

*Full Length Research Paper*

# Financing adult and non-formal education in Nigeria

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The purpose of this study is to determine how adult and non formal education is financed in Nigeria; and to examine areas or forms of and the problems of financing adult and non-formal education in Nigeria. Survey research was used in order to carry out the study. Three hundred and twenty five (325) respondents from government agencies, non-governmental organizations, and private individuals were sampled. Three research questions were generated from the literature review, questionnaire on financing adult and non formal education, and the responses elicited from respondents were numerically quantified, tabulated and analysed using the Likert Scale. The analysis showed that: governments were not funding adult and non-formal education adequately in Nigeria; funds for adult and non-formal education was obtained from other sources; adult literacy, distance, labour and prison education received fund from the government; there was a political will on the part of government to fund adult and non formal education; and some problems were confronting financing adult and non-formal education in Nigeria. Based on the findings, it is recommended that effort should be made by the policy makers to fund adult and non formal education for the benefit of the masses; and other sources of fund should be explored in order to realize the potency of adult and non-formal education.

**Key words:** Adult and non formal education, financing adult and non – formal education, mechanism for financing adult education, organization providing adult and non – formal education, weighted scores.

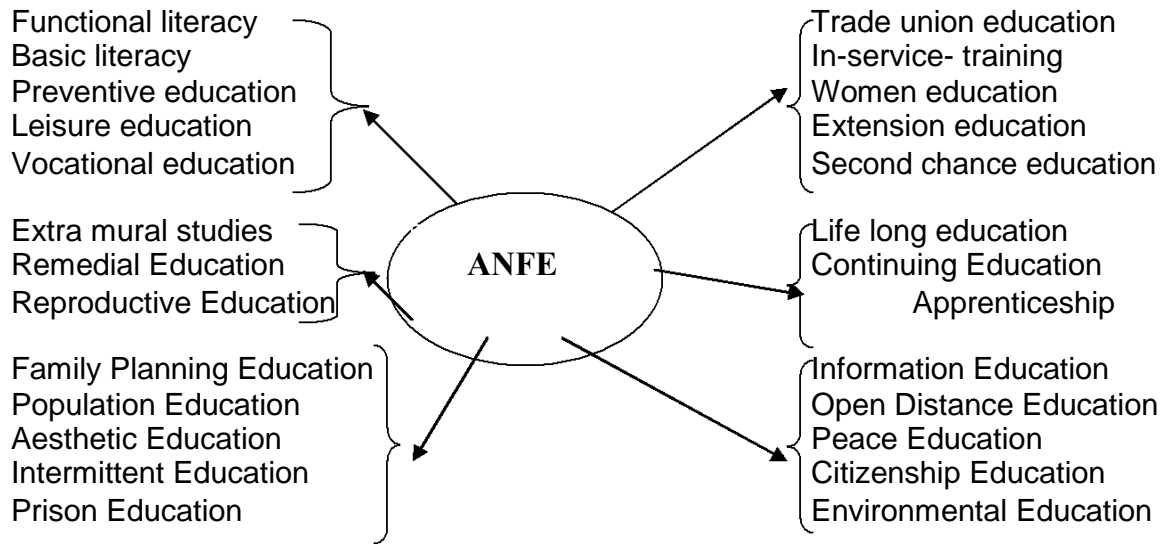
## INTRODUCTION

Adult and non-formal education is a productive human development investment. Thus, financing adult and non formal education is an investment in human development that produces benefits. Some of these benefits are listed by Okech (2004), citing UNESCO (1997):

The costs of adult learning must be seen in relation to the benefits that derive from reinforcing the competence of adults... The education of adults contributes to their self-reliance and personal autonomy, to the exercise of basic rights and to increased productivity and labour efficiency. It is also positively translated into higher levels of education and well-being of future generations. Adult education, being a human development and productive investment, should be protected from the constraints of structural adjustment.

