per week for about four hours at a time. The average number of users was as low as 20 borrowing one book per month. In three of the districts investigated more than 70 % of the library members were either literacy participants or literacy graduates. However, in the other two districts 8% and 6% percent respectively had primary education or above.

About one third of the libraries had discussion groups which met on average twice a week. This tallies with the finding that only 34 % of the readers interviewed were members of discussion groups. Not more than two thirds of the libraries had received the rural newspaper *Elimu Haina Mwinso*, but only

¹⁾ As of July 1982 this amount has been raised to Shs 90/- per month.

20 % of the interviewees mentioned that they had read it. The Kisumu kwa Radio (Literacy by Radio) programme was well known. Three quarters of the readers said they knew about the programme, but no more than 40 % of these actually had listened to Kisumu kwa Radio. It can thus be concluded that, at the time of the study, the complementarity of the various supporting programmes were not fully utilized.

In the study of the supporting programmes carried out in 1982, it was found that two thirds of the respondents had a rural library in their respective locality. An equal number of respondents understood the purposes of the rural libraries, which should be seen in the light of the fact that almost three quarters of the respondents were adult learners. This finding corresponds closely with that of the 1975 study. Of the adult learners one third were in stages three and four.

A little less than half of the rural libraries are located in primary schools. Although the rural libraries began to be established on a small scale already in 1968, it is not until recently that the programme has accelerated. This was confirmed by the 1982 study in which it was found that 40 % of the libraries were launched in 1980 or later. The books most frequently borrowed are those pertaining to subjects like agriculture and political science. This finding may, however, be a result of the range of books offered rather than the preferences of the library members.

3.4.3 Radio Education Programme

A third important component of the supporting programmes is the radio education programme. It started on an experimental basis in three phases in January 1974 as part of the CPMP and was launched on a national level later in the same year. The series of programmes that formed the first motivational phase of the experiment were based on two profile surveys carried out in March and June 1973. An evaluation of the first phase (Mbukile, 1974b) showed that attendance in the radio listening groups was rather low (37 %) and that the concept of functional literacy was not clearly understood. The evaluation also showed, however, that radio programmes were an effective means of

communication and a facilitator of cooperation at the local level. The second and third phases continued the motivational aspects but were characterized by a stronger teaching content. The experiment showed that radio education programmes created awareness of and interest for the literacy campaign, increased attendance in literacy classes and improved teaching in classes. The experience of the three phases also showed that leaflets and other printed material directly related to the programmes "greatly enhance and reinforce the radio programme" (Singh and Mbakile, 1976, p. 79).

The radio education programme consists of three programmes. The Kisomo kwa Radio (Literacy through Radio) programme is broadcast every Monday and repeated on Wednesdays. The target group are those enrolled in literacy classes. The broadcast lasts for 30 minutes and covers aspects such as skills of the three R's, health, agriculture, community development, civics, political education, rural construction and questions for discussions. A second programme, Mwalimu wa Mwalimu (Teachers' Training Programme), is aimed at the voluntary teachers. It is broadcast for fifteen minutes every Wednesday and repeated on Thursdays. It covers a wide range of pedagogical and subject matter aspects. To support the literacy teachers, a Teacher's Handbook is provided. It outlines programme content and gives suggestions for post-broadcast discussions.

A third programme directs itself to the post-literacy participants and is called Jiendeleze (Let Us Develop Ourselves). It lasts for thirty minutes and is supposed to be broadcast once a week with one repeat. During the first year of its existence, 1979, it was, however, broadcast 17 times and in 1982 the scheduled programmes number 26. The content of the programme is similar to that of Kisomo kwa Radio programme.

The latter programme contained songs sung by literacy and adult education classes and others. The songs immediately became popular and in order to maximize their impact a thirty minute music programme, Nyimbo za Kisomo (Songs for Literacy), broadcast twice a week, was introduced in 1974 and terminated

in 1977. The programme was motivational in nature aiming at encouraging participation in literacy classes and promoting the concept of life-long education. It also publicized the various competitions that were part of the promotion of the national literacy campaign.

These promotional activities were associated with the International Literacy Day. In 1974 there was a National Literacy Song and Poem competition with prizes awarded on 8 September. The success of the 1974 competition led to a series of competitions in 1975 in song performance, slogan writing, book writing and poster design culminating in the announcement of winners on 8 September 1975.

3.4.4 Film education

This supporting programme started in 1972 with four vans especially equipped to show films in villages. To date, every region has been provided with one film van. Experience has shown, however, that it is a rather expensive enterprise. It has also proved to be difficult to have the film vans in continuous operation and several of them are at any given time out of order.

The basic organization providing films is the National Film Library, which at present has some 350 film copies in stock. The films can be borrowed from the Library free of charge. The Ministry of National Education has since 1976, in collaboration with the Tanzania Film Company, produced *Mbio za Jukumu* (The Struggle with Purpose) and *Ujinga Manyima Nafasi Tanzania* (Eradication of Illiteracy in Tanzania). Another two films, *Adult Education* and *Education is Work*, have been completed and a third, *Ten Years of Adult Education*, is in the process of being finalized.

The film education programme is somewhat different in character compared with the other supporting programmes. It is more motivational in nature aiming at persuading people to enrol, and remain, in literacy classes, and at convincing people of the value of the three R's. In the study carried out by the Ministry of National Education (1982) during the first half

of 1982, film education was one of the supporting programmes that was covered. It was found that not more than one fourth of the respondents were aware of the existence of the film education programme as a supporting programme, although two thirds had seen a film more than once. Almost 80 % of the respondents mentioned that the film operators provide information about the film that is shown. The films are displayed at school premises, football ground or similar as most place have no halls or special rooms for showing films. The study also included a review of the condition of the film vans. Of the twenty film vans existing, only six were in good working condition. The remaining vans, ten had either a faulty generator or projector and four were completely out of order.

3.4.5 Work-oriented projects

The work-oriented projects are attached to local centres and aim at transmitting both literacy, political education and skill training. Four types of projects have been developed, one each in agriculture, crafts, domestic science and health. The plan is to introduce at least one project in each ward.

It is in connection with these projects that post-literacy courses are arranged. The responsibility for both administration and finances is placed with the local authority.

Many of the projects commenced their activities in 1972/73 after successful experiments in the regions around Lake Victoria. The main objective of the projects are to transfer skills and knowledge enabling adults to perform their daily tasks more efficiently. Although production is an integral part of the projects' activities, they are not intended to be profit making. Sharing of tools and teachers are whenever possible done with other facilities in the locality. Both qualified teachers, i.e. those with a certificate from a college, and voluntary teachers, usually local technicians, are engaged in instructing both adults and post-primary students at the centres.

The development has been considerably slower than anticipated. The plans were to have some 1.7 million participants already in 1975/76. However, towards the end of the 1970 decade around 2 500 centres had been established with ten to fifteen participants each, giving a total of some 90 000 taking part in the work-oriented projects. The projects are mainly centred around home economics (ca 1 000) and crafts like carpentry (ca 550), tinmithery (ca 400) and brick work (ca 220). There are also projects concerned with agriculture and poultry, saw milling, fishing and shoe making. Some 50 projects have developed into small industries within the Small Industries Development Organization (SIDO). The limited funds that are allocated to the projects are used to purchase raw materials and tools. For the home economics centres, sewing machines have been distributed throughout the country.

3.5 The post-literacy programme

In Tanzania post-literacy activities are considered to be the second step in the adult education programme. With the increasing number of literates in the country the enrolment in post-literacy classes has increased dramatically during the second half of the 70's. From a mere 140 000 participants in 1976 the programme attracted some 1.3 million in 1981.

The post-literacy programme comprises subjects similar to those offered in the regular school system. It consists of three stages called V, VI and VII. To support the programme some 5.7 million books have been printed for stage V in eleven subjects¹⁾. To this number should be added some 1.3 million teachers' guides. As far as stage VI is concerned, all the eleven books that are foreseen have been written but only Mathematics, English and Home Economics have been printed. During a writers' workshop in 1981 twenty manuscripts for stages VI and VII were evaluated. A series of writers' workshops were also held in 1981 for rewriting a number of books for these stages as well as supplementary material.

1) Swahili, Agriculture, Political Education, Mathematics, Home Economics, Handicraft, English, Political Economics and Health

Due to the level of the post-literacy courses, and their more formalized nature, the teachers have higher formal qualifications than those usually engaged in the national literacy programme. The teachers are normally primary school teachers and secondary school students. In work places, civil servants or other workers are engaged in the teaching of post-literacy classes. Primary school leavers are also given long courses in Folk Development Colleges to enable them to perform as teachers of adults. The Ministry of National Education has decided to reorganize the post-literacy programme from stages V-VII into low, middle and high level stages. This is partly to avoid the comparison with primary school standards. Furthermore, the number of books in each stage will be reduced to six books as experience has shown that it is not usually possible for participants to finish all eleven books during a two-year period. Attention will also be given to semantic analysis of the language in the books for the new stages, something which did not receive proper attention when writing the present books.

3.6 The Adult Education Printing Press

Within the Directorate for Adult Education there is a Printing Section which is in charge of the Adult Education Printing Press. The Press was established in connection with the Work-Oriented Adult Literacy Pilot Project in 1971. Originally one printing machine was installed as this was deemed sufficient for the production of simple reading material and primers for literacy classes. In 1975 the Press was expanded to four machines and in the next few years another two were added. The Press has also equipment for binding, layout and setting as well as reproduction.

The installed capacity of the Adult Education Printing Press amounts to 36 million impressions per year. In 1980/81 not more than 32 % of the installed capacity was used for printing books, rural newspapers, brochures, literacy tests papers and stationery. In addition, books for rural libraries are supplied from the Press. Since the actual printing capacity is far below the theoretical, the Press has contacts with the printing press at the NCI and with private printers for utilizing their services.

The Directorate organizes under the supervision of its Literacy Section, what are called Writers' Workshops. This is done in cooperation with the Press. In reality however, it is the Press which organizes the workshops and ensures that technical and publishing know-how is introduced at an early stage in the writing process.

A major problem for the Press relates to storage facilities for paper and for printed books awaiting distribution. To help alleviate the problem the Ministry of National Education is in the process of acquiring a nearby building. Another constraint resulting in low production is the "imbalance between printing needs and installed machinery" (Pettersson, 1979, p. 64). Discussions have for some time been going on concerning the possibilities to upgrade the facilities of the Press through additional machinery and equipment as well as adaptation of existing buildings.

The present effort to increase the efficiency of the Press is, however, directed towards meeting the crucial "need for both enough and skilled personnel" (Pettersson, 1979, p. 71). To this effect the Management Advisor and the two instructors/technicians mentioned earlier have been requested. According to their job descriptions, the three specialists should also look into the physical facilities of the Press.

3.7 The Folk Development Colleges programme

Following the visit to Sweden in 1971 by a delegation from the Ministry of National Education and the subsequent study in 1974, the first Folk Development Colleges (FDCs) started to operate in 1975. The FDCs play an important role in the post-literacy activities implemented by the Ministry of National Education and are viewed as the third step in the adult education programme. The aim of the FDC programme is to offer courses in subjects directly related to the needs of the people in the villages. The main target group are those who recently have acquired skills in reading, writing and arithmetic. In addition to the provision of training in various skills, the FDCs are also supposed to be centres for village leadership education.

Already at the end of 1976, 37 FDCs had been established and by 1978 52 colleges were in operation throughout the country. Although the original plans were to start one FDC in each district by 1980, i.e. all in all 83 colleges, there are no definite plans for new colleges to be established. The Ministry of Finance and Planning recommended already in 1977 that the programme should be consolidated. The growth of the programme had been too rapid with insufficient funds for recurrent expenditure as a consequence. The consolidation phase, which still continues, has resulted in better and more adequate buildings as well as improvements in pedagogics and administration.

The FDCs offer both long and short courses. The long ones are of one to two years' duration and provide a full education in a skill combined with a number of theoretical subjects. The short courses are organized around specific skills in combination with more general subjects and aimed at special target groups. The courses are in the main concerned with subjects such as agriculture, craft, domestic science, book-keeping/accountancy and leadership training. Emphasis is on the educational and training needs of the surrounding community. The importance of cooperation with district authorities and nearby villages when developing curricula is stressed. Furthermore, the education should counteract the migration from rural areas to urban centres. The practical aspects play an important role in that 60 % of the time is devoted to practice and the remaining 40 % to theory. Self-reliance activities form an integral part of the FDC programme.

Both long and short courses are sponsored by the Ministry of National Education. The total number of participants in 1980/81 were 2 419 whereof two thirds were men and one third women.

Table 4 Number of participants in courses sponsored by the Ministry of National Education 1980/81

Subject	Long courses			Short courses		
	Men	Women	Total	Men	Women	Total
Domestic science		510	510	7	274	281
Craft	549	2	551	136	-	136
Agriculture	524	32	556	338	47	385
TOTAL	1 073	544	1 617	481	321	802

Source: SDA, 1981, p 25.

The FDCs also accommodate participants in courses and seminars run by other ministries and institutions. In 1980/81, 11 073 participants took part in this type of training. Of these 84 % were men and 16 % were women.

Table 5 Number of participants in courses sponsored by other bodies than the Ministry of National Education 1980/81

Ministry/Institution	Men	Women	Total
Prime Minister's Office	3 377	481	3 858
ODK/Mashirika	1 669	293	2 162
Rural Development Department	3 974	985	4 959
Religious Institutions	87	7	94
TOTAL	9 307	1 766	11 073

Source: SDA, 1981, p 25.

A major problem facing the FDC programme is the low utilization of existing facilities. The main reason for this has been the small allocation of recurrent funds. For 1980/81 the recurrent budget represented only around 25 % of the amount necessary for full utilization of the FDCs capacity. Together with courses sponsored by other ministries and institutions, the utilization rate in 1980/81 reached a figure of about 50 %. Measures have, however, been taken to

make it possible to utilize more fully the capacity of the FDCs. The recurrent budget for 1981/82 has more than doubled as compared with 1980/81 and for 1982/83 there is a 50 % increase over 1981/82. Agreements have also been made with the Prime Minister's Office and the Ministry of Agriculture to run courses at selected FDCs.

In April 1980 it was decided at the FDC principals' annual conference to carry out a study describing the whole FDC programme. The study was carried out in 1980. In its conclusion, the study points to the unsatisfactory situation with regard to trained teachers, the low utilization of existing capacity due to insufficient funds, the very low participation rate of the target group and the deficient collaboration with and involvement of neighbouring villages (Ministry of National Education, 1981 b).

3.8 Workers' education

Following the directive from the Prime Ministers' Office in 1973 to the effect that one hour a day should be set aside for the education of workers, two ministries were charged with the responsibility of carrying through a programme for workers' education. The two ministries were the Ministry of Labour and Social Welfare and the Ministry of National Education. In the latter ministry, a section of the Directorate for Adult Education is in charge of the academic side of education in industry and how it can be translated into action. In addition, the section should ensure that education acquired is retained.

In practice this has meant that the Workers' Education Section has organized literacy and post-literacy classes at working places. The result according to both ministries, is that illiteracy has been wiped out among permanently employed workers. Efforts are now being made in the Ministry of Labour and Social Welfare, in collaboration with the Workers' Education Section, to provide continuous education for workers.

