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**AN ASSESSMENT OF LEARNERS' PARTICIPATION IN THE MANAGEMENT OF
ADULT AND CONTINUING EDUCATION CENTRES IN KENYA
A CASE STUDY OF LANG'ATA & KIBRA SUB COUNTIES IN NAIROBI COUNTY**

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REG NO; C50/70624/2008

CSO 698: A RESEARCH PROJECT REPORT

Submitted in partial fulfillment of the requirement for the award of a Master of Arts Degree in
Sociology (Rural Sociology and Community Development)

SEPTEMBER, 2013

DECLARATION

This research project report is my own original work and has not been submitted for examination in any other University or higher institution of learning.

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ACKNOWLEDGEMENT

This is to acknowledge all the efforts of everyone who supported me in all the steps while undertaking this research. Specifically I appreciate all the adult learners and the adult education teachers for their valuable time as respondents during this study. I also appreciate the Directorate of Adult Education for their support. I further appreciate the role played by my supervisor in providing the technical guidance throughout the time I was undertaking this research.

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ACRONYMS AND ABBREVIATIONS

ACE	Adult and Continuing Education
BAE	Board of Adult Education
CAL	Characteristics of Adult Learners
CBO	Community Based Organization
DAE	Directorate of Adult Education
DAEO	District Adult Education Office
EFA	Education for All
FBO	Faith Based Organization
IGA	Income Generating Activity
ILD	International Literacy Day
KESSP	Kenya Education Sector Support Programme
KIE	Kenya Institute of Education
KNALS	Kenya National Adult Literacy Survey
KNBS	Kenya National Bureau of Statistics
MDGs	Millennium Development Goals
NGO	Non-Governmental Organization
QASO	Quality Assurance and Standards Officer
UDHR	Universal Declaration of Human Rights
UNESCO	United Nations Educational, Scientific and Cultural Organization

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ABSTRACT

This study focused on the Assessment of Adult Learners' participation in the Management of Adult & Continuing Education (ACE) centers and was carried out in Lang'ata and Kibra Sub Counties, in Nairobi County. The study was descriptive in nature and used both probability and non-probability sampling techniques.

The study established that adult learners were involved in the management of ACE centers especially through the committee meetings and this helped in improving class room management and decision making. The study did also establish that the learners were involved in the implementation of the ACE centres programmes especially the income generating activities, while for the matters to do with teaching and learning, this was a largely a responsibility of the teacher in-charge of the centre. Other key findings included were concerns on lack of proper accountability mechanism in the management of ACE centres, with a major concern being lack downward accountability from the Ministry of Education to the learners. On the other hand, low literacy levels, lack of ACE center management guidelines at the center level and inadequate time for participation, were some of the main factors affecting meaningful participation of the learners in the management of centres.

To be able to improve the participation of the learners in the Management of the ACE Centres, there is need to have in place detailed government guidelines for the establishment, composition & functions of the ACE center management committees and for conducting an Induction of the ACE center management committee members.

CHAPTER ONE

INTRODUCTION

The Background to the study and the problem statement is presented and discussed in this Chapter. The Study objectives, justification and scope are also discussed in this Chapter. The definition of the key terms used in the study is also presented at the end of this Chapter.

1.1 BACKGROUND OF THE STUDY

In the year 2000, governments from all over the world, Kenya included, signed an international agreement on education and committed to pursue a broad-based strategy for ensuring that the basic learning needs of every child, youth and adult are met within a generation and sustained thereafter (The Dakar Framework for Action on Education for All, 2000). Among the Six Education for All (EFA) goals, that governments promised to realize, are goal number three and four respectively that focus on adult literacy. These are; ensuring that the learning needs of all young people and adults are met through equitable access to appropriate learning and life skills programmes; and achieving a fifty per cent improvement in levels of adult literacy by 2015, especially for women, and equitable access to basic and continuing education for all adults.

One of the pledges that governments made was to develop responsive, participatory and accountable systems of educational governance and management among other pledges (ibid). To date, education governance and management still remains a key concern for many education stakeholders in Kenya with a lot of emphasis on primary education, secondary education and

higher institutions of learning. Minimal attention is given to the management of Adult Literacy Programmes despite government's good intention to support the adult education sub sector.

In the Sessional Paper No. 1 of 2005 on a Policy Framework for Education, Training and Research, the Government of Kenya recognized the important role played by Adult and Continuing Education (ACE) as a vehicle for transformation and empowerment of individuals and the society. In this respect, one of the government's intentions has been to build the capacity of the ACE providers to ensure quality in service delivery and management of ACE programmes, among other strategies. Despite the Kenya government's commitment to ensure literacy for all, a number of Kenyans are still illiterate.

Kenya's National Adult Literacy Survey conducted in 2007 revealed that only 61.5% of the adult population had attained the minimum literacy level and that 38.5% (7.8 million) adults were illiterate. The survey report indicates that only 29.6% out of the 61.5% of the adult population with minimum literacy level had acquired the desired mastery literacy and numeracy competency and that there existed gender disparity in literacy levels with men rated at 64.1% and women at 58.9%. (KNALS, 2007). To be able to address illiteracy in the country, the Kenya government has set a target of achieving an 80% adult literacy rate which is to be realized through rejuvenating ongoing adult training programmes (Kenya Vision 2030).

The Directorate of Adult Education is the government's unit responsible for the provision of ACE nationally. It is in effect the main provider of ACE in the country with an extensive

structure running from the Ministry of Education headquarters in Nairobi down to the location level where it is represented by adult education teachers.

In Kenya's National Adult and Continuing Education Policy Framework, ACE is provided for as the entire body of learning processes within the perspective of lifelong learning whereby adults and out of school youth have an opportunity to develop their abilities, enrich their knowledge and improve their skills to meet their own needs and those of their society. One of the guiding principles in this policy document is good governance where the policy seeks, among other things, to promote the values of good governance, a just and tolerant society, transparency and accountability, and the spirit of nationhood and patriotism. It is intended to ensure that all citizens are able to access information, make informed decisions and participate in social, economic and democratic processes of their society. One such process is the management of ACE centers.

Among the key players in promoting good governance in a learning institution are the learners and therefore their needs should be effectively catered for in all the decision making processes as far as the management of learning centers is concerned. Access to public policy information by adult learners will enable them prepare adequately to engage in the management of ACE centers. Such information includes Ministry of Education guidelines, ACE center plans, budgets and progress reports.

Participation of adult learners in developing ACE center plans and budgets, monitoring service delivery in the centers and regularly holding dialogue and accountability sessions with

government officers, charged with responsibility of managing the centers, will help realize the vision of responsive, participatory and accountable systems of educational governance and management in the adult education sub sector.

1.2 PROBLEM STATEMENT

Within the adult education policy discussion forums, the question of learners' participation in management of the centers is a recurring concern. During the National Conference of Adult Education, held in Kenya in 2008, the concern of learners' voice was raised especially in regard to governance of the sector and the ACE centers. In addition, every year, during International Literacy days celebrations (8th September of every), education for all campaigners in Kenya and adult learners have been demanding for a move from rhetoric to action with a view to ensuring that the views and voice of adult learners are considered right from the ACE center level up to the national education policy discussion fora. Noting further, a review of Kenya's Education Sector Reports (2007 and 2008) and Human Resource Development Reports (2009, 2010 and 2011); that documents progress of the sectors achievements, reveals that nothing is reported on the participation of adult learners at all.