The realization of the benefits that can accrue to the funding of adult and non formal education underscores the need for consistent and adequate financing of adult education programmes. Meanwhile, one begins to wonder when one sees adult literacy being taken for adult

education by some scholars. Whereas, the scope of literacy education is so narrowed, that is restricted to reading, writing and numeracy, while adult education encompasses all forms of adult education. For instance, Carr-Hill (2001) and Okech (2004) opine, while citing UNESCO (1997), that adult education denotes the entire body of ongoing learning processes, formal or otherwise, whereby people regarded as adults by the society to which they belong develop their abilities, enrich their knowledge, and improve their technical or professional qualifications or turn them in a new direction to meet their own needs and those of their society. Besides, Woodhall (1989) defines the term adult education as a wide range of educational activities in which adult takes part and includes vocational education and training, non - vocational courses, correspondence education, and full-time and part-time courses. The definitions given by the two scholars although talk about enlarged scope of adult education, emphasized adult clientele as recipient of the adult education. Consequently, it is worth exploring the concept of non-formal education. Radcliffe and Colletta (1989) subscribe to the view that non formal education is



**Figure 1.** Scope and Forms of Adult and non-Formal Education in Nigeria (ANFE).

Source: Adapted from Aderinoye R. (2004) *Adult and non Formal Education and the Global Challenges Issues and Perspectives*, Ibadan: Gabesther Educational publisher.

any organized educational activity outside the established formal system: whether operating separately or as an important feature of some broader activity that is intended to serve identifiable learning clientele and teaching objectives. Furthermore, Bock and Bock (1989) define non-formal education as any organized, systematic educational activity outside the framework of the formal school system designed to provide selective types of learning to particular subgroups in the population, adult as well as children. The definitions given by these scholars extend the scope of adult education to children and stress the flexibility involved in organization and provision of non-formal education.

In view of the foregoing, one may say that adult and non-formal education refers to any educational programme that is organized for all ages regardless of the content, place of study, form of study (part-time or full-time) once the programme is flexible and is organized to satisfy the needs and aspirations of the beneficiaries and their community. Aderinoye (2004) identifies list of adult and non formal education. Some of them include remedial, adult literacy, open/distance, continuing, extra-mural, preventive, worker's and agricultural extension programmes, etc. Certain research questions should be asked on financing adult and non-formal education in Nigeria, at this juncture. These are:

- i.) To what extent is adult and non formal education financed in Nigeria
- ii.) Which areas of adult education and non formal education are financed by the government in Nigeria?
- iii.) What are the problems of financing adult and non formal education in Nigeria?

## Literature Review

### Scope and forms of adult and non-formal education being financed in Nigeria

Adults and youths of different ages undertake various forms of adult and non-formal education in Nigeria. These forms can be broadly categorized into two, namely: (a) adult basic education and extension, and (b) continuing and further education. However, these forms of adult and non-formal education have been expanded by Aderinoye (2004), according to what is presented in Figure 1. All these forms of adult and non-formal education are financed either by the government or its agencies or by individuals and organizations

### Organization providing adult and non-formal education

Adult and non-formal education in Nigeria is provided by the private individuals and organizations in the formal and informal sectors of the economy. Specifically, the following are some of the organizations providing adult and non formal education in Nigeria.

**Government:** The federal government creates a section in the Federal Ministry of Education to oversee adult education programme. Besides, the National Commission for Adult and non-formal Education and other Ministries provide adult education for the people. A similar situation takes place at the state level. Apart from Education Ministries, others like local government, commerce, Industries, Agriculture and States Agencies provide adult edu-

cation programmes for the people.

**Quasi government:** These include universities, parastatal organization, information services, service and goods producing industries.

**Non-governmental:** These are voluntary organizations, mosques, churches, workers organization, employing bodies, political organization and foreign agencies.

### **Mechanism for Financing Adult and Non-formal Education (ANFE)**

Financing education programmes presupposes that there are benefits that can be obtained either by the individual or by the community. Thus, financing adult education programmes is based on certain consideration, as identified by Ubeku (1975), Akilaiya (1999) and Obanewa (2000).

These include:

- i.) Whether the money spent on educational programme is producing the results needed by the individuals and organizations.
- ii.) What improvements can be made to the training/educational procedures in order to reduce the costs and improve efficiency?
- iii.) Whether the type of training given or educational programme provided is necessary to improve individual and organizational effectiveness, whether the money, if spent on another activity, will lead to the attainment of individual and organizational goals.

Mechanisms for comparing costs of a function or programme with its outcomes have been described by a variety of terms, such as cost-benefit analysis, cost utility analysis operation research, operation analysis, cost quality analysis and cost effectiveness analysis (Hassan, 1994). The terms that appear to have achieved popularity and widest acceptance however, are cost-benefit analysis and cost effectiveness analysis. Meanwhile, cost benefit analysis according to Akilaiya (1999), implies a systematic comparison of the magnitude of the cost and benefits of some form of investment in order to assess its economic profitability; it is used in education because of its investment nature which yields returns. The uses of cost benefits analysis identified by this scholar include:

- i.) To point the way for allocation of resources, especially financial and human resources available for education.
- ii.) To provide answer to the question as to who or which body should finance education.
- iii.) To help find a way of increasing the cost of education so as to increase rate of returns or decrease the cost and increase rate of returns.