3.9 Institute of Adult Education

The Institute of Adult Education grew out of the Department of Extra Mural Studies of the University of East Africa. The first extra mural tutor was sent to Tanganyika in 1960 from Makerere. In 1961 the Department of Extra Mural Studies became an integral part of the University College, Dar es Salaam. During its early stage, the Institute provided education for the already educated by organizing evening courses, public lectures and seminars in academic subjects. Under influence of a new adult education policy, and a group of Swedish tutors attached to the Institute, the emphasis started to shift in the late 60s. The change accelerated after President Nyerere's speech to the nation on New Year's Eve 1969. The Institute has more and more become an agency entrusted with the task to serve the whole adult education programme in various respects.

Although evening classes and other academic-type courses continue to be offered, other activities have been included and given high priority. An Act of Parliament in 1975 established the Institute of Adult Education as a parastatal under the Ministry of National Education. The act stipulated that the objective and functions of the Institute entailed provision of adult education services in five major areas, namely training of adult educators, correspondence education, research and, as previously, covering courses and seminars.

3.9.1 Training of adult educators

One of the objectives is to offer qualified training of adult educators. Hence a Diploma Course in Adult Education has been offered by the Institute since 1969. Originally the length of the course was one academic year but it has later been extended to two years. The annual intake is around 45 students. The diploma course is of an in-service nature, i.e. all students are already employed, or about to be employed, in the field of adult education.

Depending on the availability of classroom and other facilities a Certificate Course in Adult Education is planned to be started.

3.9.2 Correspondence education

The National Correspondence Institution was established in 1971. Since the start the NCI has registered 90 000 enrolments. The actual number of students enrolled is, however, lower, since many students register in more than one subject. Since 1971 25 000 students have obtained certificates of performance.

The Institution offers three types of courses:

- 1) Mass courses for Std VII leavers using Swahili as the medium of instruction;
- 2) Secondary School level courses and
- 3) Professional Courses such as management and administration, and book-keeping.

Since 1979 the NCI has met with a drastic decline in enrolment figures (1979 = 11 600; 1980 = 2 766; 1981 = 1 744). As yet, this drop has not been fully explained. A reasonable explanation for at least part of it is that new enrolments had to be withheld due to insufficient funds for printing and reprinting courses. Whether it accounts for the whole drop is still an open question. It has also been suggested, that the low efficiency of the NCI in correcting and returning exercises leaves students frustrated and prone to stop studying. Another explanation is that the textbooks, which students pay for, are not available and therefore students cannot properly utilize the teaching units. The low figures in the NCI enrolment might also fit into a pattern observable in other sectors of adult education: during the late 70s and early 80s part of the previous enthusiasm has vanished.

3.9.3 Training of UPE teachers

When Tanzania in 1974 decided to implement Universal Primary Education (UPE), the authorities faced one crucial problem: how and where to train more than 40 000 new teachers. The conventional method of using residential teacher training colleges would have been very expensive, not to mention the insufficient capacity of the colleges in Tanzania.

The National Adult Education Committee suggested, and the Government agreed, to use the adult education system. The training programme that was developed by the IAL, in collaboration with the implementing authorities, comprised correspondence and radio courses, teaching practice under the supervision of the adult adult education coordinators and short residential seminars. Out of the target of 40 000 graduate teachers, the programme has managed to produce 35 000 during a period of only five years. It has been calculated that the training of the same number of teachers through the regular teacher training system would have taken at least fifteen years. Furthermore, it has been estimated that the savings made by using a non-formal approach were almost Tshs 1 000 million.

Correspondence education has also been used for in-service teacher training and for education of the blind. So far, however, the most important contribution has been that of solving the crucial problem of basic training of a great number of new teachers in a short period using comparatively small funds. Correspondence education, when combined with other components, has in Tanzania proved to be an adequate and efficient teacher training method.

3.10 Mass education campaigns

During the last decade Tanzania has launched a series of mass education campaigns on various subjects using study group/circle methods. These campaigns have caught the interest of adult educators in many parts of the world as being "... one of the most interesting education projects to have taken place in Africa in recent years" (Hall, 1981, p 73). The Institute of Adult Education was the coordinator, and sometimes the initiator, of these campaigns.

The series started already in the late 60s on a very modest scale as a pilot project on basic economy in the Kilimanjaro and Mbeya regions. It proceeded with the popularization of the second five-year development plan (Kupanga ni Kuchagua = To Plan is to Choose), the presidential and parliamentary

elections (*Uchaguzi ni Wako* = The Choice is Yours) and the celebration of the first decade of independence (*Makati wa Furaha* = Time to Rejoice). The experience thus gained formed the basis for the first large mass campaign, the two-million-participant *Mtu ni Afya* (Man is Health) campaign and the second, still larger *Chakula ni Uhai* (Food is Life).

Hall gives an excellent description of the *Mtu ni Afya* campaign in *Contact*, June 1980. The following information is derived from his article. The objectives of the campaign were to increase participants' awareness, to provide information on specific ideas and to encourage group actions, all in order to make people's lives healthier. In addition to these aims the campaign was also intended to provide suitable reading materials for new literates.

The campaign was preceded by an 18 month planning period under the active guidance of a national coordinating committee which drew its members from several agencies concerned with health, education, and political matters. 75 000 group leaders were trained through a staged training system in 2 to 3 day seminars. The actual campaign ran for 12 weeks. It consisted of radio programmes broadcast weekly, booklets on health, a detailed leader's manual and, first and foremost, 75 000 study action groups throughout the country. These groups met every week to listen to the radio programmes, read the accompanying chapters in the booklet, discuss questions from the radio and the booklets, exchange experiences and agree upon actions to be carried out.

The campaign was supported in various ways. Assistance was given by health and party officials, posters were printed, textiles with the campaign symbols were produced and articles were issued in the national newspapers. Built into the campaign from the very beginning was an evaluation and assessment programme. Only one word is appropriate when summarizing the outcome of the campaign: success. 2 million persons participated in 75 000 study groups at the almost unbelievably small cost of US \$ 0.10 per group member. The national average attendance figure proved to be as high as

63%, i.e. almost double the figure as that of other adult education classes. Gains in knowledge and positive changes in health practices, such as digging and construction of pit latrines, clearing vegetation around the houses, boiling water for drinking, etc., were measured by evaluation teams.

The success of the *Mu ni Aye* and subsequent campaigns is primarily due to the unique innovation implemented and set up already existing, the nation-wide network of adult education coordinators and supervisors, paralleled by a similar network of health officers and other functional officers, and collaborating with party officials, could utilize the political structure created by TANU. One unintended outcome of the campaign was that the grassroots political structure seemed to have been strengthened, since the ten-cell leaders¹⁾ often served as group leaders.

Hill suggests in his article that the study group method with a group leader who is not a teacher but "first among equals" offers a realistic alternative to the much criticized - and very expensive - "traditional" student/teacher relationship.

The following mass campaign, *Chakula ni Uhai*, could be described in a similar way as the previous one, only that it was in many ways more complex. Food habits and growing patterns vary from area to area. The emphasis was on practical achievements.

The latest campaign was called *Misitu ni Mali* (Forests are Wealth). This campaign had a still stronger practical bias with the overall emphasis on afforestation. The theoretical part of the campaign was less stressed and few study groups were formed. But since a large number of trees were actually planted, it is nevertheless obvious that people understood the importance of afforestation (SIDA, 1982).

1) A ten-cell is the basic unit in the political structure and consists of ten households.

CHAPTER 4 THE COOPERATION BETWEEN TANZANIA AND SWEDEN IN THE FIELD OF ADULT EDUCATION

It all began some twenty years ago. In the early 60's the then NUTA (National Union of Tanganyika Workers) and ABF (Arbetarnas bildningsförbund, The Workers' Educational Association) discussed the possibilities of starting co-operation in the field of workers' education. ABF had already during the spring of 1960 presented a proposal for a workers' education project in Africa. The proposal was discussed with the workers' educational associations in Denmark and Norway as part of the close collaboration between the three associations. The plans were from the beginning centred on Tanganyika and with the taking shape of the Nordic-Tanganyika Project, the proposal was to become concentrated to Tanganyika. As a result of the discussions between the three associations, a formal request was made to Nämnden för Internationellt Bistånd (NIB¹⁾) in May 1963. The proposed project aimed at giving training to some 20 study circle leaders/tutors and organizers of adult education, particularly within the trade union and cooperative movement.

As a result of the intense debate going on in Sweden in the late 50's and early 60's about third world countries, development and foreign assistance, a government committee was appointed in 1961 to study the question of developing countries and Swedish assistance in the field of education. The general opinion at the time was that Sweden, through its many-sided educational system and wide experience of formal and non-formal education, had good possibilities to contribute significantly in the field of education (SOU, 1963:34, p 7). The committee suggested in its official report in 1963 that an adult education project, taken in the proper sense of the word (as compared to community development projects), ought to be considered (SOU 1963:34,

1) NIB was established in 1962 as the Swedish government agency for international assistance. In 1965 it was transformed into the Swedish International Development Authority (SIDA).

p 110). The committee went on by saying that efforts to obtain information based on experience must be considered to provide an essential platform for discussions concerning possible future projects (ibid, p 110). The findings of the report, combined with the desire of the Nordic workers' educational associations to contribute to the development of adult education, resulted in NIB appointing, in August 1964, a working group to examine "the whole question of possible projects in the area of adult education" (SIDA, 1966, p 10).

At about the same time, the first five-year plan in Tanzania was in the making. In the plan, adult education was emphasized as a major programme in development. The purposes of adult education were to increase production, particularly in agriculture, and to enable the citizens of Tanzania to participate fully in the development process. Efforts were also made to coordinate the hitherto scattered adult education activities. In 1964 the Ministry of Regional Administration and Rural Development made a substantial move towards pooling adult education resources. The government pushed for a major programme in adult education, but funds available were limited. In the planning of the programme, it became clear that foreign funds would be needed to implement it. The Institute of Adult Education (IAE) also pressed for a coordination of adult education activities.

As part of the mandate of the NIB working group, a delegation visited Ethiopia, Kenya, Tanzania and Uganda in 1965 to study major areas of adult education, and to draw up tangible proposals for cooperation. In the section relating to Tanzania in its report (SIDA, 1966 a, pp 35-44) the delegation described the activities of the Ministry of Community Development and National Culture including the National Advisory Committee. It also looked into the activities of the IAE as well as the Tanzania Library Service and the Radio Tanzania. The actual proposals of the delegation were discussed by the NIB working group and were, with slight modifications, accepted.

In its recommendations concerning Tanzania (SIDA, 1966 b, pp 35-45), the NIB working group stressed the importance of strengthening the Co-operative Education Centre in Moshi to enable it to increase the production of study material. The working group also mentioned the desirability of creating a post for a study organizer at the Nordic-Tanganyika Project at Kibaha. It was suggested that the study organizer should be attached to the IAE to be able to draw on the Institute's resources. As to the Ministry of Community Development and National Culture, the working group proposed that five posts should be established to assist the Ministry. One concerned the planning and administration of adult education within the community development programme, a second the production and publishing of printed material for adult education, a third assisting and advising on organizational and pedagogical matters at the Community Development Training Centre at Tengeru, and the remaining two planning and implementation of adult education activities at District Training Centres.

The recommendation of the working group relating to the IAE concerned technical assistance and technical and pedagogical equipment and material. All in all six posts were proposed. One editor was to be stationed at the Institute in Dar es Salaam, two lecturers/researchers in adult education at the Institute's premises at the University College and three resident tutors at the regional offices of the IAE.

The working group also made a general recommendation concerning correspondence education in Ethiopia, Kenya and Tanzania. The proposal concerned an analysis of the forms for limited and pedagogical support to correspondence education. This analysis was later to form the basis for the cooperation concerning the National Correspondence Institution.

Finally, the working group also made proposals concerning funds for fellowships and conferences/courses; equipment, buildings and technical assistance for the Tanzania Library Service; and technical assistance to the Radio Tanzania.

The recommendations related to the Ministry of Community Development and National Culture did not at the time lead to any action. But in 1966, a national programme of adult education, to be presented to international funding agencies, was prepared. The ensuing discussions with UNDP, which eventually resulted in the signing in 1968 of the plan of operation for the Work-Oriented Adult Literacy Pilot Project, also embraced the type of assistance proposed by the working group.

The proposals concerning technical assistance to the IAE resulted, however, in a request to SIDA in January 1967. The request followed closely the recommendations of the 1965 mission and called for two lecturers, one editor and four resident tutors at the IAE. SIDA considered the requested assistance well in line with Sweden's policy on development cooperation and, as it concurred with the recommendations of the NIB working group, granted the request. The contract of the first resident tutor began already in September 1967 and within two years another five tutors and one editor had arrived. The last Swedish resident tutor left his post in May 1975. All in all Sweden contributed with 373 person-months, or 31 person-years, during the period when the IAE was developed and consolidated (see Table 6 and Appendix 2). In addition, a total of SEK 2.6 million was disbursed from 1971/72 to 1974/75 for equipment and materials.

The National Advisory Committee decided in 1967, after discussions by the Council of the IAE and the Executive Committee of Kivukoni College, that an Institute for Correspondence (later named National Correspondence Institution, NCI) should be set up. The National Advisory Committee recommended that the NCI should be attached to the IAE and that technical and financial assistance should be sought from Sweden. A request to this effect was forwarded in October 1967. As with the request concerning support to the IAE, SIDA took a positive stand (SIDA, 1971, pp 28-31). SIDA agreed that correspondence education had many advantages in a situation like the one of Tanzania. It would provide educational opportunities for all those who lacked educational facilities. It would enable

a large number of Tanzanians to learn and be trained while continuing their employment. It was considered a comparatively cheap way to reach many students. It could provide relevant courses as opposed to the existing foreign, commercial correspondence institutes. The support to the NCI consisted of both equipment, buildings and technical assistance. Totally, SEK 7.5 million was disbursed from 1970/71 to 1976/77. During the last four months of 1971 five Swedish experts took up their assignments with the NCI. A sixth expert arrived in September 1974. Together the experts worked 137 person-months, or more than eleven person-years, during the first half of the 1970's (see Table 6 and Appendix 2).

Discussions between Tanzania and Sweden continued during the second half of the 1960's. Tanzanian enquiries were made as to the possibilities of further Swedish support in the field of education. In September 1970 SIDA decided to send a mission to Tanzania to study the adult education programme and to assess the possibility of future Swedish assistance. The mission was approved and welcomed by the Ministry of National Education. It visited Tanzania in November 1970 and presented its findings and recommendations in a report in January 1971 (SIDA, 1971).

This second Swedish mission came to the conclusion that

"Tanzania's key need and first priority in the field of adult education at present is the preparation of such a long-term plan, giving priorities, long- and short-term goals and detailed costs for the development of every single adult education activity of any significance in the country" (SIDA, 1971, p 53).

The mission report went on to recommend that one or more persons should be recruited for a period of 24 person-months and that 6 000 tons of paper should be provided over a five-year period. The mission report also recommended that "at a later stage, funds be utilized to meet more long-term needs" (SIDA, 1971, p 56).

Tanzania requested in 1971, principally in accordance with the recommendations of the 1970 mission, Swedish support to the adult education programme. In February 1972 an agreement was signed concerning 24 person-months of technical assistance, cash contributions to cover honoraria to literacy teachers and purchase of equipment during 1971/72 as well as provision of 6 000 tons of paper during a five-year period. A Swedish planning consultant assisted the Ministry of National Education during 1972 to work out plans for the adult education programme and the literacy campaign.¹⁾ In June 1973 a new agreement for 1972/73 concerning continued support to the adult education and literacy programmes was signed. The funds made available through the agreement were mainly used for payment of honoraria to voluntary teachers and for their training, for equipment to so called work-oriented projects and for the establishment and running of rural libraries. During 1974 Tanzania requested further Swedish support for the period 1973/74 - 1975/76 to the adult education and literacy programmes. The request concerned as previously honoraria to and training of voluntary teachers, work-oriented projects and rural libraries. In addition, funds were requested for the extension of the Adult Education Printing Press, for transport, radios and tape-recorders, production of films and film vans²⁾. All in all, Sweden's contribution to the development and implementation of adult education and literacy programmes during the period 1971/72 - 1975/76 amounted to SEK 59.7 million.