A gap exists in Kenya's ACE policy where the term **"Participation"** has been defined as the active involvement in enrolment, retention, progression and transition and achievement. This implies that the focus on learners in terms of policy implementation is likely to be over concentrated on their enrollment, retention, progression, transition and achievement in as far as learning is concerned with minimal or no focus in some cases on the learners' participation in

management of the learning centers. In addition, the same policy document provides for the roles and responsibilities of various actors in the implementation of the policy but of concern is that the policy does not single out the adult learners as key stakeholders that have roles to play in policy implementation.

Awareness of literacy programs and participation are related factors and were investigated in Kenya in 2007 (KNALS, 2007). The KNALS revealed that the level of awareness of literacy programs in the country among adults was 31% (31.7% males and 30.2% females); with lowest level of awareness being in the City of Nairobi, where only 18.6% male and 15.0% female adults said they were aware of the programs that had been put in place for them. However, this survey did not investigate the participation of learners in the management of the centers; the element investigated in terms of participation was on direct involvement in the actual learning.

The government of Kenya in December 2009, together with other nations from all over the world adopted the Belém Framework for Action to guide countries in harnessing the power and potential of adult learning and education for a viable future for all. (UNESCO, CONFINTEA VI, Final Report, 2010). Among the commitments made in this document are; creating and maintaining mechanisms for the involvement of public authorities at all administrative levels, civil society organisations, social partners, the private sector, community and adult learners' and educators' organisations in the development, implementation and evaluation of adult learning and education policies and programmes; promoting and facilitating more equitable access to, and participation in, adult learning and education by enhancing a culture of learning and by eliminating barriers to participation and creating multi-purpose community learning spaces and

centres and improving access to, and participation in, the full range of adult learning and education programmes. Clearly, government delegates, being participants in this conference, identified adult learners as a major group to be involved in all matters concerning them.

Asuko (1980), in a study on Management practices in Kenya schools, reported that the location of a school influenced the management practices therein. Whereas the focus was on primary schools, this study will focus on the management of Adult and Continuing Education centers. It will be important to find out if the location of a center influenced its management of practices.

Onsomu et.al (2004) reported on community participation in funding and managing schools in Kenya and found out that in most schools the management teams were very weak and this created a problem for the proper delivery of education. Some of the management teams neglected to establish good links with the City Education Department while others did not even try to strengthen their relationships with, the City Education Department. The situation was attributed to a fear that the managers had about losing their jobs if their weaknesses were uncovered by advisors from the Quality Assurance and Standards Officers (QASO) from Ministry of Education. Clearly this study was limited to schools and did not focus on ACE centers. It therefore becomes necessary to assess the participation of adult learners in the management of ACE centers and determine the capacities and confirm whether they are also weak like in the primary schools as was revealed by Onsomu et al.

The common practice was that officers from the City Education Department asked for some kind of payment from the schools before services are delivered (ibid). In their study, this team of

researchers recommended that it was wise for the government to undertake an open dialogue with managers of community schools in order to identify ways in which some administrative and management training could be provided to their managers. This implies that ways and means are to be found in order to create an appropriate legal framework for ensuring recognition and supervision of community schools. It is however not clear as to whether learners were to be involved in the subsequent open dialogue between government and the managers of community schools.

Against this backdrop, this research project narrowed down to assessing the learners' participation in the management of the adult centers.

1.3 RESEARCH QUESTIONS

- (i) What is the extent of learners participation in the management of Adult and Continuing Education Centers in Lang'ata and Kibra Sub Counties
- (ii) What are the barriers to effective participation of learners in the management of Adult and Continuing Education Centers in Lang'ata and Kibra Sub Counties
- (iii) What are the avenues for improving the participation of adult learners in the management of Adult and Continuing Education Centers

1.4 STUDY OBJECTIVES

The General Objective of the Study

The General Objective of this study was to assess the learners' participation in the management of Adult and Continuing Education Centers

The specific objectives of this study were;

- (i) To assess the extent of learners participation in the management of Adult and Continuing Education Centers in Lang'ata and Kibra Sub Counties
- (ii) To find out the barriers to effective participation of learners in the management of Adult and Continuing Education Centers in Lang'ata and Kibra Sub Counties
- (iii) To find out avenues for improving the participation of adult learners in the management of Adult and Continuing Education Centers

1.5 JUSTIFICATION

The involvement of adult learners in the management of ACE centers is critical and such their voices should be heard right from the point of decision making in terms of planning and budgeting for the centers and the programmes therein. All such decisions being made from the onset will affect their learning and hence should be made in the best interest of the learners. The teams carrying out monitoring exercises on the implementation of the plans and budgets of ACE centers should thus include the learners too.

Given the fact that over 38% of adults in Kenya are illiterate (Ministry of Education, 2011), majority of whom have enrolled into ACE classes, this is indeed a national issue of interest that requires national attention.

Despite over 38% of adult Kenyans being illiterate only about 3% of this group (252,553 learners) is enrolled in adult learning institution (Directorate of Adult Education, 2011). Among these 31% are male while 69% are female. The 97% of illiterate adults not enrolled in adult learning center represents a large number of citizens and hence concerns around adult learning center management needed to be studied and addressed not only to be able to ensure that the learners are included in the governing teams but also to ensure that the management teams carry out a role of publicizing their programmes to attract more learners, increase enrollments, retention and performance thereby helping to reduce illiteracy in the country in the long run.

1.6 SCOPE

This study looked at those factors that influence effective participation of learners in the management of ACE centers. This included those factors that contribute positively to learners' participation in the management of ACE centers and those that hinder their effective participation. The study considered issues of center ownership, attitude and relationships, occupation and income levels of the learners, location of the learning centers and financial support to the centers. Gender dimensions in terms of learners' participation were considered too. In addition, the study sought to determine the benefits accruing from effective participation of adult learners in the management of ACE centers in Kenya.

1.7 DEFINITION OF KEY TERMS

Adult; refers to an individual who has attained the age of eighteen years

Adult Learner; refers to an individual of the age of eighteen years and above who is attending basic literacy classes

Adult and Continuing Education (ACE) ; refers to the entire body of learning processes within the perspective of lifelong learning whereby adults and out of school youth are given opportunities to develop their abilities, enrich their knowledge and improve their skills to meet their own needs and those of their society

Adult and Continuing Education Center; refers to any place where basic literacy services are being provided to the adults either on full time or part time basis

Basic literacy; refers to numeracy, reading, writing and communication skills as being provided to illiterate adults

Lifelong Learning; refers to formal, non-formal and informal patterns of learning throughout the life cycle of an individual for the conscious and continuous enhancement of the quality of life, his own and that of society.

Management; refers to getting people together to accomplish desired goals and objectives using available resources efficiently and effectively. In the context of this research, the meaning includes the involvement of adult learners and personnel in charge of ACE centers in implementation of their plans using available resource to obtain results.

Participation; refers to the act of taking part in an activity or process; in the context of this research, the term includes taking part in the process of decision making in as far as planning, budgeting implementation of activities and monitoring, either directly or through representatives.