Cost-effectiveness analysis is different from cost-benefit analysis, according to Hassan (1994) citing Okedara (1979). For benefit is measurable in money unit called a

return. However, effectiveness may not be measurable in money unit except in some objective criteria of the programme. As such using cost-effectiveness strategy for evaluation of educational programmes involves paying attention to the following elements of analysis: the area of study; the objectives of the educational programmes stated in behavioural terms; both the cost and alternative costs of the programme must be known; and valid and reliable measures of the attainment of the objectives must be available.

In practical terms, financing adult and non-formal education in Nigeria takes into account the following cost categories:

- i.) The personnel costs incurred at different levels.
- ii.) The instructors/ facilitators' costs.
- iii.) Course fees (tuition, examination, instructional materials, etc).
- iv.) Equipment and materials.
- v.) Building and facilities used for classes.
- vi.) Administration, especially fuel, subsistence and other transport costs.
- vii.) Learners cost (opportunity costs /earning forgone).

### **Problems of financing adult and non formal education**

Okech (2004) identifies a number of problems or difficulties involved in having access to information on financing of adult education in Uganda. There is the difficulty on having access to adult and non-formal education programmes which may be due to the complexity of activities that constitute adult education. The diversity of provision, without focus or co-ordination, complicated the effort to identify the budgets or expenditure dedicated to adult education. In many cases, budgets that serve adult education are not in budget line explicitly designed as adult education. What Okech (2004) reported in Uganda is similar to the difficulty being encountered in Nigeria. It is in recent years, for example, that local government councils in Nigeria now have votes for community development programmes; this makes department of community development become functional in the local government administration.

Furthermore, the Federal and States Ministries of Agriculture, Health, Commerce, Industry and Cooperative carry out adult and non-formal education activities. The budget in these Ministries is not clearly dedicated to adult education. Even some civil society organizations involved in adult education often have adult education as part of other activities and may not necessarily have a distinct budget for it. When these organizations do have distinct budget for adult education, it is often more specifically for adult literacy.

One other difficulty is that both government and non governmental organizations are usually reluctant to reveal information on their finances. The consequence of

**Table 1.** List of Respondents on Financing Adult and non formal Education in Nigeria.

Types of organization	Population	Sample	% Sample
Directorate of Army Education	205	50	24.39%
NGOs	120	25	20.83%
Remedial Education Centre	300	60	20.00%
ASUU-trade union	310	70	22.58%
Govt. adult education agencies	160	40	25.00%
Nigerian National Council for Adult Education.	210	80	38.09%
	<b>1305</b>	<b>325</b>	<b>24.9%</b>

Source: Research data. December 2008.

this problem is that there may be the lack of researched information on the economics and financing of adult education and related activities.

Some other difficulties pointed out by Oyediji (1980), Bown and Okedara (1981) Woodhall (1989) and DFID (2001) include:

- i.) The responsibility for administering adult education programmes frequently falls on individuals such as trade union official, for whom adult education is only a peripheral of their work.
- ii.) The problems of double counting arise when public agencies give grants to non-governmental education agencies, and both donors and recipients include these in their total expenditure figures.
- iii.) The information on the payments by individuals for books or other direct expenditures and indirect cost such as earning forgone or travel expense may not be available.

## METHODOLOGY

The survey research design, where the phenomena already present in the subjects were utilized for this study.

### Population and sample

The population for this study consists of members of the Directorate of Army Education based in Ondo State of Nigeria; members of non governmental organizations offering adult education programmes, based in Ondo state of Nigeria; private individuals and organizations providing remedial education in Osun state of Nigeria; governmental agencies for adult and non formal education in Abuja and three states in southwest of Nigeria; one trade union organization, that is Academic Staff Union of University, Ondo state, Nigeria; and members of the Nigerian National Council for Adult Education.

### Sample

Random sampling technique where all subjects had equal probability of being selected was used in the study. This is presented in Table 1.