During the annual consultations concerning the financial year 1975/76 the Tanzanian delegation stated that Swedish assistance

1) Another two months were used when the same expert returned in 1974 to assist in planning the evaluation and follow-up of the adult education programme. Two months were used, also in 1974, on the request from the Ministry of National Education to recruit experts to take part in a study about the possibilities to introduce Swedish folk high schools in Tanzania (see below).

2) One project, rural newspapers, was deleted from the request as funds were secured from Norway, but has later been included in the cooperation programme with Sweden.

forthwith should be concentrated to the industrial and education sectors. When discussing the cooperation programme with Tanzania for 1975/76, the SIDA Board of Directors decided that the cooperation should be concentrated to inter alia larger projects or whole sectors. In September 1975 SIDA and the Ministry of National Education had jointly carried out a sector analysis (SIDA, 1975), which was used as the basis for continued discussions about cooperation in the education sector in the long term. Subsequently, Tanzania and Sweden entered into a five-year agreement with only the amount for the first year specified and the amounts for the following years to be decided at annual consultations. The agreement concerned continued support to the literacy and post-literacy programmes for honoraria, evaluations, courses and seminars, rural libraries, rural newspapers, rural film and paper. It also included support to the Adult Education Printing Press. During the five years of the agreement, i.e. 1976/77 - 1980/81, a total amount of SEK 36.2 million was disbursed, and in 1981/82 the support amounted to SEK 11.6 million.

In 1971 a Tanzanian delegation from the Ministry of National Education was in Sweden and studied the Swedish education system. The delegation was impressed by the Swedish Folk High Schools. On its return to Tanzania, the delegation recommended that a similar school form was established in Tanzania after necessary adjustments had been made. As mentioned above, Swedish experts were contracted in June 1974 to carry out a study on the introduction of Folk High Schools in Tanzania (SIDA, 1974 b). In late 1976 two Swedes arrived in Tanzania to assist the Folk Development College section (FDC) at the Ministry of National Education to plan and carry out the FDC programme. The two experts' assignments were one and two years respectively. In July 1979 a third expert took up his post and assisted the FDC section for a period of two years. In addition an Architect and Building Engineer joined the Project Implementation Section at the Ministry to deal specifically with the renovation and extension of FDC's. The engineer stayed for two years and a replacement arrived in February 1981. Thus, a total of 102

person-months of technical assistance have so far been allocated to the IDC programme. Since 1975/76, when the first disbursement was made, SEK 36.8 million has been made available to the programme.

Swedish support has also been given to the first two of the mass campaigns that have been undertaken in Tanzania. The "Man in Health"-campaign (Mtu ni Afya), carried out in 1975, received a grant of SEK one million and in addition 250 tons of printing paper. For the second campaign, "Food is Life" (Chakula ni Uhai), the support amounted to SEK 1.5 million. SIDA contributed significantly towards making the campaign possible by speedy decisions regarding the provision of printing paper and funds to meet the major portion of campaign expenditure. The funds were used for training, printing of study material, distribution, radio production and research. Another campaign that has received Swedish assistance is the "Forests are Wealth"-campaign (Miti ni Mali). For this campaign the allocation was SEK five million, which was used for printing campaign booklets, distribution, training and evaluation.

When discussing Swedish support to adult education in Tanzania, it would not be out of place to mention that the universal primary education programme has also received substantial Swedish funds. During the financial years 1977/78 - 1981/82 a total of SEK 61.5 million have been disbursed and used for the training of some 35 000 primary school teachers. The training methods applied were developed by the IAI, which also has participated actively in the actual teacher training programme.

Table 4. Swedish technical and financial assistance to adult education in Tanzania up to 1981/82

	Technical assistance				Financial assistance (SOK* 000)
	No of experts ¹⁾	No of person-months	No of consultants	No of person-months	
Adult education/literacy	1	12	2	2	107 494
Adult Education Printing Press	(3) ²⁾	(40) ²⁾	1	2	758
Folk Development Colleges	5	102	2	2	36 779
IAE	12	373	-	-	2 587
HCI	6	137	-	-	7 580
Mass campaigns	-	- ³⁾	-	-	7 482
TOTAL	24 (27) ²⁾	624 (684) ²⁾	5 ⁴⁾	6 ⁴⁾	162 680

1) At present there is only one Swedish expert, the Architect and Building Engineer for the FDC-programme, in the field of adult education in Tanzania.

2) 3 experts, one manager and two instructor/technician, are expected to arrive in September/October 1982 for assignments of 12 and 24 months respectively.

3) Technical assistance to the mass campaigns is included in the figure for IAE and amounts to some 40 person-months.

4) During July and August 1982 two specialists were in addition contracted for two months each by SIDA to take part in the review of the adult education programme. Furthermore one instructor/technician is to work with the Adult Education Printing Press for one month during October 1982.

Source: Svenskt bistånd i siffror and various SIDA sources.

CHAPTER 5 SOME MAJOR FEATURES OF THE ADULT EDUCATION PROGRAMME

5.1 Adult education policies

In Chapter 2 the ideological and theoretical basis for the adult education programme has been described. It has been shown that the underlying adult education philosophy is well defined and closely connected to development and to Tanzania's road to socialism. However, before the ideology can be implemented, it has to be translated into policy. If ideology is to be the guiding force behind development, there has to be consistency between ideology and policy. In this section we will look into some major policies related to adult education. We will begin with the main steering instrument: the five-year development plans.

5.1.1 Development plans

The First Five-Year Development Plan 1964/65 - 1968/69 stated that "The purpose of government expenditure on education must be to equip Tanzanians with the skills and knowledge which are needed if the development of this country is to be achieved" (United Republic of Tanganyika and Zanzibar, 1964, p xi). It is thus clear that training efforts should be directed to areas which may produce results in the present, not at later times. As a consequence of this policy, Tanzania's participation in the world experimental literacy programme was later included in the plan.

The Second Five-Year Development Plan 1969/70 - 1973/74 indicates a distinct break-through in adult education. Emphasis was put on rural development. Practical skills and political education was seen as important tools in this development. Literacy was to be included in response to popular demand. All primary schools were required to operate as adult education centres in addition to their previous duty of providing education for children. The schools were thus being transformed into community education centres. The general responsibility for the adult education activities of

the centres was to rest with the head master. Instruction was to be given by persons supplied by Ministries and organizations (in particular primary school teachers) and by individuals in the neighbourhood. It was consequently decided that voluntary literacy teachers should not be paid emoluments but honoraria of Shs 30/- per month.

The aim of the Institute of Adult Education was primarily to train adult educators. In the Second Five-Year Plan the Institute of Adult Education was also given the task to set up a National Correspondence Institution which could " serve literate but isolated persons throughout the country who wish to enlarge their knowledge and understanding, particularly in subjects of importance to national development" (United Republic of Tanzania, 1969, p 158).

The Third Five Year Plan for Economic and Social Development 1976/77 - 1980/81 related the educational services to the villagisation programme. In connection with adult education the plan sets forth the objectives and targets as to implement with more accuracy the policy of education as part of work, and to enable every Tanzanian to read and write so as to help them use this knowledge in their daily activities.

5.1.2 TANU resolutions

In the TANU biennial party conference in 1971, adult education was discussed both by Mwalimu Nyerere in his report on the development of Tanzania during her first decade as an independent state, and in resolutions which were passed.

The conference thus resolved that all literate people should come forward to participate in adult education programmes and that adult education should be part of work. The most radical resolution (number 22) directed that "Plans should be made so that Tanzania completely eradicates illiteracy by 1975 and that it should be normal to find adult education classes in all places of work ..." (TANU, 1973).

These resolutions, together with the President's previous challenge to six districts to eradicate illiteracy by the tenth anniversary of independence, laid the foundation stones for the literacy campaign. In July 1972 the Ministry of National Education issued its guidelines stating that illiteracy should be eradicated step by step by December 1975.

5.1.3 Workers' education

Following a Presidential circular in 1970, the Prime Minister's office issued a directive in July 1973 calling for all factories, parastatals, government offices, IANJ affiliates and East African Community institutions to implement workers' education. Workers' education was made compulsory in all work places mentioned above:

- a) all institutions must appoint a Workers' Education Officer;
- b) all institutions should set aside funds for carrying out the programmes;
- c) workers' education should be carried out during normal working hours for at least one hour per day;
- d) all workers must attend classes organized by their respective institutions as part of their obligation to work;
- e) labour officers in the Ministry of Labour and Social Welfare will have the right to inspect and supervise the implementation of workers' education programmes in all institutions and
- f) every institution must form a workers' education committee whose main function would be to review the programmes and advise the Workers' Education Officer on the workers' education programmes at the work place (Kasson, 1978, p 83-84).

Already before 1973 a Workers' Education Section was functioning within the National Institute for Productivity. However, as a result of the PM's directive a Division of Workers' Education was created in the Ministry of Labour and Social Welfare in 1974.

5.1.4 The functional literacy projects and the National Literacy Centre

As one of eleven projects within the World Literacy Programme, a project in functional literacy for illiterate adults was started in 1968 in the four regions around Lake Victoria. The emphasis was on work-oriented literacy primarily connected with basic agricultural skills. This functional approach was later integrated in the national literacy campaign.

Since the government wanted to preserve an institution for research and training, independent of the regular Ministry structure, the National Literacy Centre in Mwanza was established on the termination of the experimental project in 1976.

5.1.5 Incorporating adult education into the Ministry of National Education

Previously most adult education programmes were under the auspices of the Ministry of Regional Administration and Rural Development. The Ministry of Education was concerned with formal education. As a result of this division of responsibility, a sharp distinction was sustained between formal and non-formal education.

In order to facilitate an integration between formal and non-formal education, the responsibility of directing, administering and coordinating adult education was transferred to the Ministry of National Education (which was to become the new name) and a section (now Directorate) of Adult Education was established in November 1969. In 1972 the Directorate outlined the national adult education objectives in an operational manner:

"1) to mobilize the rural and urban masses into a better understanding of our national policies of socialism and self-reliance;

2) to provide leadership training in various aspects of life at all levels;

3) to eradicate illiteracy;

4) to give knowledge and skills in agriculture and rural construction, health and home economics that will raise the people's productivity and standard of living;

5) to provide follow-up education for primary and secondary school leaver: with the view of settling them in Ujamaa villages and

6) to provide continuing education to professionals at various stages in the form of seminars, evening classes, in service training programmes, correspondence courses and vocational training" (Kassav, 1978, p 19-20).

5.1.6 The establishment of Folk Development Colleges

As a third and very important step in the policy of eradicating illiteracy - the first being literacy programmes proper and the second post-literacy programmes - a Folk Development Colleges programme was initiated during the financial year 1975/76. Although the Folk Development Colleges have inherited ideas from the Nordic Folk High Schools, the main features lie clearly within the framework of the Tanzanian adult education policy.

The FDCs are eventually to be established in every district. They will train newly literate adults but also cater for educational needs of primary school leavers in both long and short courses. The students are supposed to go back to their villages after completing the courses. The training has a distinct,

practical bias. The need to integrate practice and theory is stressed with 60 % of the time spent on practical work and 40 % on theory. A high degree of self-reliance is desired.

5.1.7 Other important policy aspects

In all Tanzanian adult education programmes, policy aspects are embedded explicitly or implicitly. They can be derived from ideological standpoints described previously and could be regarded as steps between the ideological beliefs and the practical implementation of the programmes.

A main feature is a determination to abolish the artificial walls between formal and non-formal education. Hence, to give a few illuminating examples:

- adult education is a compulsory subject in the Colleges of National Education;
- primary schools have been converted into community centres catering also for adult education with the head teachers responsible for the adult education activities;
- the regular inspectorate services also supervising the adult education officers and programmes and
- ward adult education coordinators being used as instructors and supervisors in the UPE teacher training programme.

A second point is a repeatedly expressed desire to integrate work and education. This is visible in the idea of classes during working hours, in the work-oriented approach to literacy in the post-literacy demonstrations, and in the FDCs where practice and theory explicitly are to support each other.

A third point is that of life-long education, a policy which permeates both the literacy programme and the university studies. The three phases in the adult education programme

lead from illiteracy to Folk Development Colleges. The university is open for successful candidates in the Mature Age Entry exams. Correspondence courses are to provide education facilities to persons living outside bigger centres. However, a major concern to policy makers is how to link the various levels of the adult education system to each other.

A fourth feature is that political education is part and parcel of all adult education activities. Policy statements give many reasons for this:

- to strengthen the political awareness among people;
- to make participation in decision-making possible at all levels;
- to secure the policy of disseminating power from central to regional and local levels and
- to strengthen the national unity.

A fifth important aspect in all adult education has been the use of the national language Swahili as the medium of instruction.

5.2

The organization

To understand how adult education is organized in Tanzania, it is necessary to know how the country's democracy functions and the enormous importance of the CCM in formulating policy and in mobilizing the people. It is also necessary to know something about the division of responsibilities between the democratic or participatory body, comprising the Party and governing committees at different levels, and the administrative or executive body, comprising the Ministry of National Education and the network of officials employed at different levels throughout the country. Further, it is necessary to know something about the development of the set-up since

independence, when the Tanzanians inherited a colonial socio-economic structure with a corresponding education. Finally, some knowledge of the ideas existing within the Party (then TANU) before independence is necessary.

5.2.1 The political structure

Since the country is a one-party state, the participation of the people functions along lines other than in a multi-party state. In the Tanzanian view, the fact that a country has only one party does not preclude democracy, just as the existence of several parties in a country does not guarantee democracy. We are here talking of democracy in the sense that people can and do participate in the formulation of policy, that they can and do have a say in matters that affect them and the nation. In Tanzania the CCM is the democratic forum and all political decisions must pass through the Party before they can be implemented. Any decisions taken by the Party are enforceable, since the CCM, according to the constitution (CCM, 1977), is the nation's supreme power. However, another important feature of Tanzanian democracy is a striving to reach consensus on an issue before it is passed.

It is through its organization that the Party attempts to guarantee the participation and involvement of all people in the political life of the country. The smallest unit is a cell consisting of ten households, also called a ten-cell. This is led by an elected representative who must be a party member and who, together with the elected village chairperson and other ten-cell leaders, represents the Party in the village. Through these people the villagers are represented at the higher levels (ward, district, regional, national), which have Party Conferences and Executive Committees. In these, all types of questions are discussed and decisions taken. Through this organization every person, be he/she a party member or not, can raise any issue with the ten-cell leader or another Party representative and expect it to be fairly treated. On the other hand, everyone is expected to take part in activities organized or sponsored by the Party.

At all levels, village, ward, district, regional and national, the Party is directly concerned with the actual administration of the country through the Executive Committees which cooperate with management teams in the administrative bodies. The most important officials are party leaders. Thus the Regional Commissioner, who heads the region, is appointed by the President, has ministerial status and is the regional party secretary. Under him the chief executive is the Regional Development Director (RDD) who has three staff officers (financial officer, personnel officer, planning officer) and seven functional officers (agriculture, commerce/industry, education, health, engineering, water, land development). For each function there is a committee in which the RDD is the chairperson and the functional officer the secretary. Thus the region has an Adult Education (AE) Committee that governs the implementation of adult education according to policies decided in the party structure. The AE Committee cooperates with the Party's Executive Committee in such a way that decisions on policy and mobilization of people are party responsibilities, whereas the technical and administrative strategies are executive responsibilities. This structure is repeated at the district level, where the Area Commissioner (AC) heads the district with an executive staff under a District Development Director. Again the Party's influence is underlined by the fact that the AC also is the District Party Secretary.