CHAPTER TWO

LITERATURE REVIEW AND THEORETICAL FRAMEWORK

In this Chapter the concept of adult education, the right to adult education, literacy as an inherent part of the right to education, the status of Adult Literacy in Kenya and the legal & policy framework for Adult Literacy in Kenya are reviewed & discussed. The concepts of management and participation, including the various types of participation, are also discussed with references from various scholars. The theories of Adult Learning and participation are also reviewed and discussed in addition to the presentation of the Conceptual framework for the study

2.1 The Concept of Adult Education

The term 'Adult Education' means different things to different people; however different scholars and institutions have shared their thoughts on the definition of this term.

Verner (1962), defined Adult Education as the action of an external educational agent in purposefully ordering behavior into planned systematic experiences that can result in learning for those for whom such an activity is supplemental to their primary role in society, and which involves some continuity in an exchange relationship between the agent and the learner so that the educational process is under constant supervision and direction.

UNESCO (1976) defined adult education as the entire body of organized educational processes, whatever the content, level and method, whether formal or otherwise, whether they prolong or replace initial education in schools, colleges and universities as well as in apprenticeship,

whereby persons regarded as adult by the society to which they belong develop their abilities, enrich their knowledge, improve their technical or professional qualifications or turn them in a new direction and bring about changes in their attitudes or behaviour in the twofold perspective of full personal development and participation in balanced and independent social, economic and cultural development.

Knowles (1980) reported that one problem contributing to the confusion when defining adult education is that the term 'adult education' is used with at least three different meanings. In its broadest sense, the term describes a process, the process of adults learning; In its more technical meaning, 'adult education' describes a set of organized activities carried on by a wide variety of institutions for the accomplishment of specific educational objectives; A third meaning combines all of these processes and activities into the idea of a movement or field of social practice. In this sense, 'adult education brings together into a discrete social system all the individuals, institutions, and associations concerned with the education of adults and perceives them as working toward common goals of improving the methods and materials of adult learning, extending the opportunities for adults to learn, and advancing the general level of our culture.

Houle (1996) referred to Adult education as the process by which men and women (alone, in groups, or in institutional settings) seek to improve themselves or their society by increasing their skill, knowledge, or sensitiveness; or it is any process by which individuals, groups, or institutions try to help men and women improve in these ways. The fundamental system of practice of the field, if it has one, must be discerned by probing beneath many different surface realities to identify a basic unity of process.

Merriam and Brockett (1997) added to the discourse and defined adult education as activities intentionally designed for the purpose of bringing about learning among those whose age, social roles, or self-perception define them as adults.

In Kenya, the Ministry of Education defines adult education as the entire body of learning processes within the perspective of life long learning whereby adults and out of school youth are given opportunities to develop their abilities, enrich their knowledge and improve their skills to meet their own needs and those of their society. This definition borrows heavily from UNESCO's definition of 1976.

2.2 The Right to Adult Education

The Universal Declaration of Human Rights, UDHR (1948) affirmed in article 26 that "everyone has the right to education", but the right of adults to education was to be explicitly recognized much later. During the Paris Declaration on the Right to Learn adopted in March 1985 at the Fourth International Conference on Adult Education, it was stated clearly, that the right to learn is the right to read and write, the right to question and analyze; the right to imagine and create; the right to read one's own world and to write history; the right to have access to educational resources; the right to develop individual and collective skills (UNESCO, 1985).

In 1990, the World Conference on Education for All (WCEFA) - a "World Declaration on Education for All" and a "Framework for Action to meet the Basic Learning Needs" were adopted in Jomtien, Thailand. The Declaration in this conference declared commitment by the

member States to ensure that the basic learning needs of all children, youth and adults are met effectively in all countries.

Recognizing that more than one third of the world's adults did not have access to the printed knowledge, the Jomtien Declaration (1990) proclaimed that "every person - child, youth and adult - shall be able to benefit from educational opportunities designed to meet their basic learning needs," that "basic education should be provided to all children, youth and adults", that "the basic learning needs of youth and adults are diverse and should be met through a variety of delivery systems", and that "knowledge and skills that will enhance the learning environment of children should be integrated into community learning programmes for adults".

During the Fifth International Conference on Adult Education held in Hamburg in 1997, UNESCO member states reaffirmed the right to education and the right to learn throughout life; and affirmed that recognition of the right to education and the right to learn throughout life is more than ever a necessity; it is the right to read and write, the right to question and analyze, the right to have access to resources, and to develop and practice individual and collective skills and competences (The Hamburg Declaration on Adult Learning, 1997).

Adult education is more than a right; it is a key to the twenty-first century. It is both a consequence of active citizenship and a condition for full participation in society. It is a powerful concept for fostering ecologically sustainable development, for promoting democracy, justice, gender equity, and scientific, social and economic development, and for building a world in which violent conflict is replaced by dialogue and a culture of peace based on justice. Adult

learning can shape identity and give meaning to life. Learning throughout life implies a rethinking of content to reflect such factors as age, gender equality, disability, language, culture and economic disparities (ibid)

While there is a growing demand for adult education, the disparities between those who have access and those who don't are also growing; those who benefit seem to be those who are better off educationally and economically. While there is agreement that adult learning must be accessible to all, the reality is that many groups are still excluded, such as the aged, migrants, nomadic peoples, refugees, disabled people and prison inmates. These groups should have access to education programmes that accommodate them within an individual-centered pedagogy capable of meeting their needs and facilitating their full participation in society (Agenda for the Future, 1997).

2.2.1 Literacy as an inherent part of the right to education

The right to literacy is an inherent part of the right to education. Yet adult literacy is one of the most neglected of the Education for All (EFA) goals, with an estimated 796 million youth and adults lacking literacy skills today (UNESCO Institute of Lifelong Learning, 2011).

Adult literacy is a major challenge in the African region. Despite the progress made in primary school enrolment and adult literacy rate, the number of illiterate adults (aged 15 and over) in Africa has been on the increase since the Dakar EFA Forum in 2000. Yet ensuring basic education for all citizens is an essential task for any government. The Belém Framework for Action reiterates the agreement that adult literacy is an inherent part of the right to education and

an essential means of building people's capabilities to cope with the evolving challenges and complexities of life, culture, economy and society.

Adult education is now considered a mainstream academic discipline in several African countries, and its importance in today's knowledge and "ideas" economies is growing steadily. It is provided by organisations such as public universities, training colleges, corporate universities and employers (Nafukho et al, 2011).

The Fifth International Conference of Adult Education (1997) reaffirmed the right of adults to basic education and skills and the importance of partnerships between the state, civil society and the private sector in developing and sustaining adult learning and education. At the end of this conference, Nations states, did commit themselves to ensuring opportunities for all to acquire and maintain literacy skills, and to create in all UNESCO member States a literate environment to support oral culture. The provision of learning opportunities for all, including the unreached and the excluded, was thus most urgent concern. However, country reports since 1997 show that many education and social policies have not prioritized adult learning and education as had been anticipated following the Hamburg Declaration (Global Report on Adult Education and Learning, 2009). In the same report, it is noted that within countries, levels of participation in adult education vary according to socio-economic, demographic and regional factors, revealing structural deficiencies in access to adult education. There is inequity within an overall low participation and that gender, geographical location, age and socio-economic status all play a part.