The population of two hundred and five (205) subjects was from directorate of Army Education. Out of this number, fifty (50) which represented 24.39% was chosen. There were 120 members of non

governmental organization. Twenty five or 20.83 were sampled out of the subjects. Twenty percent or 60 respondents were chosen from 300 subjects from Remedial Education Centres in Osun State of Nigeria. Three hundred members of ASUU-Academic Staff Union of Universities constitutes the population for this study; seventy (70) members of the union were randomly selected. This represented 22.58% of the respondents. Furthermore, out of 160 staff of government agencies for adult and non-formal Education in Abuja, forty (40) were randomly sampled and this represented 22.37% of the population. In the same vein, two hundred and ten (210) participants attended the national conference organized by the Nigerian National Council for Adult Education in Mina, Niger State, Nigeria. Out of this number, 80 which represented 38.09% of the population were sampled for the study. The justification for the sample was based on Gay (1987) and Kothari (2004) that 10% of a population could be a minimum of sample before the study could have a generalisable outcome on the population.

### Instrument

The study aimed at finding out how adult and non formal education is financed in Nigeria. Thus, structured questionnaire was constructed to provide answers to three research questions generated under introduction.

The data was analyzed by using rating scale and especially Likert type as follows.

SA-Strongly agreed	(4 points)
A-Agreed	(3 points)
D-Disagreed	(2 points)
SD-Strongly Disagreed	(1 point)
U- Undecided	(0 point)

The scores obtained by the respondents on questionnaire items were weighted in order to get their mean. Weighted scores refer to the respondents' scores against each questionnaire item multiplied by the scores under each Likert Scale point. The products were added together on each column in order to find out the average (mean) using the number of respondents involved. The mean (average) obtained is interpreted as follows:

### Interpretation scale

0.0 – 0.9	= U
1.0 - 1.44	= SD
1.50 – 2.49	= D
2.50 – 3.49	= A
3.50 – 4.00	= SA

**Table 2.** Respondents' View on How Adult and Non Formal Education is financed.

S/N	Items	Frequency of responses					Total
		SA	A	D	SD	U	
		4	3	2	1	0	
1	Financing adult and basic education by the government is adequate	40	52	123	110	-	325
2	Foreign aids are obtained for sponsorship of adult education	130	70	80	45	-	325
3	NGOs are the main financier of adult education	40	55	90	140	-	325
4	Private sponsorship of adult and non – formal education.(ANFE) is high	95	90	90	50	-	325
5	Remedial education is provided and financed by the government and private individuals	100	105	80	40	-	325
6	Adult and Non-formal Education should not be financed by govt. alone because of other sectors of economy	80	90	85	70	-	325

Source: Research data December, 2008

**Table 3.** Analysis of respondents view on financing adult and non formal education using weighted scores.

S/N	Item	SA	A	D	SD	U	N	Total	Mean	Interpretation
		4	3	2	1	0				
1	Financing adult and basic education by the govt. is adequate	160	156	246	110	-	325	672	2.05	D
2	Foreign aids are obtained for sponsorship of adult education	520	210	160	45	-	325	935	2.88	A
3	NGOs are the main financier of adult education	160	165	180	140	-	325	645	1.98	D
4	Private sponsorship of adult and non – formal education (ANEF) is high	380	270	180	50	-	325	880	2.71	A
5	Remedial education is provided and financed by the government and private individuals	400	315	160	40	-	325	915	2.82	A
6	Adult and Non-formal Education should not be financed by govt. alone because of other sectors of economy	320	270	170	70	-	325	830	2.55	A

Source: Research data, December, 2008

This is further used to interpret the respondents' view on each questionnaire item and the findings of the study.

## Research Questions

### Question 1

How is adult and non formal education financed by the government in Nigeria? Answer to this question is con-

tained in Tables 2 and 3.

The analysis of respondents' views on financing adult and non formal education obtained in Table 3 shows that the governments (Federal, State and Local governments) were not funding adult education adequately. Perhaps, this is reflected in the budgets set aside for education in the last 3 years where 18% of the budget was given to all aspects of education [including adult education].

Similarly, all the respondents agreed that non govern-

**Table 4.** Respondents view on areas of adult and non formal education financed in Nigeria.

S/N	Item	Frequency of Responses					Total
		SA	A	D	SD	U	
1	Adult Literacy/ Adult Basic Education	80	121	80	44	-	325
2	Remedial/Extra mural Education	40	100	111	74	-	325
3	Extension Education	90	48	100	87	-	325
4	Continuing Education	90	80	55	100	-	325
5	Distance Education	80	81	120	44	-	325
6	Labour Education	80	89	111	45	-	325
7	Prison Education	86	90	110	45	-	325

Source: Research data, December 2008.

**Table 5.** Analysis of respondents view on areas of adult and non formal education financed in Nigeria using weighted scores.