However, it should be noted that the composition of the AE Committees themselves is primarily made up of functional officers with only a small number of other participants, which are chosen by the chairman. This implies two things. First, that the implementation of a programme should be conducted by officials and second, that adult education is a responsibility carried by all the functional officers and not something to be handed over to one person.

If it can be said that there is a fairly clear-cut division of responsibilities at the regional and district levels, this is not true of the divisional and ward levels. On these lower

levels, political and administrative functions merge, so that the secretary is responsible for both (see Appendix 8: Composition of AE Committees). The secretary is at these levels the chairperson of the AE Committee in which the party chairman also is a member along with, among others, the AE Ward Co-ordinator. Again, all the functional officers at these levels are members of the committee. It is not clear from the Adult Education Guidelines (MNE¹⁾, 1980s), whether this state of affairs is intentional or not, but the fact that the political leaders carry executive responsibilities at grass-root level probably further enhances the implementation of adult education programmes.

The actual administrative organization is an elaborate system of committees and a network of officers at all levels from the national right down to class level. Mpogolo (1980) has given a clear and comprehensive description of the development of the organization. The time chart presented in Appendix 4 is quoted from his book. A chart of the present organization is given in Appendix 8. It shows the relationship between the Party, as the democratic and supreme body, and the administrative apparatus.

A point left out by Mpogolo and other writers, e.g. Hall (1975) and Kassam (1978 a and b), is the decentralization of the government in 1972. Mbakile (1978) mentions it in connection with the infrastructure for the implementation of the national literacy campaign 1971-1975. He writes: "The decentralized system of managing the country's affairs and the country's villagisation programme made the organization of the campaign easier. The leaders of the Party, particularly at grass root level, exercised control and gave support to the campaign." (p 45). This is a point that needs to be emphasized more. Up to 1972 there existed a form of local government in the country at district level and the control over development programmes were strongly centralized to the ministries. The local government wielded little power, chiefly because they had small funds and a small staff at their disposal. After the reorganization, much of the right of decision was decentralized

1) Ministry of National Education

from the ministries and funds were appropriated to enable regions and districts to manage their affairs. Responsibility for development projects was transferred to the regions from the ministries. Also, at the regional and local levels, the staff was expanded by transferring officers from the ministries. The decentralization was carried out to make the government more effective. The system of advisory committees was instituted to reinforce local participation and the TANU, later CCM, committees were there to ensure participation of the people and to see to it that the Party's policies were adhered to. Since the reorganization of the country's affairs was simultaneous with the development of the adult education set-up, it seems fair to highlight it as a major contributing factor to the success of adult education in Tanzania.

5.2.2 The development of the administrative structure

At the time of independence in 1961, the Ministry of Community Development and National Culture was formed and, amongst other things, made responsible for organizing literacy classes and other adult education activities. In 1965 the Ministry became the Ministry of Regional Administration and Rural Development. In July 1969 adult education activities were transferred to the Ministry of National Education which was charged with the task of coordinating all adult education activities in Tanzania. In November 1969 a section for adult education was established under an Assistant Director of Adult Education.

Another important reorganization took place in 1973 when the Adult Education Section became a Directorate under a Director of Adult Education. In the following year the Directorate was divided into four sections following a recommendation by an organization consultant (MNE, 1974). The four sections were named and made responsible for Design and Coordination; Functional Literacy; Inspection and Evaluation; and Worker's Education respectively.

Further changes have been introduced later. Inspection of adult education is since 1978 carried out independently and comes directly under the Commissioner of Education. In 1970 the responsibility for evaluation was transferred to the functional literacy project office, later NLC, in Mwanza. Other major organizational events at the national level was the creation of a Printing section in 1974 and a folk Development College section in 1975.

During the early part of the 1970s an elaborate structure for the administration of adult education was created. Committees were established from national to ward levels. The National Adult Education Committee (AEC) was formed in 1970 as a sub-committee to the National Advisory Committee on Education (NACE) with the purpose of advising the NACE and the Minister of National Education on policy matters pertaining to adult education. The AEC comprised members from TANU as well as various national organizations, agencies and ministries concerned with adult education. Similar committees were established at regional, district, divisional and ward levels. The process of committee forming was completed in 1975 by which time there were, besides AEC and the 20 regional adult education committees, 87 district committees, 200 divisional committees and 600 ward committees with a total of 10 000 members. At regional and district level, the adult education committees were sub-committees of the respective Development Committees. An essential feature of the committee structure was the creation of direct links between the Party and the Ministry by designating ex officio the regional and district TANU secretaries as chairpersons of the AE Committees. A similar situation exists on both divisional and ward levels.

Simultaneously with the establishment of committees, adult education officers were trained and appointed. Already by mid-1970, 71 adult education officers had been trained at Kivukoni College with the assistance of IAE tutors and taken up office in all regions and districts of mainland Tanzania. In July 1972 divisional Adult Education Officers were appointed in all divisions of the mainland and by July 1975 Ward Adult Education Coordinators had assumed their duties.

the creation of an infrastructure for the administration of adult education was carried out purposefully and rapidly. In only two years, as many as 2 000 persons were involved in administrative and supervisory aspects of adult education. By 1975 this number had increased to 10 000. The integration of the Party and Government structures was safeguarded already from the beginning from national down to grassroots level. The political and administrative apparatus was ready to take care of the ever-increasing number of people wishing to participate in adult education activities.

5.3 Implementation of adult education

The general philosophical, ideological and political basis as well as the organization of adult education in Tanzania has already been described. In this section we are going to see how it is run and what instruments are being used to carry out the adult education programmes. We are here interested in seeing how the intentions are carried out, not so much in terms of what results have been achieved, but rather in what actions are taken by various authorities and officials to reach the set aims.

These are seven major instruments used to stimulate actions:

- 1) adult education guidelines (Ministry of National Education, 1980 b);
- 2) directives and circulars;
- 3) party pressure;
- 4) committee work;
- 5) appropriation of funds;
- 6) training and
- 7) the reporting and evaluating system.

5.3.1 Adult Education Guidelines

The Ministry of National Education issued a guideline for adult education in 1980. This book substituted Adult Education Handbook (Institute of Adult Education, 1973) as regards administrative and similar aspects. It is the first comprehensive manual on adult education in Tanzania. It is a

very detailed description of the organization and the responsibilities of authorities and officers. In it the general aims are stated as well as the task that lies ahead. For every type of AE officer, from the class teacher to the regional coordinator, detailed instructions are given on all aspects of adult education. To illustrate, the ward coordinator has ten enumerated responsibilities among which are to coordinate all ward adult education activities, to be chief advisor to the Party and government officials on adult education plans in the ward and to cooperate with the divisional tutors' team in providing training for the teachers of functional literacy, the teachers of post literacy and the teachers trained outside the colleges. As for the committees, their composition and duties are also stated in detail. The Guideline further includes a description of the functional literacy stages, post literacy, the supporting programmes, evaluation, Folk Development Colleges, etc. This document is the most important guide for carrying through the AE programmes.

5.3.2 Directives and circulars

Whenever a need to change or supplement the Guideline, or a need to give directions arises, the Ministry issues directives and circulars. These are sent to the RDD, which will delegate the issues to the appropriate officials after having introduced them in the Regional AE Committee. Decisions will be taken on how to implement the instructions and the RDD will issue circulars to the DDD¹⁾. At the district level, the same procedure will be repeated. When a plan of action has been decided on, the district AE coordinator and his staff will cooperate with ward AE coordinators to help them to implement the plans. This means that, although the circulars and directives are the same for the regions they are directed to, they may well undergo changes to fit the locally prevailing conditions. However, since the staff primarily concerned with adult education is directly linked to the Ministry, it is unlikely that the essence of a circular will be missed in the implementation.

1) DDD = District Development Director

5.3.3 Party pressure

Important directives and policy changes must pass through the Party organization before they are issued by the Ministry. This ensures that the Party's officials at all levels will know about them and that they will support their execution. Pressure from the Party may also come as a result of reports from the lower levels on how things are working. Such information can come either through the Party organization or from reports that the AE coordinators are obliged to submit to the Party. If the CDH Executive Committee at the relevant level finds that the intentions of adult education are not being carried out properly, it will take steps to rectify whatever is going wrong. The way to do this is by cooperating with the AE Committee in finding solutions to the problems. The Party can offer its services within its field of competence and it can encourage the officers to play their part better. As has been mentioned earlier, the Party's role as a mobilizer of the population is of paramount importance to the success of adult education in Tanzania. Therefore, AE coordinators tend to listen to advice from, and to cooperate with, the Party.

5.3.4 Committee work

From the above it is obvious that the work in committees plays an important part in the management of adult education. The AE committees are advisory bodies which meet regularly to discuss issues of importance to adult education as well as reports on the progress of programmes. Because the members include the development directors, the functional officers and political functionaries, it is possible for the committees to decide on financial matters and to coopt other development agencies, e.g. health and agriculture, in the implementation of the programmes. In fact, this means that the AE committees have important guiding and corrective functions.

5.3.5 Appropriation of funds

The appropriation of funds is a very potent instrument in initiating action. The way in which money is channelled will direct what can and will be done. Every year the Prime Minister's Office (PMO) issues a statement on what will be the likely priorities in the coming fiscal year. The local levels in the Government then make estimates based on these and on experience from previous years. The estimates are prepared by the various coordinators and finalized in the Directors' Offices. They are then sent to the level above for further preparation until the regions submit their estimates to the PMO. Here the estimates will be adjusted and then submitted to the Parliament for approval. The approved estimates are the ultimate guide on how much money can be spent on different activities.

5.3.6 Training

In the implementation of new programmes an important part is played by the training of personnel. Through training, officials are prepared for activities that they are to undertake. In adult education this has been a very important instrument when introducing the different programmes and campaigns. The training of AE coordinators for different activities has enabled Tanzania to introduce a successful national adult education system of enormous proportions in a matter of a few years. It gave the country a functioning system even before the guidelines had been finalized. Continuous training and re-training of personnel is used as a means to further the implementation of adult education, especially at grass-root level where it is necessary to constantly train new voluntary literacy and post-literacy teachers.

5.3.7 The reporting and evaluating system

A system of reporting and evaluation is built into the structure. The aim is to have control over what is happening so that deficiencies can be corrected. Naturally, it is also of interest to find out what is going well, but in the

administration of the programmes it is the function of reports and evaluations to initiate action. So they are used to identify new activities to be undertaken in relation to the aims and the results. The reporting and evaluation play an important role in the monitoring and development of adult education activities and are treated in the following section.

5.4 Supervision and feedback

The Guidelines issued by the Ministry (1980 b) includes a section on evaluation and on a reporting system to be used in the three phases of adult education. Evaluation is undertaken in two ways through a continuous reporting system included in all programmes and through special evaluations directed at specific projects. As stated in the Guidelines, these evaluations have a triple purpose. First, they are a way of assessing the degree of success vis a vis the targets set for adult education. Second, they are a way of checking what stages the participants have reached, and third, they are a way of identifying unknown problems that crop up as the plans are being carried out. This concern with evaluation was inherited from the Tanzania UNDP/UNESCO Work-Oriented Adult Literacy Pilot Project which had an in-built evaluation unit that undertook research on methodology, collected statistics and worked out indicators for monitoring the literacy campaign. An effect of that work was that the information collected was also used for planning purposes, e.g. by establishing the required amount of reading and learning material. The Mwanza Literacy Centre, later to be called the National Literacy Centre, took over this role. Therefore, one should add need analysis to the above mentioned purposes, although it has not been given as much attention as evaluation.

5.4.1 The reporting system

The continuous evaluation is based on the reporting system developed by the UNDP/UNESCO project and was adopted by the nation at the inception of the national literacy campaign. It has since been extended to include all adult education activities. The basic element of the system is a log-book kept by

the literacy or post-literacy class teacher. When a class is formed, all the participants are registered in an attendance book where the teacher will note such things as attendance, the participants' age, the opening date, knowledge of Swahili and whether or not the participant can read. At the start of each lesson, the teacher calls the roll and enters the attendance on the attendance sheet. Each month the teacher adds up the expected and the actual attendance, notes what book has been used, whether there have been any practical lessons and if the class is in a village. The sheet is then given to the centre coordinator, who collects similar records from all classes organized in the centre. The class has a name which will follow it through its existence so that it can be identified and compared with previous months.

At the centre the coordinator compiles a report on the monthly activities there and sends it to the ward. A copy is also presented to the centre committee which discusses it and decides on any action to be taken because of it. Obvious reasons for action are low enrolment figures and low attendance. Since the committee has Party functionaries among its members and since it is a Party responsibility to motivate people to take part in adult education, low enrolment and low attendance may cause the Party to act. Such action can take the form of a round of persuasive talks with people who fail to enrol or who show low attendance. It cannot be denied that there is a lot of pressure on people to participate, but on the other hand there is pressure on adult education to be of benefit to the participants if it is to find popular support. So the Party functionaries are equally interested in controlling that the adult education activities are functioning well.

At ward, divisional and district levels reports are collected and compiled monthly in a similar fashion, although in a successively more aggregate form for each level. However, up to district level, the information is detailed enough to still enable identification of particular problems at class level. The cooperation between the levels and between the

Party and the adult education officials is such that corrective action fairly easily can be taken by them at grass-root level. Naturally, the problems that attract attention at the higher levels will usually be of a more general character, involving solutions that have a wider impact, e.g. redirection of funds, training of personnel or an information campaign.

Although districts receive monthly reports, the frequency of their reports to the regions is on a quarterly basis. This is also the case for regional reports to the Ministry. At the regional and Ministry levels the information has been aggregated to such a degree that control concerns how major policies are being followed. Action taken at these levels will be in the form of policy changes, using directives and circulars to the lower levels, or major changes in the allocation of funds. The cooperation with the Party is, of course, also on a more general level, the Party being highly involved in the process of policy-making. This does not mean it is less intimate, only that the issues have a more general character, applicable to the region or the nation as a whole.

The National Literacy Centre is supposed to be the key unit in all evaluation of adult education in the country. It is here that reports from the whole nation are collected on a quarterly, half-yearly and yearly basis, so that the Centre can follow and monitor progress. Data is collected through the reporting system on all parts of the adult education effort: literacy and post-literacy classes, the supporting programmes, the FDCs and further education. The sheer size of the reporting system gives rise to the fear that it is overambitious and that it can not function effectively enough for its purposes.

Besides using information collected through the reports, it is also the responsibility of the Centre to conduct any evaluations on particular aspects deemed necessary.

5.4.2 Special evaluations

The weakness in a model of continuous evaluation, like the reporting system, lies in its main strength. It is designed to follow an innovation over a period of time so that progress can be monitored and problems revealed. For it to be effective in an evaluative sense, the main features in the system must remain the same for a long period of time. If changes are made, they will necessarily result in less comparability on a time dimension and hence have less value for the analysis of progress of the activity. Consequently, a system of continuous evaluation can not cover all aspects of a dynamic programme. So, when an evaluation is needed of those aspects not covered in such a system, formative evaluations are the obvious choice.

Evaluations on various aspects have been undertaken throughout the adult education effort in Tanzania, but it was not until the UNDP/UNESCO project that they were being made more systematically. This is certainly not surprising considering the almost total lack of trained evaluators and researchers in the country at the time. An immediate effect of the UNDP/UNESCO project was that a small number of Tanzanians were given on-the-job training in evaluation after graduation in theoretical studies and were in time able to staff the evaluation unit.