Literacy, broadly conceived as the basic knowledge and skills needed by all in a rapidly changing world, is a fundamental human right. In every society literacy is a necessary skill in itself and one of the foundations of other life skills. There are millions, the majority of whom are women, who lack opportunities to learn or who have insufficient skills to be able to assert this right. The challenge is to enable them to do so. This will often imply the creation of preconditions for learning through awareness-raising and empowerment. Literacy is also a catalyst for participation in social, cultural, political and economic activities, and for learning throughout life (The Hamburg Declaration on Adult Learning, 1997).

2.3 The Status of Adult Literacy in Kenya

The 2007 National Adult Literacy Survey revealed that 61.5% of the adult population had attained the minimum literacy level thus leaving 38.5% adults illiterate. The survey also showed that only 29.6% out of the 61.5% of the adult population with minimum literacy level had acquired the desired mastery literacy and numeracy competency. About 29.9% of the youth aged 15 to 19 years and 49% of adults aged 45 to 49 years were illiterate. There were high regional disparities in literacy achievements with Nairobi province having 87.1% and North Eastern province 8%. There also existed gender disparity in literacy levels with men rated at 64.1% and women at 58.9%. The survey also revealed high illiteracy rates and low participation of the critical cohorts of the population in ACE programmes. About 29.9% of the youth aged 15 to 19 years and 49% of adults aged 45 to 49 years were illiterate. The report notes that Kenya being a youthful population is at risk with a high illiteracy amongst the youth and middle age adults.

2.4 Legal Framework for the Adult Education in Kenya

2.4.1 The Board of Adult Education (BAE) Act, Cap 223, Laws of Kenya, 1966

Kenya's National Conference on Education and Rural Development held in Kericho in September 1966; that focused on rural problems in Kenya, including the related issues of education and employment, recognized the need for strengthened and more coordinated educational services for adults and stressed the need for integrating rural development. To be able to move the conference recommendations forward, the Board of Adult Education (BAE) was established through an Act of Parliament, Cap 223, Laws of Kenya in 1966. This act of parliament outlined the functions of the BAE; these are; to advise the Minister on any matter relating to adult education, including the formulation of courses and syllabuses, the establishment of residential and non-residential institutions, the use of museums, libraries and media of mass communication, and the provision and method of award of scholarships or bursaries; to advise with respect to the co-ordination of the work in connection with adult education of Ministries and Departments of Government and agencies; to identify and assess the need for new developments in adult education; to stimulate and encourage activities in adult education; and to report annually to the Minister on the progress and development of adult education

At inception, the BAE had no organizational structure at the grassroots level and the implementation of specific tasks and functions were to be undertaken by the co-operating government bodies and NGOs under the guidance of the secretariat until 1979 when the government established the Department of Adult Education through a presidential directive (DAE, 2005). This Act was however repealed in January 2013, with the enactment of the Basic Education Act 2013.

2.4.2 The Education Act, Cap 211, Laws of Kenya 1968

Since 1968 to January 2013, the Education Act Cap 211, Laws of Kenya, was the main law governing the provision of education in Kenya; and did define a manager as any person or body of persons responsible for the management and conduct of a school, and conferred extensive powers on the Minister responsible for education over the management and regulation of education in Kenya. The Act gave the minister extensive authority to delegate his powers to local authorities, District Education Boards or Boards of Governors. The Act recognized School Management Committees as the governing bodies of primary schools and the Board of Governors as the main management organ of secondary schools.

This Act however fell short of making clear provisions for Adult Education. The Act mainly provided that the Minister was to promote the education of the people of Kenya and the progressive development of the institutions for the promotion of education, and ensure effective cooperation of all public bodies concerned with education. In addition the act provided for the management primary and secondary schools and did not provide for any management organs and functions for the adult education centers.

2.4.3 The Basic Education Act, 2013

This Act of Parliament was assented to on January 2013 and its main purpose is to promote and regulate free and compulsory basic education; to provide for accreditation, registration,

governance and management of institutions of basic education; to provide for the establishment of the National Education Board, the Education Standards and Quality Assurance Commission, and the County Education Board and for other connected purposes.

In this new legislation, it is the responsibility of the Cabinet Secretary in consultation with the National Education Board and the relevant County Education Board to provide for the establishment of ACE centres within a reasonably accessible distance within a county.

A special Board of Adult and Continuing Education has also been provided for whose major role is to advise the Cabinet Secretary and the National Education Board on matters relating to adult and education, including the formulation of courses and syllabuses, the establishment of residential and non-residential institutions. At the ACE center level, this law further provides that every ACE is to be governed by a Board of Management (BoM). However as at the time of finalizing this report, the regulations to enable the implementation of these provisions were yet to be finalized.

2.5 Policy Framework for Adult Education in Kenya

2.5.1 Sessional Paper No. 1 of 2005

The Government of Kenya committed itself to an education system that guarantees the right of every learner to quality and relevant education in the Sessional Paper No. 1 of 2005. In this policy document, the Government committed to develop sector policies and implementation strategies that would ensure the provision of relevant and quality education and training to Kenyans in reference to the recommendations made by the delegates at the end of the National Conference on Education and Training held between, 27th and 29th November 2004.

Some of the specific objectives with reference to adult education as set out in the Sessional paper are;

- (i) To enhance access, equity and quality at all levels of education and training by 2010;
- (ii) To improve all aspects of education and training quality so that recognized and measurable learning outcomes are achieved, especially in literacy, numeracy and essential life skills relevant to the world of work
- (iii) To ensure that the learning needs of all, young people and adults, are met through equitable access to appropriate learning and life-skills programmes by 2015;
- (iv) To achieve universal adult literacy, especially for women by 2015;

Clearly the government did recognize and isolated adult education as a key focus area and the Ministry further set a target to achieve 50 percent improvement of levels of adult literacy by 2010; however, there are no records from the government to confirm whether this target has been achieved.

In the same Sessional paper, the Government recognizes the important role played by Adult and Continuing Education as a vehicle for transformation and empowerment of individuals and the society and notes that one of the benefits of a successful adult education system is that once parents become literate, they will value taking their children to school. Consequently, this will facilitate the success of EFA. The government proposes a strategy to promote learning and training opportunities to ensure adequate access by all adults, out-of-school youth, and other

vulnerable groups and expand the post literacy programme. On the contrary, this is yet to be realized.

2.5.2 Kenya Education Sector Support Programme (KESSP)

In pursuant of the Millennium Development Goals (MDGs) and EFA goals coupled with the task of delivering the policies as set in the Sessional Paper No. 1 of 2005 on policy framework for education, training and research; the Ministry of Education developed the Kenya Education Sector Support Programme (KESSP), as the basis upon which the Government, individuals, communities, the private sector, Non-Governmental Organizations and development partners were to jointly support the education sector. The overall goal of the KESSP is to provide a framework for the achievement of the policy goals, targets and strategies outlined in the Sessional Paper No 1 of 2005.

Among the twenty three Investment programmes in KESSP is Adult Education. KESSP underscores the purpose of adult education as being the provision of education and training opportunities to adults and out of school youth who have either missed their chances in the formal education system during their childhood or dropped out of school before attaining sustainable levels of education.