S/N	Item	Total	SA	A	D	SD	U	N	Mean	Interpretation
1	Adult Literacy Adult / Basic Education	887	320	363	160	44	-	325	2.73	A
2	Remedial/Extra mural Education	756	160	300	222	74	-	325	2.33	D
3	Extension Education	791	360	144	200	87	-	325	2.43	D
4	Continuing Education	810	360	240	110	100	-	325	2.49	D
5	Distance Education	847	320	243	240	44	-	325	2.61	A
6	Labour Education	854	320	267	222	45	-	325	2.62	A
7	Prison Education	855	320	270	220	45	-	325	2.63	A

Source: Research Data, Dec. 2008.

governmental organizations were not the main financiers of adult and non formal education in the country.

Furthermore, the respondents expressed their views that foreign assistance was received on financing adult education: private involvement was present in the provision and financing adult education; and the remedial education was provided and financed by the government as well as private individuals. Also, the respondents were of the view that financing adult and non formal education should not be the responsibility of government alone because of other areas where government attention is required. This kind of situation is reported by Okech (2004) where people pay fees and other costs to obtain adult education in Uganda. The scholar also submitted that government was involved in the finance of adult education. The finding is in line with World Bank (2003) which advocated for cost sharing schemes for providing lifelong education for learners, on the grounds that there will be no wastages and the learners would study harder. The World Bank recognizes the need for public, individuals and companies to make contribution in financing education generally. The finding here is contrary to what Appiah-Donyina (2004) found out in Ghana. She found out that the Department of Community Development (DCD) and the Institute of Adult Education (IAE) of the University of Ghana subsist almost entirely on state budgetary allocation. This finding has implication for

adult participation and sourcing fund for adult and non formal education in a growing economy like Nigeria so that more people would benefit from adult education programme. The private providers of adult education programme might be interested more in the money they are going to make at the detriment of learners.

## Question 2

Which areas of Adult and non Formal Education are financed by the government in Nigeria?

Tables 4 and 5 contain answer to this question.

In table 5, analysis of respondents' view on forms/areas of adult and non –formal education being financed by the government is presented. It shows that adult and basic literacy education is mostly financed by the governments – federal, State and the local. In the history of literacy education in Nigeria, right from the colonial era (1943 – literacy campaign) through Military and Civilian regimes, the area of concentration was literacy education. This is seen in Table 6 presented.

Furthermore, Table 5 reveals that remedial/extra-mural education, extension education, and continuing education received less attention from the governments, as opined by the subjects. The UNESCO statistics obtained by Johnstone (2008) on eleven Caribbean countries which centered around UNESCO's six Education for All (EFA)

**Table 6.** List of Literacy Campaigns in Nigeria: 1943-1999.

S/N	Literacy Education	Organizer	Year
1	Mass Education	Colonial Government	1943-1956
2	Literacy education	National Union of Nigeria Students (NUNS)	1969
3	Literacy Education	Nigerian National Council for Adult Education (NNCAE)	1971
4	Mass Literacy Education	Civilian Government of Alhaji Sheu Sahgari	1982
5	Mass Literacy Education	The Military Government of General Ibrahim Babangida	1988
6	Mass Literacy Campaign	Military Regime of General Babagida	1992
7	Literacy Education	The Military Government of General Sanni Abacha in collaboration with UNDP	1995-99
8	Basic Education	The Civilian Administration of Chief Olusegun Obasanjo	1999

Source: Hassan, M.A. and Oyebamiji, M.A. (2002) Introduction to the Study of Adult Education: Ife, J.F.A. (Nig.) Enterprises Publishers.

**Table 7.** Respondents' View on problems Facing Financing of Adult and Non-Formal Education in Nigeria.

S/N	Item	Frequency of Responses					Total
		SA	A	D	SD	U	
1	Lack of political will to fund Adult and Non-Formal Education	68	72	85	100	-	325
2	Inadequate information on sharing of fund for adult and non-formal education by government agencies	79	81	79	96	-	325
3	Double counting of grants by donors and non-governmental organizations	82	81	93	69	-	325
4	Lack of information on funding by individual	93	63	90	94	-	325
5	Difficulties in identifying budget meant for adult and non-forma education	94	70	97	64	-	325

Source: Research Data, December, 2008.

goals, using EFA development index (EDI) to help monitor the progress of countries in their efforts to achieve six EFA goals, found out that Cuba ranked the highest among the selected countries, with an EDI of 0.981. The EDI provides insight into national education development formulated by combining four supporting indices for primary school enrolment, adult literacy, gender equality and primary school survival. Johnstone reported that Cuba achieved the feat because of her resolve to contribute a significantly higher percentage of its gross national product (GNP) to education. This appears to be in contrary with what is now in vogue in some industrial and developing countries, as reported by World Bank (2003). According to World Bank, Australia, Canada, Chile, Philippine, Brazil, Namibia, France and Malaysia now device financial schemes funded by the mortgage institutions, government and individual learners to the lifelong education which encompasses various forms of adult and non-formal education and solve aspects of formal education.