Over the years a large number of evaluations have been carried out on adult education. The emphasis has been on literacy testing, with three nation wide literacy tests in 1975, 1977 and 1981 respectively. The Evaluation Unit of the National Literacy Centre was responsible for the two first and has also carried out a large number of other evaluations. Among them one can find final reports on the two phases of the UNDP/UNESCO projects (UNDP/UNESCO Work-Oriented Adult Literacy Pilot Project, 1972; and Singh and Mbakile, 1976), evaluations of the supporting programmes (e.g. Kalaulu, 1975; Mbakile 1974 b and 1975 c; National Literacy Centre 1978 c). An important document produced at the Center was a review of

definitions of functional literacy (Mbakile 1974 a) on which the accepted definition and the levels of attainment were based. It is through this work that a standard was set against which degree of success could be measured. At present a study on the impact of the supporting programmes is being finalized and another on the impact of functional literacy is being prepared.

Evaluations are not only conducted by the National Literacy Centre. The Ministry has two units (the Directorate of Inspection and Supervision, and the Inspection and Evaluation Section of the Directorate of Adult Education) which deals with them. Furthermore the Institute of Adult Education (IAE) as well as the National Correspondence Institution (NCI) have evaluation units. The Ministry was responsible for the 1981 Literacy Test and for the evaluation of the Folk Development Colleges. The mass campaigns have been evaluated by the IAE and correspondence studies by the NCI.

CHAPTER 6 TWO TANZANIAN DISTRICTS

As a background to the district comparison it is necessary to summarize the economic situation in Tanzania as it has developed in the seventies. The country, along with many other oil-importing Third World countries, was hit very hard by the oil crisis and the subsequent raises in prices. At the same time prices on Tanzanian main export products plummeted, causing an ever-increasing gap between expenditure on imports and income on exports. Foreign loans have been taken to finance the establishment of industries and to cover the negative balance between imports and exports, in an attempt to decrease dependency on imported products. However, the country has never been able to catch up and when the war with Uganda broke out the situation became critical. In 1982 60 % of the income on exported products went to cover the oil bill, 30 % was spent on repayment of loans and interest, leaving 10 % to cover all other imports. The result is that Tanzania is experiencing an energy crisis, a shortage of necessary imported goods for the maintenance of industrial plants as well as agricultural and other machinery and difficulties with transportation. For the average Tanzanian this means a return to subsistence economy and an almost total lack of consumer goods. People must spend a lot of their time and energy in acquiring food and other necessities. We should bear this in mind when reading this chapter.

6.1 Ways of getting information

In order to trace determining factors behind successful or less successful implementation of adult education programmes it was suggested that two districts should be compared, one with good performance and one with poorer results.

The two districts were selected by the Ministry of National Education. The evaluation team visited the two districts and went to several adult education centres. In the centres we discussed with ward coordinators, librarians, head teachers, literacy teachers, and a good number adult education classes. We were impressed by the progress and by the impact of adult education we came across. We also noted the profound interest

in adult education from local political leaders. But we also inevitably faced the many problems and shortcomings. The number of books were in many libraries far behind the target. The librarians were only paid a small honorarium, and so there were too many shifts. Means of transport were in most cases non-existent etc.

The visits to the local centres gave us a picture of the work of adult educators under sometimes rather harsh conditions. But it gave little to our intended comparison of two districts.

In spite of the preparations made we found that very little of the requested material had been collected and hardly any had been compiled in either district. It proved impossible to obtain the necessary information in the short time that could be spent in the two districts. When trying to extract information on e.g. enrolment and attendance it was found that the reporting system does not function for long-term use. Monthly, quarterly, half-yearly and yearly reports are submitted to successively higher levels in the national hierarchy and are treated when they arrive, but very little of the thus gathered data is processed and filed for future use and comparison. This means that much of the information required for the district comparison exists as raw data in files kept at different levels and is not readily available without extensive research into files which are sometimes unsystematically kept. This was the main difficulty encountered.

If or when data were actually available they did not always cover the same period in the two districts. Therefore, our investigations in the district education offices enlightened us on the administrative and committee structure, and the many problems facing the officers, but did not give a solid ground for comparisons between the selected districts.

In the Ministry we got additional information. But even the Ministry's files were incomplete and in spite of assistance from experienced officers we did not manage to distinguish fully the factors behind the different performance in the districts. We found differences in input and procedures but not to the extent of a full explanation of the results of the adult education activities.

6.2 Inputs

In most sectors we could not find any significant differences in inputs. We would like to discuss a few cases.

Given the inadequacies in the reports which have been discussed above it can be said that Morogoro Vijijini seems to be better provided with literacy teachers. But there is no evidence to show whether this is the cause of the good results or whether the high attendance in literacy classes necessitated more teachers.

Post literacy books are distributed from the Ministry to the regions. From a long list it can be derived that the figures vary from title to title and do not give an unambiguous picture of the distribution to the two regions in question. Taken as a whole and in relation to the population in the two regions more books have been distributed to Morogoro. This is particularly the case from 1981. But again it can not be stated whether it is a result of a successful literacy campaign or a cause of it.

Means of transport for adult education officers are certainly of great importance. The reports enumerate the various items but there is no clear information of the status of cars, bicycles etc.

5.3 Literacy test performance in the two districts

A comparison between Mwanza and Morogoro districts, based on the information given in the reports of the three literacy tests (Mbakile 1976 b, National Literacy Centre 1978 b and Ministry of National Education 1981 a), show clearly that Morogoro District has consistently performed better in the literacy programme than Mwanza District (see Appendix 5). The efforts to turn illiterates into literacy classes were generally more successful in Morogoro District for both males and females. In Morogoro District the proportion of participants actually taking the test was, compared with Mwanza District, substantially higher in 1975 and in 1977 and three times as big in 1981.

Table 7

Literacy test performance

District	Year	Participants reaching levels III and IV as percentage of			2. the estimated no of illiterates		
		1. those taking the test					
		M	F	T	M	F	T
Mwanza	1975	30	23	27	19	4	16
	1977	39	19	28	15	7	10
	1981	47	28	37	13	9	11
Morogoro	1975	46	40	42	38	15	36
	1977	42	25	33	33	30	36
	1981	48	36	41	40	30	36

Table 7 also shows the big discrepancies in terms of successful participants, i.e. those reaching levels III and IV, when related both to the number of participants taking the test and to the estimated number of illiterates. The differences between the two districts, big already for male participants, are even bigger for the females. The pattern emerging from the district comparison is replicated when the regions of Mwanza and Morogoro are compared (see Appendix 5).

The distinction between Mwanza and Morogoro Districts becomes even more pronounced when the changes in literacy rates are computed¹⁾. While the literacy status of Mwanza Districts was considerably higher in 1967, under the assumption that the estimated rates are close to the actual situation, Table 8

1) see footnote overleaf

indicates that in 1981 the two districts were almost on a par. In the national literacy programme no discrimination was made neither at regional, nor at district levels in the formulated policy. On the contrary, efforts were directed towards treating the different parts of the country in an even-handed manner. Still, as indicated below, the outcome did differ considerably at the local level.

Table 8

Changes in literacy rates

District	Year	M	F	T
Mwanza ¹⁾	1967 ²⁾	62	31	47
	1975	91	85	88
	1977	93	87	90
	1981	89	87	88
Morogoro	1967 ²⁾	47	22	35
	1975	73	71	72
	1977	83	78	80
	1981	87	83	85

1) The results in 1981 are not directly comparable with those of 1975 and 1977 as the geographical area covered differs between 1981 and the other two years. However, see also note in Appendix 5.

2) See note 1 at bottom of page.

6.4 Impact of the Uganda War

It has been suggested that the low performance by Mwanza Urban District in the 1981 literacy test can be traced to the central role played by Mwanza in the Ugandan war. A closer look at the results of the 1981 test reveals, however, that the performance of the other districts in Mwanza region falls below the national average. The reports from the two previous tests also indicate that the poor performance of Mwanza was not exceptional in 1981 but has been so throughout the literacy

1) For reasons not known to us, it has not been possible to furnish us with the data needed for this comparison at district level. The calculation of the estimated population is found in Appendix 5. The estimation of the literacy rates in 1967 is found in Appendix 5. Reference is also made to footnote on page 17.

campaign. Irrespective of the basis for comparisons, be it registered participants as percentage of number of illiterates,

Table 9
Comparison of literacy test results between Mwanza Region (West Lake) and the nation

	Mwanza Region			Kagera Region			National results		
	1975	1977	1981	1975	1977	1981	1975	1977	1981
No. of illiterates	494032	468841	392325	349171	425464	217839	5860407	4597281	2886791
Registered participants	424929	423243	360060	372767	425464	214549	5184962	3545796	2524442
% registered	85	90	92	102	100	98	88	77	91
Participants tested	278855	192462	285112	313630	149580	202051	3806448	2546154	2107506
% of registered	66	45	79	84	35	94	77	66	88
Participants L III & IV	80383	58670	70618	111348	62691	74627	1403945	836421	912576
% of tested	29	30	25	36	42	37	37	34	30
% of illiterates	16	13	18	32	15	34	24	18	23

Source: Mbakile (1976a and b), National Literacy Centre (1978a and b), Ministry of national Education (1981)

the number of participants taking the test as percentage of those expecting to appear at the test or the number of participants achieving levels III and IV as percentage of those taking the test, the districts in Mwanza show with few exceptions lower results than the national average (see Appendix 4.1-3). Furthermore, it would be reasonable to assume that the Kagera Region, being the region hardest hit by the Ugandan war, would show results equal to or worse than those of Mwanza. A comparison between the districts in the Kagera Region and those in the Mwanza Region shows on the contrary that the Mwanza Region lags far behind the Kagera Region which generally shows results above the national average (see Appendix 6.1-3). This finding is supported by the differing increases in the literacy rates estimated for Mwanza and Kagera Regions. While the percentage change from 1975 to 1981 was 33 % and 42 % in

Mwanza Region for males and females respectively, the corresponding figures for Kagera Region were 53 % and 69 %. These differences are even bigger when Mwanza District is compared with Bukoba Rural, the district closest to the Ugandan border. The argument that the Ugandan war had a negative influence on the literacy campaign activities in Mwanza Urban district does not find support in the reports of the literacy tests.

6.5 Differences between rural and urban areas

Another argument referring to the poor performance of Mwanza Urban District has been put forward. It suggests that by living in an urban area, the inhabitants of Mwanza Urban District would show a low motivation in participating in the literacy campaign. Naturally, such an argument would also hold for other urban areas in Tanzania. An analysis of the test results does not show, however, a consistently low performance of urban areas. Table 10 and Appendix 7:1-2 clearly indicate that the performance of urban areas does not differ systematically from the national average. Hence, also this argument lacks a basis in the reports of the literacy tests.

Table 10

Comparison of literacy tests between urban areas and total nation

	1975		1977		1981	
	Urban	Nation	Urban	Nation	Urban	Nation
No of illiterates	97374	5862437	93713	4597281	306063	3888791
Reg participants	94052	5184982	71746	3545796	177875	3526442
% registered	97	86	77	77	86	91
Participants tested	71503	3804468	49720	2346154	134858	3107106
	76	77	69	60	76	88
Participants I, III & IV	29533	1403985	17326	806421	49926	912576
% of tested	41	37	35	34	37	29
% of illiterates	30	24	18	18	24	23

Sources: Mwakile (1976a and b), National Literacy Centre (1976a and b), Ministry of National Education (1981)

In summary: A comparison of two districts proved to be difficult for various reasons. There is no unambiguous answer to the question why two districts perform so differently.

1.6

The human factor

Only one factor remains to be discussed: the human factor. And although it is not possible to give evidence in clear figures we get the impression that some of the differences could be referred to personal factors. Mwanza (both the region and the rural district) has been favoured by dedicated adult education coordinators and by education officers who regard adult education as an important task. There have been vacancies in the staff which have caused problems both in the actual programmes and in the administration. As far as we can judge the gaps have now been successfully filled and the shortcomings have not been too considerable.

Two decisive factors are the party engagement and the committee work. Several party officials are teachers by profession and to them adult education is of greatest importance. Adult education matters are on the agenda of every party committee meeting on all levels. Decisions by the committees are sent to the adult education officers for implementation. Politicians are often used in adult education campaigns. Local party leaders take a direct and tangible responsibility for adult education matters. Villagers who fail to attend adult education classes are discussed in the ten house cell committee. One chairman told us that persons who refused to attend literacy classes could be fined Shs 10/-. As she put it: "Party is supreme. People fear the party."

Mwanza Urban District (= Mwanza Municipality) on the other hand has faced several problems with transfers and vacancies within the adult education administration. In spite of a hard-working and dedicated DEO (District Education Officer) the problems have presumably influenced the results. Not only were the results in the literacy tests less favourable, also post literacy activities showed signs of decline (e.g. village libraries).

When a new Area Commissioner was appointed to the Municipality (also a teacher by profession!) one of his first moves was to go through minutes from party committees in order to trace adult education activities. After that it was decided that adult education matters should be discussed as a standing point on the agenda of every committee meeting. So there is good hope that the conditions for adult education in Mwanza will improve.

CHAPTER 7 SUMMARY AND CONCLUDING REMARKS

In discussions about successful literacy campaigns the names of countries like Cuba, the Soviet Union, Nicaragua and Ethiopia are often heard. It is true that the achievements of these countries are remarkable. Fidel Castro and Cuba managed in approximately one year to make the whole country more or less literate. In 1960 the illiteracy rate was 24 %. A year later it had been reduced to 4 % through 700 000 people becoming literate. But then, the conditions existing at the time were highly favourable. A common and developed language, fully serviceable for the political ambitions, was used by the people. There was in principle no need to create a literate environment to prevent relapse into illiteracy as this already existed. The infrastructural requirements, administratively and otherwise, were already met. All in all some 270 000 teachers and organizers were engaged giving a ratio of one per three successful participants. To this should be added a strong motivation emanating from the liberation of an oppressed people. The campaign was a concerted national effort in which practically all educational institutions temporarily ceased their normal activities and instead concentrated on the literacy work. Taken together, these factors have evidently been prerequisites for the rapid success of the literacy work in Cuba.

The Soviet Union managed to reduce the illiteracy rate to 10 % by 1939 through a massive literacy campaign. Twenty years later illiteracy was virtually eliminated. Another country where the attainment of literacy has received great attention is China. From some 80-90 % in 1949, the illiteracy rate was estimated at 10 % thirty years later.

In Nicaragua, the conditions were favourable for a rapid increase of the literacy rate. The situation was similar to that of Cuba, although the country had recently been savaged by a liberation war. The literacy campaign in 1980 was the biggest undertaking of the new government after the revolution. Some 80 000 people, most of them between fifteen and twenty-two years of age, went to live in the rural areas as "Brigadistas", teaching in the homes of the peasants. About 40 000 housewives, teachers, civil servants, workers and other literate persons

were trained as "Alfabetizadores Populares" to work in urban areas. These volunteer literacy teachers managed to reach around half a million illiterates and reduce the illiteracy rate from 50 % to 15 % in less than one year. In addition, the "Brigadistas" assessed the need for special education for people with learning difficulties, helped complete a census on livestock in rural areas and made collections of oral history. The goal is now to turn the impressive campaign results into lasting effects in the struggle against illiteracy and ignorance. To this effect, a new country-wide organization has been established. At the base of the organization are tens of thousands of so called CEP committees (Cooperativas de Educación Popular). The campaign in Nicaragua has met with international recognition and has received Unesco's award for successful literacy work, the Krupskaya prize.