KESSP (2005) recognized that Adult Education is provided by a wide spectrum of organizations including Government Departments, NGOs, CBOs and FBOs and that the large number of providing agencies were not coordinated. It was also noted that the Board for Adult Education

which is mandated by an Act of Parliament, to coordinate and regulate Adult education programmes, is weak and ineffective. As a result, there was duplication and wastage of resources as the various agencies provide similar services to the same target groups. Despite the official Government commitment to Adult Education programmes and recognition of their importance in national development, there was still a low public image based on negative attitudes, prejudices and stigmatization towards the programmes.

A major challenge to adult education still remains the quality of programmes. This is reflected in poor delivery methods coupled with lack of teaching/learning materials and lack of curricular linkages with the formal education system. Low quality in adult education continues to contribute to lack of appreciation and recognition of the programmes, and therefore, negative attitudes and low participation rates (ibid).

Low access and participation is attributed to such factors as inadequate number of teachers, lack of teaching/learning materials, inappropriate teaching methods and the cost sharing policy which adult learners cannot bear due to economic hardships.

In order to improve access and participation, KESSP proposed a strategy that has a focus on Increasing the number of adult education personnel especially the direct literacy teachers; Improving the terms and conditions of service for adult education teachers; and Increasing the number of adult literacy centres especially in remote areas and areas of high illiteracy.

As at the time of finalizing this report, the Government had begun a process of developing the National Education Sector Support Programme (NESSP) to replace KESSP.

2.5.3 Adult and Continuing Education (ACE) Policy (2010)

The development of the Adult and Continuing Education (ACE) policy was necessitated by the multi-sectoral and the heterogeneous nature of the ACE sector that groups together diverse learning areas. The sector has many and varied providers ranging from Government Departments to NGOs, CBOs, FBOs and individuals. In addition, the government recognized that the components of ACE are varied, taking forms of basic and post literacy for youth and adults, functional education and training in various areas of development, continuing education and technical and vocational education. The rationale for this policy therefore is to provide guidelines for use by the current and potential providers in ACE in order to harmonize the diverse ACE provision and facilitate coordination. Specifically, the policy sets the scope and guidelines within which implementers or providers shall operate; Acts as a reference point for partners in ACE; Provides a framework to the Board of Adult Education (BAE) for coordination of ACE and sets quality and service standards in provision of ACE.

Recognizing the important role played by Adult and Continuing Education as a vehicle for transformation and empowerment of individuals and the society, this policy endeavours to provide guidelines to ACE providers, guides stakeholders and policy implementers, provide a framework to BAE for effective coordination and lays a foundation for improved quality of service delivery in all ACE programmes.

The policy provides the scope and guidelines for ACE providers, and programme implementers in order to facilitate coordination and harmonization of the ACE programmes in Kenya.

The objectives of this policy are;

- (i) To ensure quality ACE programmes are accessible to all out of school youth and adults irrespective of gender or geographical region.
- (ii) To sensitize policy-makers on the need to identify and mainstream ACE issues in national development.
- (iii) To mobilize resources for provision of quality ACE services to adults and out of school youth.
- (iv) To promote and strengthen partnerships and collaboration among all stakeholders involved in provision of ACE programmes.
- (v) To provide mechanism and structure for coordination of ACE.

The ACE policy provides for various forms of programmes. These are;

2.5.3.1 Literacy Programmes

Literacy programmes aim at providing knowledge and skills to adults and out of school youth to improve their quality of life and contribute effectively to national development. The programmes cover two main areas namely the basic literacy and the post-literacy programmes. Basic literacy is mainly provided to illiterate adults and out of school youth and covers numeracy, reading, writing and communication skills.

Post-Literacy is an integrated learning process that helps create a reading culture and assists the graduates of basic literacy to retain, improve and apply their basic knowledge, attitudes and

skills. It empowers them to continue with education through self-directed processes for improvement of the quality of their life and that of the society.

2.5.3.2 Continuing Education Programmes

Continuing Education is intended for adult learners who already have some basic education and intend to continue from whatever level and is often taken for personal and vocational enrichment. Continuing education programmes therefore build on previously acquired knowledge and skills for purposes of certification, self-improvement and more effective participation in community and national development. It also provides opportunities for youth and adults to integrate into the formal education system. Classes can be conducted in non-formal setting on part-time basis, evenings and weekends or on agreed weekdays to accommodate the schedules of the learners.

2.5.3.3 Community Education and Skill Training

Community education and skills training programmes target both the literate and illiterate youth and adults who have an interest in improving their knowledge and technical skills. These programmes aim at building the capacity of learners by giving knowledge, skills, attitudes and values which enable people to engage in gainful employment and improve on the quality of life. These programmes include agriculture and home economics extension services; primary and preventive health care; HIV/AIDS; nutrition; family life education; environmental education, cooperative education and gender education among others

2.6 The Concept of Management

To manage is to forecast and plan, to organise, to command, to co-ordinate and to control (Fayol in Lucey, 1991) whereas management is a distinct process consisting of planning, organizing, actuating and controlling, performed to determine and accomplish stated objectives by the use of human beings and other resources (Terry,1977). In a learning institution set up, management could be defined as a social process which is designed to ensure the cooperation, participation, intervention and involvement of others in the effective achievement of a given or determined objective. It lays major emphasis on the inter-action of people inside and outside the institutions and people above and below one's operational position.

To be called a manager is to be placed in a position from which one has to ensure changes in other people's behaviour patterns for the purpose of achieving an objective entrusted to him or her. Management is thus an art of guiding the activities of a group of people toward the achievement of a common goal. Some of the features of effective management of learning institutions are; working as a team, good relationship with principals, effective time management and delegation, effective meetings, knowledge of the institution and the training and development of the management team.

2.6.1 Management of Learning Institutions

Literature from across African countries reveal that some of the key functions of learning institutions management teams include; Policy matters (adopting a constitution, mission statement, admissions language, religious observances, code of conduct for learners, financial

policy, recommendation of appointments), Day to day activities (determining the times of the school day, support for the principal, educators and other staff members, the administration and control of the school's property, buildings and grounds) and Financial matters (establishing school fund, preparing a budget, collecting and administering school fees and managing financial records).

The call for greater participation in education has widespread support in many of the African countries with South Africa having documented evidence of effectiveness of community involvement in education. The call is based on the assumption that if more people were included in school governance, then democracy in education would be boosted and equality among schools would be ensured (Dieltiens and Enslin, 2002).

As was noted in a study of School Governance in South Africa, the role of the head of a learning institution and the management team are both crucial and pivotal in the successful management of an institution. The head effects professional management and administration democratically informed and assisted by the staff and the management team.

In general, the management team has a responsibility to ensure that the institution delivers quality education to all learners enrolled therein. One of the main challenges for maintaining healthy relationships between the head of an institution and the management team is the vast differences between the capabilities of the members of the team. While some management teams of some learning institutions are composed of professionals with financial, legal and managerial

skills and experience, others are weak in the skills which would allow them to be effective (Brijraj, 2004).