However, distance education; labour education; and prison education were funded by the governments, as reported by the respondents. Perhaps, it is worth recalling

here that during the Obasanjo Civilian Administration, the open university of Nigeria which was suspended by the Buhari Military Regime in 1983 was reactivated in 2001 by the Obasanjo Civilian Administration to provide access to education to every Nigerian citizen on equal basis, who because of one reasons or the other could not attend regular school.

The implication of the finding is that the areas of adult and non-formal education that is not well funded should be revisited; while the other areas being funded should be continued. Government alone cannot fund all forms of adult education. The finding here has implication for considering other sources of fund such as private individuals and organizations in order to realize the potency of adult and non-formal education.

### Question 3

What were the problems facing financing of Adult and non formal education in Nigeria?

Tables 7 and 8 provide answer to this question.

One observes in Table 8 that the respondents expressed contrary view in respect of political will. This is in line

**Table 8.** Analysis of Respondents' View on Problems Facing Financing of Adult and Non-Formal Education in Nigeria Using Weighted Scores.

S/N	Item	SA	A	D	SD	U	N	Total	Mean	Interpretation
		4	3	2	1	0				
1	Lack of political will fund Adult and Non-Formal Education	272	216	170	100	-	325	758	2.33	D
2	Inadequate information on sharing of fund for adult and non-formal education by government agencies	316	243	158	96	-	325	813	2.50	A
3	Double counting of grants by donors and non-governmental organizations	328	243	186	69	-	325	826	2.54	A
4	Lack of information on funding by individual	372	204	180	94	-	325	850	2.62	A
5	Difficulties in identifying budget meant for adult and non-forma education	376	210	194	64	-	325	844	2.60	A

Source: Research Data, December, 2008.

with Voss (2007) who reported on the Danish government effort in boosting financing of adult education through enactment of act of parliament in 2006. According to Voss, more than 125 million Euro was set aside for adult education, especially job related aspect, between 2007 and 2012, in order to make Demark more competitive and able to cope with the conditions of a globalized world. In other words there was political will on the part of government to fund adult and non formal education. However, the respondents were unanimous in their view on the presence of some other problems facing financing of adult and non-formal education in Nigeria. These include inadequate information on sharing of fund and funding by the individuals; double counting of grants by donors and non- governmental organizations and problems in identifying budget meant for adult and non-formal education. This finding is in line with what Woodhall (1989) found out in some developing countries; Appiah-Donyina (2004) found out in Ghana and Okech (2004) reported in Uganda on the challenges of adult education financing. According to the adult education carried out in the sections of health, agriculture, commerce, industry and others is not referred to as adult education and the budget dedicated to education is often not specify the percentage meant for adult education. The scholar also found out that in Uganda, both government and non-governmental organizations were usually reluctant to reveal information on their finances. In the same vein, Appiah – Donyina (2004) found out in Ghana that civil servants who play advocacy roles for the allocation of money to adult education do not understand the concept of adult education. The result is low budget for adult education. This contradicts the first aspect of the finding here on political will in Nigeria.

### Recommendation

**The following recommendations are made based on the findings of the study.**

i.) Efforts should be made by the policy makers to fund

adult and non formal education for the benefit of the masses.

- ii.) Other sources of fund should be explored in order to realize the potency of adult and non-formal education.
- iii.) Apart from literacy and basic education, effort should be made by the governments to fund other forms of adult and non-formal education for the benefit of the people.
- iv.) It is enjoined on all the stakeholders of adult and non formal education to provide clear and distinct information on funding of adult education.
- v.) It is suggested that all agencies providing adult education related programmes should coordinate their efforts in order to avoid duplication of records on financing adult and non-formal education.

### Conclusion

The benefits derivable from financing adult and non-formal education are enormous. The education contributes to the self -reliance and personal autonomy of adult learners. It enables them to exercise their basic rights. Above all, it increases their productivity, labour efficiency and well being of their children. This type of education should be vigorously pursued and supported with adequate finance. All bottlenecks hindering its financing and researching into it should be totally minimized or removed.

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