Tanzania, on the other hand, had all the odds against her at the outset. There was no common language, the "environment" was all but illiterate, there was no administrative structure to deliver literacy services, the emphasis was on secondary and tertiary education and funds were very scarce. Nevertheless, building on the political will, manifested in Nyerere's speeches and writings as well as in Party resolutions and decisions, Tanzania has managed to bring down the illiteracy rate from probably more than 67 % in 1967 to a low 20 % in 1981 by making 3.6 million adults literates. Several successful mass campaigns, reaching some six million Tanzanians, have been concluded and various follow-up programmes instigated. We contend, in the words of Osterling, that "No country in the world has probably been able to mobilize and enrol the people, to raise the general literacy motivation, and to build up the adult education administrative machinery to the same extent within a few years as Tanzania has managed to do." (Osterling, 1974, p 1).

Let us now turn to a discussion of the factors that have been instrumental in bringing about interesting developments. It is obvious from our report that political will is the motivating and driving force underlying the various components and activities of the adult education system in Tanzania. From the brief descriptions of Ujama, Sacred Union and Kujiragaji it is clear that political determination is of utmost importance in large-scale popular undertakings like literacy and mass campaigns. In Ethiopia, where to date around ten million people have participated and some four million been awarded certificates, the literacy work gained tremendously in momentum after the revolution in 1974. We would even go as far as proposing that literacy campaigns will only succeed if they are inherently political, i.e. if they are seen as a political undertaking in a larger context of development.

Another factor of paramount importance is the establishment of a systematic, comprehensive and well-functioning administrative structure. As we have shown, this is the case in Tanzania. Again, comparisons can be made with other successful countries.

A third factor of importance is the creation of a system that binds the political and administrative structures together. In Tanzania this has been realized through the elaborate system of committees which are directly linked to the Party at all levels, thus ensuring its involvement in the implementation of adult education.

On many occasions it was strongly put to us that a decisive factor in the implementation of adult education activities in Tanzania has been the cooperation with and support from Sweden. As was seen in Chapter 4, Sweden has in fact contributed with substantial grants and technical assistance to the various major components of the adult education programme. Taken in relation to the Tanzanian financial inputs, the Swedish contribution has accounted for a major part of the development budget. It was for instance the only source for the payment of honoraria to voluntary teachers and constitutes almost the whole development budget for the FOC programme.

One characteristic of the Swedish support has been, and is, its flexibility. In 1971/72 for instance, an additional amount of SEK 2 million was granted upon a separate request caused by an explosion in enrolment combined with the strained economic situation in Tanzania at the time. Another outstanding characteristic is that the support is provided on the terms of the recipient. In the case of adult education this means that it is part and parcel of the development plans prepared by the Ministry of National Education. This has been a guiding principle from the beginning of bilateral cooperation, also in the field of education. The Swedish Government Committee appointed in 1961, stated in the context of general guidelines for Swedish educational assistance that assistance should also be designed in such a way that it fits into a general development programme for the recipient country. (SOU 1963:34.)

In general, the positive attitude taken by SIDA and the willingness to cooperate on the terms of Tanzania are two major characteristics that run all through the cooperation. The Swedish support has undoubtedly contributed not only to the practical implementation of adult education programmes, but also acted as a moral booster of the commitment and devotion displayed by the leaders and people of Tanzania.

Another external input that has played an important role in adult education in Tanzania are the two UNDP/Unesco projects. Both, in particular the first one, had a strong influence on the organization and methods of the national literacy campaign.

A large proportion of the budgets of the two projects was provided by UNDP funds. To this should be added the funds coming from the Unesco gift Coupon Scheme, which were used for paper and printing, and the associate experts and volunteers provided by Sweden and Finland.

It goes without saying, that even with a zeal and devotion permitting voluntary teachers to work at 30/- monthly, budgets that match the aspirations are essential. If approved funds are considerably less than what is required, high expectations

can come to naught and a whole programme can be in jeopardy. The FDI programme has suffered from precisely this and its existence has been called in question. It has during the last two years received substantial increases and it is now up to the programme and concept as such to convince the sceptics about its viability.

The question of using voluntary teachers has been hotly debated. In Tanzania the extensive use of voluntary teachers came about as a political decision. History has proved the decisionmakers to be correct. Singh and Mbakile (1976) report that voluntary teachers generally succeeded to a larger extent than did primary school teachers. Voluntary teachers performed better in punctuality, in using instructions and the training they had received and in following teachers' and deconsolidation guides. Furthermore, they managed to explain technical terms in a simple language, used audio-visual aids, achieved better class participation and prepared lessons better. For the primary school teachers on the other hand, their "motivations were probably negative and their earlier training in teaching children was probably a handicap in teaching adults." (Singh and Mbakile, 1976, p 106). The experiences from both Nicaragua and Ethiopia point in the same direction. Not only is it a necessity to use volunteers in large scale campaigns, but it is also of benefit to the participants.

If we now turn to look at how the implementation of adult education works, it can be seen that the organization has functioned very well for the literacy campaign. The number of participants who have gone through literacy classes and passed the tests is truly impressive. The organization has also proven its capacity in connection with the other mass campaigns where it has been used to arrange discussion groups. It is clear that both adult education officers and party officials have done their best to implement the goals of adult education in Tanzania and that they have acquired a profound knowledge of how to do it. In the process they have encountered obstacles that have called upon all their devotion to be cleared. A result is that most of their attention has been given to

accomplishing the task of making an adult population functionally literate. Naturally, less emphasis has been put on such parts of the programme that do not lead directly to the goal, which may explain why the reporting system does not seem to be functioning properly.

As has already been mentioned in Chapter 6, we encountered some difficulties in getting hold of various statistical information. Some of it should have been available as a result of the reporting system. Because it was difficult to extract reliable data on such things as enrolment in different kinds of adult education activities per year and district, or actual expenditure on adult education per year and district, a full understanding of the success of the effort in Tanzania has been hampered. It is our impression that the intentions of the reporting system are too ambitious. For example, the frequency with which lower levels in the organization are supposed to submit reports seems to be too high, which can lead to reports not being submitted at all, or to the mechanical repetition of a previous report. Also, data that do exist and are filtered up through the system, are not properly compiled and processed so that the information can adequately be used to monitor adult education activities. This is a point which should be given some attention in the near future with the aim of, on the one hand, making it easier to submit reports, and on the other, improving the collection and processing of data at a national level.

Although the post-literacy programme has been in effect since 1976, it has had difficulties in gaining the popular support that the literacy programme got. A reason can be that the organization devoted most of its energy to promoting literacy during this period. Another reason can be the deterioration in the country's economy, which may have had the effect that people have had to change their own priorities. Still another reason can be that the Party has not shown the same will to support the second phase in the adult education effort as it did for literacy. Now that literacy has to a great extent been achieved the task that lies ahead is to maintain the present level of literacy and to urge people to participate in post-literacy courses.

It has been mentioned in this report that Tanzania has encountered a lot of trouble because of difficulties in keeping machinery and other material goods in a good state of repair. This is due to both a lack of spare parts and the necessary know-how. It is our impression that more resources should be devoted to maintenance rather than buying new things. The adult education system could be used to further the idea of better technical know-how among those who are charged with the responsibility of handling technical things.

In this report we have found that there has been a slow-down in the progress of adult education in Tanzania. The reasons are the material problems which include a lack of spare parts, exercise books, pencils, chalk, means of transport and tools as well as money. Perhaps because of these difficulties the motivation to continue the adult education effort seems to be at a much lower level now than it has been earlier. The remaining impression is, however, that Tanzania has made surprising and remarkable accomplishments in the field of adult education.

DEFINITIONS OF LITERACY AND OF THE LEVELS IN THE NATIONAL LITERACY TESTS

Several authors, e.g. Singh-Mbakile (1976) and Mpogolo (1980), have presented the definition of literacy adopted by the National Coordination Committee and considered applicable in the Tanzanian context. The Committee also accepted the definitions of the four levels of literacy thus rejecting the dichotomization of "pass-fail". Instead the Committee rather saw the acquiring of literacy skills as a continuum. The following passage on the various definitions is taken from Mpogolo (1980) with some minor modifications.

The assessment of eradication of illiteracy is done through national literacy tests, the administration of which has been thrice on a nationwide basis (August 1975, August 1977 and August 1981). The philosophy upon which the national literacy tests are based can be found in a document issued by the Tanzania UNDP/UNESCO Literacy Project, Mwanza in 1974¹⁾. Briefly, the document urged for a national definition for literacy to be established to adopt a uniform criteria for working out attainment levels in assessment of the national literacy campaign. The document presented a total of seventeen different literacy definitions which had been used at one time or other in various parts of the world by national and international organizations and institutions as well as researchers. Finally, the document made some proposals about possible levels of literacy and argued for a nationwide assessment of the literacy campaign.

The proposals having been deliberated upon by the National Coordination Committee, were finally accepted and approved by the Ministry of National Education.

1

Definition of literacy

A combination of the following definitions was adopted to define a literate person in the Tanzanian context:

- a) A person is literate if he is able to read and write a letter within the family; is able to locate streets, buildings, etc; observe danger warnings in the streets and at work; follow simple directions in many everyday situations; be able to read a newspaper to keep up with current happenings and to obtain information; be able to read "how to do it yourself" books and little books on better living, better foods, better way of farming; etc.
- b) An individual 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 attainment in reading, writing and arithmetical makes it possible for him to continue to use these skills towards his own and community development.

¹⁾ Mbakile, 1974

- c) Adult literacy, an essential element in overall development, must be closely related to economic and social development priorities, and to present and future manpower needs. All efforts should, therefore, tend towards 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 beyond the limits of rudimentary literacy training consisting merely of the teaching of reading and writing. The very process of learning acquiring more information that can immediately be used to improve living standards; reading and writing should lead not only to elementary general knowledge but to training for work, increased productivity, a greater participation in civic life and a better understanding of the surrounding world, and should immediately open the way to basic human culture.

2

Definition of levels

In view of the adoption of a continuum concept the following levels of achievement by functional literacy participants were accepted:

a) Level I

A participant who has enrolled but must have attended 1/3 of the literacy sessions in any one year of literacy activities.

b) Level II

A participant who qualifies for level I above, but who also has successfully passed one or both tests for the following sub-levels:

Sub-level (i)

A person who is able to recognize words and/or symbols, write letters of the syllabuses, write numbers and/or arithmetic signs including mental calculations.

Sub-level (ii)

A person who is able to read a short, simple meaningful sentence, is able to write a simple short sentence and can add and subtract one figure sum.

c) Level III

A person who qualifies for level II above, but who also has successfully passed one or both tests for the following sub-levels:

Sub-level (i)

A person who is able to read a short, simple meaningful sentence, is able to write a simple short sentence and can add and subtract two figure sums.

Sub-level (ii)

A person who possesses mastery over symbols in their written form, or is able to encode and decode written messages. Such a person should be able to perform the following: be able to read fluently a simple text with understanding (the text itself being based on common syllables and vocabularies in the functional primers and according to the most frequent syllables and vocabularies used in the Swahili language). He should also be able to write a simple short message of passage, add and subtract three figure numbers, multiply two figure numbers and divide by one figure.

d) Level IV

A person who continuously uses the acquired literacy skills. Such a person should have qualified in level III above but also should be able to read and write messages; be able to read a newspaper (for example, "UHURU", "MFANYAKAZI", "KIONGOZI", "UKULIMA WA KISASA", "ELIMU HAINA MWISHO", "JIENDELEZE", "TUNIELIMISHE", etc) to keep up with current happenings; and obtain information; is able to read "How to do it yourself" books and little books on better living, better food, better ways of farming, etc; and be able to keep records and solve simple arithmetic problems. He should also be able to keep a simple book of accounts on income and expenditure.

Those participants who have achieved levels III and IV in reading, writing and arithmetic combined are to be considered as literacy graduates and those participants who have achieved level IV are to be considered as functionally literate.

DINIRACI EMPLOYEES IN TANZANIA IN THE FIELD OF ADULT EDUCATION 1968 - 1982

Post No IAN-C55	Post title	Name	Contract period
21	Lecturer in Adult Education Resident Tutor, IAE	Nilsson, Torsten Blid, Henry	680701-700731 700801-730731
24	Resident Tutor, IAE	Johansson, Knut Skjaret, Lennart	680711-720731 730127-750126
25	Editor Teaching Materials, Chief Editor, IAE	Rydstrom, Gunnar Grenholm, Lennart	690908-710907 720105-7501-04
26	Resident Tutor, IAE	Albinsson, Folke Sallnäs, Ingemar	690901-730430 730601-750531
27	Resident Tutor, IAE	Johnson, Erland Norbeck, Johan	670912-690911 690623-720630
28	Resident Tutor, IAE	Post cancelled	
29	Resident Tutor, IAE	Sundén, Rolf	680401-700919
74	Deputy Director, NCI	Erdoz, Renee	711007-741006
79	Chief Editor, NCI	Simonsson, Bengt	710828-730827
80	Administrative Manager, NCI	Bjugger, Bertil	711211-740630
82	Radio Tutor, NCI	Eriksson, Evan	710914-730913
83	Printer, NCI	Gustafsson, Birger Soderberg, K-E	710923-720812 740901-750831
86	Expert in Audio-Visual Aids, IAE	Segerback, Borje	720129-740128
103	Heidelberg Offset Printing Machine Operator and Instructor, IAE	Post cancelled	
104	Gestetith Office Offset Machine Operator, IAE	Post cancelled	
130	Planning Consultant, Ministry of National Education	Osterling, Olle	720120-730119
258	Teacher Training Officer (Asst. Principal) FDC, Ministry of National Education	Sundén, Rolf Westergren, K-E	761007-781006 790727-810726
264	Planning Officer FDC, Ministry of National Education	Vestlund, Gosta	761007-771006
319	Architect and Building Engineer, FDC, Ministry of National Education	Carlsson, Roland Edlind, Tony	781016-801015 810209-

Post No TAN-CSS	Post title	Name	Contract period
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358	Printing Management Advisor, AEPP, Ministry of National Education	Saarvali, Mati	821001-
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359	Instructor/Technician Repro- and Phototypesetting, AEPP, Ministry of National Education	Funemyr, Ragnar	83 0110-
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371	Instructor/Technician Offset Printing and Bookbinding, AEPP, Ministry of National Education	Malmros, Bo	820901-
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SHORT-TERM CONSULTANTS IN TANZANIA IN THE FIELD OF ADULT EDUCATION UP TO 1982

Post No IAN-KIA	Post title	Name	Contract period
139/74	Consultant Adult Education	Goransson, Ulf	740716 - 740815
140/74	Consultant Adult Education	Vestlund, Gösta	740716 - 740815
18/75	Adult Education Advisor	Osterling, Olle	750717 - 750803
3/76	Adult Education Advisor	Osterling, Olle	760711 - 760728
51/79	Consultant on Paper Supply/ Printing	Pettersson, Fritz	790215 - 790309 790412 - 790516
74/82	Research and Evaluation Specialist	Johnsson, Anders	820705 - 820829
75/82	Specialist in Adult Education	Sundén, Rolf	820705 - 820829
77/82	Instructor Technician, Repro- and Phototypesetting	Funemyr, Ragnar	821004 - 821105

TIME CHART OF MAJOR EVENTS OF ADULT EDUCATION ACTIVITIES IN TANZANIA

1954	Birth of TANU and the struggle for independence. TANU creeds: "I shall educate myself to the best of my ability and use my education for the benefits of all", and "All human beings are equal that every individual has a right to dignity and respect; that every citizen is an integral part of the nation and has the right to take an equal part in the regional government at the local regional and national level".
1961	National Independence and creation of the Ministry of Community Development and National Culture.
1964	Establishment of the Institute of Adult Education.
1964/65	Launching of the First Five-year Development Plan. "The purpose of government expenditure on education in the coming years must be to equip Tanzania with the skills and the knowledge which is needed if the development of this country is to be achieved"....."First we must educate adults. Our children will not have an impact on our economic development for five, ten or even twenty years. Adults have the immediate use of adult education as they apply what they learn in development work."
1965	Creation of the Ministry of Regional Administration and Rural Development.
1967 February	The Arusha Declaration
1967 September	The signing of the Plan of Operation for the UNDP/UNESCO Work-Oriented Adult Literacy Pilot Project, Lake Region, Tanzania by the Ministry of Finance on behalf of Tanzania and UNDP as financing agency and UNESCO as executing agency.
1968 January	Inception of the UNDP/UNESCO Work Oriented Adult Literacy Pilot Project, Lake Region, Tanzania.
1969	"Kupanga ni Kuchagua" adult education campaign.
1969 July	Creation of the Ministry of National Education and transfer of adult education from the Ministry of Regional Administration and Rural Development to the Ministry of National Education.
1969 July	First batch of students to take a Diploma in Adult Education join University College of Dar es Salaam.
1969 November	Creation of Division of Adult Education in the Ministry of Education and appointment of the first Assistant Director of National Education, Adult Education.
1969/70	Launching of the Second Five-year Development Plan. "Primary Schools to serve as centres in each community for adult education activities and the headteacher of the school should be

responsible not only for education of children but also for the programme of adult education. Thus the peoples schools should become an educational centre for peasants and workers as well as for their children".