In the management of learning institutions, maximum control is exercised when the authority determines levels of fees, enrollment and attendance including duration of learning and when grant is allocated without a possibility of transfer. On the other hand, minimal control is exercised when grant is given as a total sum but institutions, through its management team, is free to allocate to various activities as it deems necessary (Graham and Wiltshire, 1978)

In Kenya today, a trend has emerged in primary and secondary schools where students are directly involved in school management with evidence of national conferences being held annually bringing together students from various counties to joint forum to discuss on school governance and education service provision. This is being encouraged with appreciation that it is in the best interest of the students that they take part in decision making and constantly provide feedback to education service providers. The same culture is evident in colleges and universities in Kenya, where students elect representatives to push forward their agenda in various institutional management organs. Sadly though, in the adult education sub-sector, nothing of the sort is taking place, despite the fact the adult learners, in adult education centers, equally have the right to participate in matters concerning their education just like the children and young students.

Additionally, Kenya's constitution, article 232 (1) (d) provides for the involvement of the people in the process of policy making. Indeed, adult learners are therefore a group that should be supported not only in terms of provision of teaching and learning services, but also supported by

inculcating into them a culture of participation in policy processes. Management of adult education centers is one of the lower level opportunity of engagement in policy implementation and also a forum where issue for education policy discussion and decision making would be gathered. The persons to monitor policy implementation and provide useful information for policy decisions are the learners themselves among other stakeholders

2.6.2 Management and Structure for the provision of ACE in Kenya

The Directorate of Adult and Continuing Education, under the Ministry of Education, is the government's unit responsible for the provision and management of ACE in Kenya. At the directorate, there are three main departments; these are Community Education and Empowerment (CEE), Continuing Education and Special Programmes (CES) and Basic and Post Literacy Programmes. In various regions, ACE is coordinated by the County Adult Education Officers (CAEOs) while at the Sub County level, ACE programmes are coordinated by the Sub County Adult Education Officers who have a role to ensure that the centers have adequate staff and teaching and learning materials. At the Ward level, there are n Adult Education Officers who are tasked with supervising the adult education teachers and ensuring quality of service delivery at the center level. These supervisors are further assigned a monitoring role that includes collecting the teachers' monthly returns, analyzing the returns and generating reports that would enable the directorate have adequate information in terms of enrollments, participation and performance of the learners from different parts of the country.

Despite the well designed structure of management of ACE programmes in Kenya, Njerenga (2001) reported that supervision of literacy classes was minimal and that teachers were left to

teach what they like to teach and when they want. This was attributed to financial support to the supervisors and to enable them move from one center to another in order to supervise the teachers.

2.6.3 Ownership and Management of ACE centers

Majority of the adult education centers in Kenya are either community owned, church owned or privately owned. In cases where they are community owned, the management team consists of the adult education teacher in-charge of the center and a number of adult learners. In cases where the center is church owned, then the churches usually have a management committee consisting of the church members to be in-charge of the learning center. While the centers that are private, the proprietors have the discretion to determine how they would want to manage the learning center, which is in this case a profit making institution. However, the supervision of what takes place in these centers, as far as teaching and learning is concerned, is done by the Adult Education officers with support from the Sub County Adult Education officers, who in addition monitor the utilization of funds by the management teams in the learning centers (Directorate of Adult Education, 2011).

Capacity and Professional gaps among the providers of adult and continuing education is usually addressed by the Directorate of adult education through trainings. Specifically, the adult education teachers have always been targeted for trainings on curriculum and new methods of teaching from time to time. In terms of the development of teaching and learning materials, the directorate of adult education works together with the Kenya Institute of Curriculum

Development (KICD) - formerly Kenya Institute of Education (KIE) - such that they produce both teacher and learner friendly materials.

In Kenya today, a problem exists of lack of documented information within the Ministry of Education's custody; there are no government reports on the extent to which learners are involved in the management of adult learning centers. What is often reported is the composition of the management committees; that comprises of the Chairperson, Vice-chairperson and Treasurer all being learners while the secretary is the Teacher in-charge of the centre who is also the government representative in that committee. Three other members of the management committee are learners taking into consideration gender compositions. Given the fact that the learners are coming into the centers from an illiterate background, a major problem that would then arise while they discharge their functions as center management committee members is the lack of skills and knowledge in planning, budgeting and implementing the center plans and budgets. The centre head, being an educated individual would thus often draft all the key plans and budgets for the centre and seek for the learners' approval. In such cases the direct involvement of learners in decision making will greatly be doubted. It is expected that the same government personnel would channel the views of the learners upwards to the policy makers; however the challenge still remains the extent to which the learners get the opportunity to raise their concerns to inform decision making by the service providers either at the center level or the national government level; and the learners awareness of the policy frameworks that would guide submissions of their views for consideration by policy makers and implementers.

2.7 The Concept of Participation

The concept of participation entails the mechanisms for the involvement of people in decision-making in all matters that affect their lives. Participation is therefore a process of taking part in different spheres of societal life; political, economic, social, cultural and others. It can either be direct or representational, through selection or election of representatives.

Arnillas, G. and Paucar, N. (2006) define participation as: “The right – assumed as a capacity – to give opinions to and with others. To have their opinions taken seriously and to assume responsibly, according to the extent of their maturity and development, shared decisions regarding matters which affect their lives and the lives of their communities. That is, the power to give opinions, to decide and to act in an organized manner.” Participation is as a voluntary process by which people influence or control the decisions that affect them. The essence of participation is exercising voice and choice and has various levels, these include; Information Sharing, consultation, decision making and initiating action.

Participation should be active; that is, a kind of participation which is not established or predetermined but in which individuals become involved in a process which can go from determining what is being offered to the implementation and management of policies, actions or programmes. It is, therefore, a participation which assumes the existence of social responsibility, commitment, transparency, joint work and not the sum of individualities, which is translated into the capacity to decide and act.

2.7.1 Types of Participation

UNESCO's Growing Up In Cities project (2002) outlines the following as some of the types of participation that could be evident in participatory work and their characteristics.

Assigned participation: An individual is told to participate and has little opportunity to decide on how or what they will contribute or even if they want to participate. The participants are likely to feel anxious and unskilled as they feel their views or concerns may be scrutinized or used against them. They are unlikely to say how they really feel unless it supports the status quo. (UNESCO 2002)

Prescribed participation: The individual feels a moral and cultural obligation to participate and considers the opportunity to participate a privilege. Even if couched in a way that it looks like they have free will: 'you can participate if you want to', the obligation to participate is such that this is only a facade. The participant might find it impossible to express his or her own opinions in fear of going against the 'grain'. This form of prescribed participation is particularly evident when teachers or parents commit children to participate in projects where they have little choice because of the power relationships (ibid).

Invited participation: The individual is invited and provided with the opportunity to feel able to withdraw without being disadvantaged. The level and form of participation is still controlled by the project officer but the individual, unlike in the prescribed participation scenario, has a choice. The participants are more likely to say how they really feel in this situation (ibid)

Negotiated participation: The individual is assigned a participatory role through an invitation, but has the opportunity to negotiate the level and type of involvement and how long they would like to be involved. Providing a diversity of methods is important if you want to provide an opportunity for people to negotiate their participation - so they can pick and chose and feel they are able to contribute in ways where they feel they have strengths or something useful to offer. The role of the project worker is to provide skills to enhance the individual's capacity to contribute (ibid)

Graduated participation: As the individual increases in competence, opportunities are provided so new and different types of participation are available to them. This means making a commitment to developing individual skills and the importance of working with a community over a period of time so they can take over responsibility and ownership of the project.