- 1969
December National address by His Excellency the President Mwalimu Julius K Nyerere on Adult Education Year.
- 1970 Adult Education year.
- 1970 Transfer of the UNDP/UNESCO Work Oriented Adult Literacy Pilot Project, Lake Region, Tanzania from the Ministry of Regional Administration and Rural Development to the Ministry of National Education.
- 1970 "Uchaguzi ni Wako" adult education campaign.
- 1970
April Appointment of first District and Regional Adult Education Co-ordinators.
- 1970
July Workshop on Writing of reading and teaching functional literacy materials for tutors of Colleges of National Education at Mwanza.
- 1970 National address by His Excellency the President Mwalimu Julius K Nyerere on Adult Education.
- 1971 Eradication of illiteracy in six districts of Dar es Salaam, Ukerewe, Mafia, Pare, Masasi and Kilimanjaro.
- 1971 TANU Guidelines
- 1971 "Makati wa Furaha" adult education campaign.
- 1971 TANU Party's resolution on eradication of illiteracy by the end of 1975.
- 1972
January Ministry of National Education guidelines on eradication of illiteracy in Tanzania.
- 1972
February First Course for Permanent Regional Trainers' team on functional literacy.
- 1972
July Appointment of Divisional Adult Education Coordinators.
- 1972
December End of the UNDP/UNESCO Work Oriented Adult literacy Pilot Project, Lake Region, Tanzania.
- 1972 Decentralization of Ministries.
- 1973 "Mtu ni Afya" adult education campaign.

1973 July	Prime Minister's directive on Workers' Education.
1973 July	Inception of the UNDP/UNESCO Functional Literacy Curriculum, Programmes and Materials Development Project, Lake Regions, Tanzania.
1973 December	Creation of a Directorate of Adult Education in the Ministry of National Education and appointment of the first Director of Adult Education.
1974 January	First issue of Zonal Rural Newspaper called "Elimu Haina Mwisho" (Education Has No End).
1974 March	Refresher Course for Permanent Regional Trainers' team on functional literacy.
1974 July	National Committee on definition of "who is a literate person in the Tanzanian context."
1974 July	International Conference on Adult Education organized by the Ministry of National Education in collaboration with the Institute of Adult Education and the German Foundation for Development.
1974 November	Musoma resolutions on education.
1975	"Chakula ni Uhai" adult education campaign.
1975 July	Appointment of Ward Adult Education Coordinators.
1975 August	First national literacy tests.
1975 August	Transfer of District Training Centres and Farmers' Training Centres to the Ministry of National Education to be used as Folk Development Colleges.
1975 December	Results of the first national literacy tests which revealed that illiteracy was reduced from 67 % of 1967 census to 39 % for the age group of ten years and above.
1976 June	End of UNDP/UNESCO Functional Literacy Curriculum, Programmes and Materials Development Project.
1976	International Conference on Adult Education organized by the Institute of Adult Education and the International Council of Adult Education and held at the University of Dar es Salaam.

1976	Creation of the National Literacy Centre, Mwanza.
1977 August	Second national literacy tests.
1977 November	Launching of Universal Primary Education, (UPE).
1977 December	Results of the second national literacy tests which revealed that illiteracy had been reduced to 27 % for the age group of ten years and above.
1978	Refresher Courses for Forward Regional Teachers' Trainers in functional literacy and post literacy.
1979 July	Creation of one Zonal Rural Newspaper for the Coastal zone called "Jiendeleze" (Develop Yourself).
1979 August	Creation of one Zonal Rural Newspaper for the Northern Zone called "Tujielemishe" (Let Us Educate Ourselves).
1980 November	Creation of one Zonal Rural Newspaper for the Southern Zone called "Tujifunze" (Let Us Learn).
1980 December	Creation of two Zonal Rural Newspapers for the Central Zone and the Highland Zone called "Elimu Yetu" and "Nuru Yetu" respectively (Our Education and Our Light).
1980-81	"Misitu ni Mali" adult education campaign.
1981 August	Third national literacy tests.
1981 September	Creation of one Zonal Rural Newspaper for the Western Zone called "Elimu ni Bakari" (Education Is Like An Ocean).
1981 December	Results of the third national literacy test which revealed that illiteracy had been reduced from 27 % in 1977 to 20 % for the age group of ten years and above.

Comparison of the 1975, 1977 and 1981 literacy performance in Mwanza¹⁾ and Morogoro Districts¹⁾

District		A No of illiterates ²⁾	B Enrolment ³⁾	% of A	C Number tested	% of B	D Achieving III & IV	% of C	% of A
<u>1975</u>									
Mwanza	M	10 671	8 888	83	6 396	72	2 025	32	19
	F	15 478	12 940	84	9 085	70	2 119	23	14
	T	26 149	20 828	83	15 481	71	4 144	27	16
Morogoro	M	49 368	49 368	100	43 174	87	18 838	44	38
	F	57 311	57 724	101	50 179	87	19 909	37	35
	T	106 679	107 092	100	93 353	87	38 747	42	36
<u>1977</u>									
Mwanza	M	8 646	5 473	63	3 381	62	1 324	39	15
	F	13 319	8 007	60	4 762	59	920	19	7
	T	22 025	13 480	61	8 143	60	2 244	28	10
Morogoro	M	30 530	32 138	105	23 999	75	10 087	42	33
	F	37 815	42 418	112	29 818	70	7 516	25	20
	T	68 345	74 556	109	53 818	72	17 603	33	26
<u>1981</u>									
Mwanza	M	15 766	15 385	98	4 233	28	2 002	47	13
	F	15 951	15 387	96	5 236	34	1 465	28	9
	T	31 717	30 772	97	9 469	31	3 467	37	11
Morogoro	M	30 163	25 953	86	24 915	96	11 972	48	40
	F	37 619	33 622	89	31 350	93	11 214	36	30
	T	67 822	59 575	88	56 265	94	23 186	41	34

1) For the 1975 and 1977 literacy tests it has not been possible to separate the urban and rural areas of Mwanza and Morogoro Districts respectively.

2) In the report of the 1977 literacy test the number of illiterates is given as a cumulative number. In order to make allowance for the result of the 1975 literacy test, the number of illiterates is here estimated as the assessed number of illiterates in 1977 less those achieving levels III and IV in 1975.

3) In 1977 and 1981: the number expected to take the test.

Sources: Mbeki 1976 b, National Literacy Centre 1978 a and b and Ministry of National Education 1981.

Comparison of the 1975, 1977 and 1981 literacy performance in Mwanza and Morogoro Regions

Region	Sex	A No. of illiterates ¹⁾	B Enrollees ²⁾	% of A	C Number tested	% of B	D Achieving III & IV	% of C	% of A
<u>1975</u>									
Mwanza	M	216 412	186 160	86	125 685	67	39 572	31	14
	F	278 500	238 169	85	151 110	64	40 511	26	14
	T	494 912	424 329	85	276 815	66	80 083	29	14
Morogoro	M	150 680	129 136	99	116 952	92	73 428	62	50
	F	144 589	147 225	102	127 217	86	64 999	51	44
	T	275 279	277 101	101	244 209	89	138 427	56	51
<u>1977</u>									
Mwanza	M	167 016	157 354	94	89 452	57	35 345	40	21
	F	221 842	183 789	83	103 030	56	23 325	23	11
	T	388 858	339 143	87	192 482	57	58 670	30	15
Morogoro	M	58 381	81 530	N.A.	61 542	73	27 537	45	47
	F	84 278	109 669	130	81 007	74	24 413	30	29
	T	142 659	191 199	134	142 549	75	51 950	36	36
<u>1981</u>									
Mwanza	M	162 636	147 501	91	115 452	78	39 598	34	21
	F	229 649	212 159	92	149 640	80	31 020	18	14
	T	392 325	360 160	92	265 112	79	70 618	25	18
Morogoro	M	78 028	41 551	79	59 130	96	28 126	48	56
	F	109 804	90 477	82	87 012	96	28 169	32	26
	T	187 832	132 028	81	146 182	96	56 295	39	30

1) In the report of the 1977 literacy test the number of illiterates is given as a cumulative number. In order to make allowance for the result of the 1975 literacy test, the number of illiterates is here estimated as the assessed number of illiterates in 1977 less those achieving levels III and IV in 1975.

2) In 1977 and 1981: the number expected to take the test.

Sources: Mwakide 1976 b, National Literacy Center 1976 b and Ministry of National Education 1981.

Estimates of literacy rates in Mwanza and Morogoro Districts

Area	Literacy rates in 1967 for		
	M	F	T
Mainland total	45	19	31
Mainland rural	43	17	29
Mainland urban	73	45	61
Mwanza Region	38	13	25
Morogoro Region	49	24	37

Source: Table 2, The United Republic of Tanzania 1971 b

The literacy rates in Mwanza and Morogoro Districts have been calculated from the percentage difference between the respective region and applying this difference to Mainland urban for Mwanza District and Mainland rural for Morogoro District.

District	Sex	%age difference	Estimated literacy rate
Mwanza	M	$[(38-45)/45] \times 100 = -15.6$	$(-15.6 \times 73)/100 = -11.4$
	F	$[(13-19)/19] \times 100 = -31.6$	$(-31.6 \times 45)/100 = -14.2$
	T	$[(25-31)/31] \times 100 = -19.4$	$(-19.4 \times 61)/100 = -11.8$
Morogoro	M	$[(49-45)/45] \times 100 = 8.9$	$(8.9 \times 43)/100 = 3.8$
	F	$[(24-17)/17] \times 100 = 41.2$	$(41.2 \times 17)/100 = 7.0$
	T	$[(37-29)/29] \times 100 = 27.6$	$(27.6 \times 29)/100 = 8.0$

As with the population estimates, the procedures employed to estimate the literacy rates is in favour of Mwanza District in that the overall low level of the Region substantially lowers the estimation for the District, while for Morogoro District the effect is the opposite.

Estimates of the population ten years and above in the regions and districts of Mwanza and Morogoro

The following growth rates, based on the population figures given in table 3, on page 18, have been used in estimating the population increases since 1967.

Average annual growth rates (%)

Period	Males	Females
1967 to 1975	2.5	2.4
1975 to 1977	3.6	3.6
1977 to 1981	4.3	3.5

With these growth rates, the population as given in volume 3 of the 1967 population census reports will develop as indicated in the table below. It is assumed that the national growth rates are applicable to both Mwanza and Morogoro and that there is no difference in the growth rates for Mwanza and Morogoro regions and districts respectively. No special allowance is made for migration which will favour Mwanza in particular, as Mwanza has experienced a rapid increase of the urban population during recent years, i.e. the population Mwanza is underestimated and the calculated literacy rates may be higher than what actually is the case.

Estimated population ten years and above ('000)

Area	Sex	1967 ¹⁾	1975	1977	1981
Mwanza Region	M	346	422	453	536
	F	345	417	448	515
	T	691	839	901	1 051
Mwanza District	M	77	94	101	120
	F	75	91	98	112
	T	152	185	199	232
Morogoro Region	M	203	264	300	361
	F	204	263	300	350
	T	407	527	600	711
Morogoro District	M	53	113	121	143
	F	65	127	130	157
	T	118	240	251	300

1) As given in Table 202, The United Republic of Tanzania, 1971 a

Comparison of the 1975 literacy performance between Mwanza and Kagera (West Lake) Regions

District	A No of ill- literate	B Enrolment	% of A	C Number tested	% of B	D Achieving III & IV	% of C	% of A
<u>Mwanza Region</u>								
Kalaba	139 447	110 936	80	55 061	50	17 015	31	12
Ukerewe	41 389	38 704	93	26 711	69	4 837	18	12
Mwanza	26 149	21 828	83	15 481	71	4 144	26	16
Mazu	103 527	84 457	82	67 845	80	21 628	31	21
Sengerema	76 287	60 891	80	43 117	71	14 678	34	19
Geita	108 113	108 113	100	70 640	65	17 781	25	16
Total	494 912	424 929	85	278 855	66	80 083	29	16
<u>Kagera (West Lake) Region</u>								
Bukoba Mjini	13 082 ¹⁾	13 082 ¹⁾	100	3 560	27	2 403	68	18
Bukoba								
Vijijini	177 486	184 280	103	112 287	83	40 852	36	23
Muleba	35 275 ¹⁾	35 275 ¹⁾	100	36 664	104	19 877	54	56
Karagwe	47 510	49 861	105	35 478	71	17 912	50	38
Biharamulo	53 589	62 003	116	34 819	88	20 540	37	38
Ngara	70 586	76 623	109	70 822	92	9 764	14	14
Total	397 528	421 124	106	313 630	74	111 348	36	28
TRZAKIA	5 860 437	5 184 982	88	3 804 468	77	1 403 985	37	24

¹⁾ Estimate

Source: Mbakile, 1976 b

Comparison of the 1977 literacy performance between Nyanza and Kagera (West Lake) Regions

District	A No of ill- literate ¹⁾	B No expected to take the test	% of A	C Number tested	% of B	D Achieving III & IV	% of C	% of A
<u>Nyanza Region</u>								
Kaimba	122 432	84 407	69	46 789	55	15 583	33	15
Ukerewe	36 552	29 680	82	15 909	53	5 398	21	9
Nyanza	22 005	13 480	61	8 143	60	2 244	28	10
Hagu	81 899	67 375	82	35 506	53	11 372	32	14
Tengerema	61 609	67 215	109	37 006	55	11 082	30	17
Leta	90 332	76 786	85	49 129	64	14 591	30	16
Total	414 829	339 143	82	192 482	57	58 670	30	14
<u>Kagera (West Lake) Region</u>								
Ikoba Kijini	10 679	9 727	91	8 539	88	5 700	67	53
Ikoba Vijijini	144 052	44 531	31	38 677	87	17 541	45	12
Kuleba	15 398	37 199	242	20 052	54	7 815	39	51
Karagwe	31 949	34 421	108	24 033	70	12 830	53	40
Biharamulo	45 174	46 942	104	34 912	74	10 538	30	23
Ngara	66 864	31 628	47	23 387	74	8 269	35	12
Total	314 116	204 448	65	149 560	73	62 691	42	20
TANZANIA	4 597 281	3 545 796	77	2 346 154	66	806 421	34	18

1) In the report on the 1977 literacy test the number of illiterates is given as a cumulative number. In order to make allowance for the result of the 1975 literacy test, the number of illiterates is here estimated as the assessed number of illiterates in 1977 less those achieving levels III and IV in 1975.