Collaborative participation: Collaborative participation is when a project is initiated and supported by a group, which collectively negotiates all elements of the project, including the level and form of involvement of individuals and the type and use of the information emerging from it.

Self-initiated participation: A self-initiated or existing project is the only time when self-initiated participation is truly evident. That is, a group has an existing project around an issue or concern to them and they control the information and contribution they make to the project. The participation is negotiated with the individuals controlling how their information is used. Self-

initiated participation might start from the group contacting you and saying they have something to contribute or might be initiated by your contact to them.

Prety (1995), on the other hand classified participation in the following typologies;

Self- mobilization; People participate by taking initiatives independent of external institutions to change systems. Such self initiated mobilization and collective action may or may not challenge existing inequitable distributions of wealth and power.

Interactive participation; People participate in joint analysis, which leads to action plans and the formation of new local groups or the strengthening of existing ones. It tends to involve interdisciplinary methodologies that seek multiple perspectives and make use of systematic and structured learning processes. These groups take control over local decisions, and so people have a stake in maintaining structures or practices.

Functional participation; People participate by forming groups to meet predetermined objectives related to the project, which can involve the development or promotion of externally initiated social organization. Such involvement does not tend to be at early stages of project cycles or planning, but rather after major decisions have been made. These institutions tend to be dependent on external initiators and facilitators, but may become self-dependent.

2.7.2 Participation of learners in the management of learning institutions

Adult learners are in some cases actively involved in planning, evaluation, peer teaching, reading and writing instruction, field trips, and artistic activities. In management, learners are taking

leadership roles in public awareness and advocacy, governance, learner recruitment, mutual support, conferences, community development, program staffing, income generation, and staff recruitment and training

The critical link between a learning institution and environment would appear to be the capacity to identify the opportunities present and to respond to them, that is, the degree of openness of an institution, the capacity and willingness to conduct such activities, to develop links, which leads to the identification of particular needs. An aspect of participation of adult learners determining their own activities is therefore their involvement in the management of the centers.

Diego Pólit (2007) describes the educational tasks which must take place during the construction of participatory coexistence. These are encouraging people to express their own points of view regarding the situation of their families, schools, neighbourhoods and communities and supporting them so that they can identify the positive and negative elements in this situation; Helping people to recognize in themselves the capabilities and the right to carry out transformations; and supporting them in the search for and construction of their own solutions as part of the educational task; Convincing people to recognize that other individuals with whom they share their lives may have their own, different, opinions and viewpoints regarding the same realities, and supporting them so that they can exchange ideas and together build better forms of coexistence; and Encouraging people to confront and question their own viewpoints in the light of what other people, with whom they exchange ideas,

2.8 THEORETICAL FRAMEWORK

2.8.1. The Characteristics of Adults as Learners (CAL) model

Cross (1981) presents the Characteristics of Adults as Learners (CAL) model in the context of her analysis of lifelong learning programs. The CAL model consists of two classes of variables; these are personal characteristics and situational characteristics.

Personal characteristics include: aging, life phases, and developmental stages. These three dimensions have different characteristics as far as lifelong learning is concerned. Aging results in the deterioration of certain sensory-motor abilities e.g. eyesight, hearing, reaction time while intelligence abilities e.g. decision-making skills, reasoning, vocabulary tend to improve. Life phases and developmental stages e.g. marriage, job changes, retirement involve a series of plateaus and transitions which may or may not be directly related to age.

Situational characteristics on the other hand consist of part-time versus full-time learning, and voluntary versus compulsory learning. The administration of learning i.e. schedules, locations, procedures is strongly affected by the first variable; the second pertains to the self-directed, problem-centered nature of most adult learning.

The CAL model propagates the following principles

- (i) Adult learning programs should capitalize on the experience of participants.
- (ii) Adult learning programs should adapt to the aging limitations of the participants.
- (iii) Adults should be challenged to move to increasingly advanced stages of personal development.
- (iv) Adults should have as much choice as possible in the availability and organization of learning programs.

The CAL model encourages adult educators to utilize the experience of the participants, to adapt to the physiological aging limitations of participants, to challenge learners in the area of personal development, and to provide high levels of choice for the learner.

In relation to this study, this theory supports the fact that when learners are involved they will bring their experiences on board to improve decision making. Further, their involvement will enable them to advance their levels of personal development especially if they take up new responsibilities as part of the management teams in the adult learning institutions.

When it comes to making of choices, adults should have the opportunity to make as much choices as possible in regard to the learning programmes. This they can only do effectively if they are directly involved and are participating in decision making at the management level. The need for adult learners' participation in the management of their learning centers is therefore justifiable.

2.8.2 Andragogy Theory

Andragogy is essentially a “model of assumptions” about the characteristics of adult learners that are different from the traditional pedagogical assumptions about child learners rather than an actual theory of adult learning (Knowles, 1980). Based on humanistic psychology, Knowles' concept of andragogy presents the individual learner as one who is autonomous, free, and growth-oriented. Knowles' theory differentiates learning in childhood from learning in adulthood.

According to Knowles, the following are the key principles about the characteristics of adult learners

- (i) Self-concept: As people mature, they move from being a dependent personality towards being more self-directed
- (ii) Experience: As people mature, they amass a growing set of experiences that provide a fertile resource for learning
- (iii) Readiness to learn: As people mature, they are more interested in learning subjects that have immediate relevance to their jobs or personal lives
- (iv) Orientation to learning: As people mature, their time perspective changes from gathering knowledge for future use to immediate application of knowledge. As such, adult learners become more problem-centered rather than subject-centered
- (v) Motivation to learn: As people mature, they become more motivated by various internal incentives, such as need for self-esteem, curiosity, desire to achieve, and satisfaction of accomplishment
- (vi) Relevance: As people mature, they need to know why they need to learn something. Furthermore, because adults manage other aspects of their lives, they are capable of directing or, at least, assisting in the planning and implementation of their own learning.

The andragogical model focuses more on the educator as a facilitator who makes resources and procedures available to the adult learner. Mutual planning based on needs assessment, formulating instructional objectives that respect the needs identified, creating learning experiences with techniques and materials, and evaluating outcomes to determine the next level of needs are more characteristic of adult instruction. Knowles (1980) reported that self-

actualization was the prime objective of adult learning, and the mission of educators was to assist adult learners to develop and achieve their full potential as emotional, psychological, and intellectual beings.

Relating this theory to this study, it is clear that even as we isolate adults as learners, it is important to recognize and appreciate that they are persons who can self direct themselves, have a vast of experience from various spheres of life and hence will add more value to the management of learning institutions and the programmes therein if they are involved in decision making processes.

It is also clear that adult will be more interested in participating in learning programmes that are more relevant to their personal lives or jobs. There is therefore a high likelihood of more adult learners getting interested in the management of the learning centers if in such centers, learning programmes that are relevant to their needs are offered.

In addition, the theory further states that because adults manage other aspects of their own lives, they are capable of assisting in the planning and implementation of their own learning. Clearly this is more reason enough to advocate for the participation of adult learners in the management of their learning centers.