Source: National Literacy Centre, 1978 a and b.

Comparison of the 1981 literacy performance between Manza and Kagera (West Lake) Regions

District	A No of ill- literate	B No expected to take the test	% of A	C Number tested	% of B	D Achieving III & IV	% of C	% of A
<u>Manza Region</u>								
Kalimbe	60 477	55 656	92	46 856	84	11 684	25	19
Ukerewe	33 305	28 306	85	21 401	76	3 481	16	10
<u>Manza</u>								
Nanispaa	31 717	30 772	97	9 469	31	3 467	37	11
Misungwi	45 137	43 423	96	35 080	81	8 392	24	19
Nagu	56 662	55 649	98	46 988	84	11 649	25	20
Sengerema	71 710	57 341	80	48 316	84	12 139	25	17
Gelita	91 297	88 919	97	76 962	87	19 592	25	21
Total	392 325	360 066	92	285 112	79	70 404	25	18
<u>Kagera (West Lake) Region</u>								
Bukoba Mjini	6 805	4 697	69	5 034	107	2 875	57	42
Bukoba								
Vijijini	55 387	49 386	89	46 948	95	23 034	49	42
Muleba	43 818	39 213	89	36 116	92	13 042	36	30
Karagwe	51 063	48 163	94	41 080	85	15 988	39	31
Biharamulo	49 393	42 812	87	43 237	101	14 008	32	28
Ngara	31 718	30 282	95	29 634	98	5 680	19	18
Total	238 244	214 553	90	202 051	94	74 627	37	31
TRZANIA	3 888 791	3 524 442	91	3 107 506	88	912 576	29	23

Source: Ministry of National Education, 1981

Estimation of literacy rates in Kagera (West Lake) Region and Bukoba Rural District

The same population growth rates and assumption as previously in Appendix 5 have been used.

1) Estimated population ten years and above (1970)

Area	Sex	1967 ¹⁾	1975	1977	1981
Kagera (West Lake) Region	M	296	293	287	314
	F	290	298	300	321
	T	496	591	587	635
Bukoba Rural District	M				
	F				
	T				

1) As given in table 202, the United Republic of Tanzania 1971 a

2) Estimated number of illiterates

Area	Sex	1975	1977 ¹⁾	1981
Kagera (West Lake) Region	M	169 547	126 348	91 291
	F	227 981	187 368	138 953
	T	397 528	314 116	230 244
Bukoba Rural District	M	66 635	53 449	21 900
	F	110 851	90 603	33 487
	T	177 486	144 052	55 387

1) In the report of the 1977 literacy test the number of illiterates is given as a cumulative number. In order to make allowance for the result of the 1975 literacy test, the number of illiterates is here estimated as the assessed number of illiterates in 1977 less those achieving levels III and IV in 1975.

Source: Mwakile 1978 b, National Literacy Centre 1978 b and Ministry of National Education 1981

3) Number of participants reaching levels III and IV and estimated literacy rates

Area	Sex	Participants reaching levels III and IV			Estimated literacy rates		
		1975	1977	1981	1975	1977	1981
Kagera (West Lake) Region	M	50 679	35 369	38 760	53	66	81
	F	60 669	27 322	35 867	42	47	71
	T	111 348	62 691	74 627	47	57	76
Bukoba Rural District	M	16 532	9 138	10 858			
	F	24 320	8 403	12 176			
	T	40 852	17 541	23 034			

Comparison of the 1975 and 1977 literacy performance in urban areas (excluding Dar es Salaam)

urban area	A No of ill- literate ¹⁾	B Enrolment ²⁾	% of A	C Number tested	% of B	D Achieving III & IV	% of C	% of A
<u>1975</u>								
Dodoma Mjini	63 681	61 550	97	50 511	82	20 923	41	33
Bukoba Mjini	12 113 ³⁾	12 961 ³⁾	107	3 560	27	2 403	68	20
Kigoma Mjini	14 385	12 916	90	11 403	88	3 916	34	27
Moshi Mjini	7 185	6 625	92	6 029 ³⁾	91	2 291 ³⁾	38	32
Total urban areas	97 374	94 052	97	71 503	76	29 533	41	30
TRUZAKIA	5 840 437	5 184 982	88	3 804 468	77	1 403 985	37	24
<u>1977</u>								
Dodoma Mjini	42 810	24 912	58	12 800	51	3 773	29	9
Bukoba Mjini	10 679	9 727	91	8 539	88	5 700	67	53
Kigoma Mjini	10 469	10 471	100	9 388	90	1 728	18	17
Moshi Mjini	5 252 ³⁾	3 423	65	3 096	90	1 354	44	26
Lindi Mjini	6 319 ³⁾	6 407	101	4 099	64	939	23	15
Mbeya Mjiwapa	18 184	16 806	92	11 798	70	3 832	32	21
Total urban areas	93 713	71 746	77	49 720	69	17 326	35	18
TRUZAKIA	4 597 281	3 545 796	77	2 346 154	66	806 421	34	18

1) In the report on the 1977 literacy test the number of illiterates is given as a cumulative number. In order to make allowance for the result of the 1975 literacy test, the number of illiterates is here estimated as the assessed number of illiterates in 1977 less those achieving levels III and IV in 1975.

2) In 1977: the number expected to take the test.

3) Estimate

Source: Mbakile, 1976 b and the National Literacy Centre, 1978 a and b.

Comparison of the 1981 literacy performance in urban areas (excluding Dar es Salaam)

Urban area	A. No of ill- literate	B. No expec- ted to take the test	% of A	C. Number tested	% of B	D. Achieving III & IV	% of C	% of A
Arusha Municipality	6 754	6 551	97	5 361	82	1 330	45	34
Todara Municipality	6 911	6 823	99	4 651	68	1 799	39	28
Todara Mjini	22 580	21 369	95	18 355	86	4 581	25	20
Iringa Mjini	8 983	8 071	90	8 281	103	4 059	49	45
Lukoba Mjini	6 805	4 697	69	5 034	107	2 875	57	42
Migoma Mjini	8 024	4 986	62	4 316	87	1 585	37	20
Moshi Mjini	3 447	3 248	94	2 975	92	1 952	66	57
Lindi Mjini	3 885	3 668	94	3 163	86	1 155	37	30
Musoma Mjini	5 153	4 510	88	2 581	57	800	31	16
Mteya Municipality	10 849	9 897	91	8 035	81	3 060	38	28
Mtengoro Mjini	8 856	6 610	75	5 043	76	1 703	34	19
Mtwara Mjini	15 728	10 537	67	6 387	61	2 202	34	14
Mwanza Municipality	31 717	30 772	97	9 469	31	3 467	37	11
Mwanza Mjini	9 180	8 141	89	7 439	91	2 575	35	28
Mtanga Mjini	10 488	7 715	74	7 234	94	3 645	50	35
Mtinyanga Mjini	15 406	10 968	71	10 069	92	2 985	30	19
Mtindaji Mjini	13 145	12 746	97	10 808	85	2 934	27	22
Mtoko Mjini	8 313	6 884	83	6 610	96	2 730	41	33
Mtoto Mjini	9 879	9 682	98	9 041	93	3 489	39	35
Total urban areas	206 063	177 875	86	134 858	76	49 926	37	24
MAZAWA	3 888 791	3 524 442	91	3 107 506	88	912 576	29	23

Source: Ministry of National Education, 1981

THE ORGANIZATIONAL STRUCTURE OF ADULT EDUCATION

Educational Structure for Implementing Adult Education Activities:

Ministry of National Education	<ul style="list-style-type: none"> National Advisory Committee on National Education
- Directorate of Adult Education	<ul style="list-style-type: none"> - Adult education sub-committee - National Central Inspectorate - Adult education inspectors
Regional Education Officer	<ul style="list-style-type: none"> Regional Adult Education Committee
- Regional Adult Education Coordinator	<ul style="list-style-type: none"> Permanent trainers' team - Institute of Adult Education Resident tutor, workshop for adult education, follow-up reading materials
District Education Officer	<ul style="list-style-type: none"> District Adult Education Committee
- District Adult Education Coordinator	<ul style="list-style-type: none"> - District permanent trainers' team - District Inspectorate - Adult Education Inspector
Divisional Adult Education Coordinator	<ul style="list-style-type: none"> Extension officers' management team Permanent trainers' team
Ward Adult Education Coordinator	<ul style="list-style-type: none"> Ward Adult Education Committee Permanent trainers' team Rural and Urban Ward libraries
Class Adult Education Coordinator	<ul style="list-style-type: none"> Ujamaa Village Government Department Institutions and work places Folk Development Colleges

Party Administrative Structure

National Party	<ul style="list-style-type: none"> Annual Conference
Chairman and Vice Party Chairman	<ul style="list-style-type: none"> - Final decision-making body
National Party	<ul style="list-style-type: none"> National Party
Executive Secretary	<ul style="list-style-type: none"> Executive Committee Executive organ of the Party
Regional Party Secretary	<ul style="list-style-type: none"> Regional Annual Conference
Regional Party Executive Secretary	<ul style="list-style-type: none"> Regional Party Executive Committee Party decision-making/Executive decisions at regional level
District Party Secretary	<ul style="list-style-type: none"> District annual conference
District Party Executive Secretary	<ul style="list-style-type: none"> District Executive Committee Party decision-making/Executive decisions at district level
Divisional Secretary	<ul style="list-style-type: none"> No party sittings
Ward Executive Secretary	<ul style="list-style-type: none"> Ward annual conference Ward Party Executive Committee Party decision-making/Executive decisions at ward level
Branch Secretary	<ul style="list-style-type: none"> Branch annual conference Branch Executive Committee Party decision-making/Executive decisions at branch level
Village Branch	<ul style="list-style-type: none"> Monthly ten cell meetings
Urban Ward Branch	<ul style="list-style-type: none"> - The basic administrative and Executive Party Unit
Work Place Branch	
Ten Cell Leader	

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1982-03-25

TERMS OF REFERENCE FOR THE STUDY OF THE ADULT EDUCATION PROGRAMME IN TANZANIA

1 Background

The year 1970 was proclaimed by President Nyerere as "Adult Education Year". Since then adult education has received special attention in Tanzania. The Ministry of National Education has from 1969 had the task to coordinate all adult education activities in the country. The objectives for adult education were set in 1971.

The programme for adult education is seen as consisting of three steps. The first one is to make the adult population of Tanzania literate. The second step is to implement a programme of post-literacy activities for the retention of literacy skills and the third is the establishment of Folk Development Colleges.

The literacy eradication project experienced an explosive increase in enrolment from 261 000 in 1971 to almost six million participants in 1977. Literacy examinations have been held in 1975, 1977, and 1981. The illiteracy rate in Tanzania is now estimated to be some 21 per cent compared to 67 per cent in 1967. All in all, 3.1 million adults have qualified for grades three and four of the examinations out of 9.3 million participants sitting for the exams. Attainment of grades three and four implies that the successful ones could read, write and do simple arithmetics.

In order to make it possible for those adults who have acquired the three R's to retain their skills, Tanzania has launched a programme of post-literacy activities. Reading and education material for newly literates have been and are being produced where even more emphasis will be given to functional literacy, i.e. skills needed for development in

rural areas. The major programmes in the area of post-literacy are printing of books for adults, establishment of rural libraries, publication of rural newspapers, rural construction programme, rural cinema programme, work oriented education (domestic science, agriculture and crafts) and the radio education programme.

Also in the post-literacy programme impressive results have been achieved. As examples it can be mentioned that over the last ten years the number of rural libraries has grown to more than 2 800. Almost 2 million books have been purchased and distributed to these libraries. The six rural newspapers that exist are distributed in 25 000 copies each except for the rural newspaper in the Lake Zone which is distributed in 100 000 copies.

The first Fol. Development Colleges were established in 1975 and already in 1978 the number of Colleges had reached 52. Several problems have been experienced due to the rapid expansion of the FDC-programme and the emphasis is now on consolidation. The training that is offered at the FDC's is both long and short courses should be geared towards those that recently have participated in the literacy programme. The training should furthermore directly relate to developmental problems existing in the catchment area of the FDC. The total number of students in 1980/81 participating in courses under the Ministry of National Education was 2 400 and in courses under other ministries and institutions 11 000.

SIDA has supported adult education activities in Tanzania since the 1960's. Swedish support has been used for the establishment of the National Correspondence Institution and the Institute of Adult Education. The literacy programme and its follow-up activities as well as the FDC-programme have been supported from their inception. At present, adult education activities are included in the agreement concerning support to the education sector. The present agreement, which terminates on 30 June 1983, covers the adult education literacy

programme, which includes both literacy and post-literacy activities, the Adult Education Printing Press and the Folk Development Colleges. The allocations for 1981/82 for these three components are (in million Skr) 8.8, 0.4 and 9.1 respectively.

2 Purpose of the study

The aim of the study is to identify major factors, structural, institutional and other, which have been decisive in attaining a successful implementation of the adult education programme in Tanzania. The study should primarily be geared towards information needs in Sweden but also to those of various Tanzanian and international bodies.

3 Terms of reference

When carrying out the study the consultants shall cover the points stated below. The consultants shall

- 1) Describe the ideological and theoretical basis for the adult education programme in Tanzania;
- 2) Describe the rationale for Swedish-Tanzanian cooperation in the field of adult education;
- 3) Give a short description of the adult education programme and its major accomplishments;
- 4) Review research, evaluation and other reports and documents concerning the adult education programme with the objective of describing the main features of inter alia
 - a) adult education policies
 - b) organization
 - c) administration
 - d) inputs including Swedish support
 - e) feed-back
 - f) correction of deficiencies
 - g) and other factors deemed to be of importance

as well as major changes that have occurred with regard to these aspects;

5) Analyse the implementation of the adult education programme and identify factors, both internal and external to the programme, of crucial importance for its implementation through a comparative analysis of the districts;

6) Discuss, on the basis of the description of systems and processes and the district comparison, basic pre-requisites for implementation of adult education programmes.

4

Composition of the study team

The study team will consist of representatives from the Ministry of National Education and from SIDA as well as two consultants in adult education and research on adult education respectively contracted by SIDA.

The representatives of the Ministry of National Education will be officials of the Directorate for Adult Education. From SIDA the Development Cooperation Office representative will participate in the study and an Education Division staff member will join the team during the last three weeks of its stay in Tanzania.

5

Timing of the study

Before the study team commences its work, the Ministry of National Education will carry out necessary preparatory activities such as collection and preliminary analysis of documents and statistics, arrangements for necessary meetings, study visits, etc.

To complete the analysis the consultants shall use eight weeks of which approximately five shall be spent in Tanzania. The study team will conduct its work in Tanzania from the middle of July to the middle of August 1982.

6 Reporting

Before departing from Tanzania the consultants shall present a preliminary report on the findings of the study to SIDA and the Ministry of National Education.

The final version of the report shall be submitted to SIDA by 15 November 1982. The language of the report shall be English.

The contents of the report need not be endorsed by SIDA or the Ministry of National Education but may be seen as the consultants' independent contribution to an on-going discussion.

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