2.8.3 The Theory of Margin

Howard McClusky (1963) introduced the Theory of Margin in the early 1960's to explain the relevance of understanding adults' lives, especially as they aged and various demands or pressures increased. McClusky believed that being an adult means facing continuous growth, change, and integration, in which constant effort must be made to use the energy available for meeting normal living responsibilities. However, because people have less than perfect control over many aspects of their lives, they must find ways to be prepared to meet unpredictable crises or problems.

McClusky believed that adults faced continuous growth and transformation and with this growth and transformation a steady effort had to be made to use the energy available to meet ordinary living responsibilities. But because adults have no control over many issues of their lives, they must discover ways to prepare themselves to meet erratic emergencies or predicaments as they arise.

McClusky theorized that the main factors of adult life are the load the adult bears in living, and the power that is on hand to bear the load. Margin was considered a formula to communicate the relationship between the load and the power.

According to McClusky (1970), load is "the self and social demands required by a person to maintain a minimal level of autonomy. Power is the resources, i.e. abilities, possessions, position, allies, which a person can command in coping with load. In his formula for margin (M),

McClusky placed designations of load (L) in the numerator and designations of power (P) in the denominator i.e. $M = L/P$.

This formula proposes that the greater the power in relationship to the load the more margin will be available. The load-power ratio changes throughout an adult's life as changes in power or load factors occur. Spare or excess power provides a cushion to better deal with load requirements.

Margin can be increased by reducing load or increasing power. In simple terms, the more margin an adult has, the more equipped he or she will be to deal with the sources of the load. The less margin an adult has the chance of dealing productively with the sources of load decreases.

Load factors can include such external things as family, career, and socio-economic status as well as internal things such as goals, future expectations, and desires. Power consists of external resources such as family support and economic abilities. It also includes internally acquired experiences such as coping skills and personality.

Thus, according to McClusky's Theory of Margin, an adult must have some margin of power as an available resource in order to engage in learning or meet other life demands.

In relation to this study and from this theory, we observe that the socio economic status and future desires of an adult learner will obviously determine his or her level of engagement in their programmes in the learning center. For instance, an adult learner who is a community leader is likely to be more involved in the management of the learning center than one who is just an ordinary community member. An adult learner whose ambition is to be a leader in the

community is also likely to participate more effectively in the management of the learning centers, given an opportunity.

In the society today, there are also those adults who are illiterate but more stable economically with adequate resources to meet their family needs. Such an adult should he or she enroll in an adult learning center, he or she is likely to influence decision making given his or her stable economic background. The economic stability is thus the source of power that enables the learner to influence decision making. If such a person becomes a member of the management team of the learning center, then care must also be taken to ensure that he or she does not just represent individual interest but should represent the interest of all learners in the center.

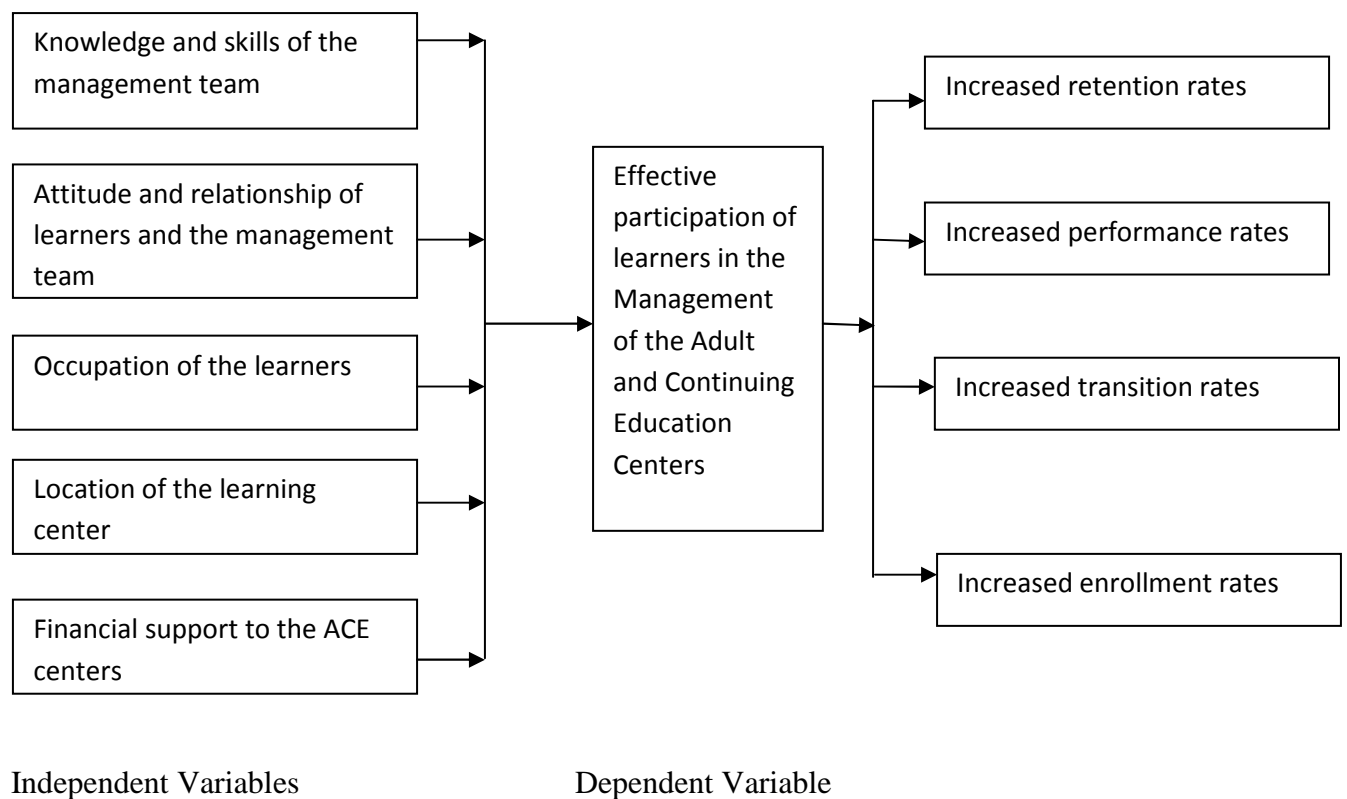
If an adult learner has too much pressing needs either at the family or community level, and that during much of the time the learner has to pay more attention to family or community demands, such a learner will have little or no time available to engage in any management process of a learning center. In fact, the learner will only appear for classes and learning purposes but will hardly be available for decision making meetings. In addition, the learner might not even attend all of the classes as required.

Even as the discourse on adult learners' participation continues, it is important that factors that determine effective participation of adult learners in the management of learning centers are studied and that the outcome and best practices of involvement of learners in decision making process documented.

2.9 Conceptual Framework

From the literature review in this Chapter, it is evident that effective participation of learners in the management of ACE centers depends on various factors among which are; the ownership of the centers, knowledge and skills of the center managers, the attitude and relationship of the learners and center managers, the occupation of learners, levels of income of the learners, the location of the learning centers and the financial support to the centers; as illustrated below.

Figure 2.1: Conceptual Framework



From the framework above, effective participation of learners in the management of the ACE centers largely depends on the knowledge, skills, attitude and relationship of the learners and management team, occupation of the learners, location of the centers and the financial support to the center. When these factors are positive the result is more likely to be high retention rates of learners, good performance and subsequent transition to higher levels of learning. With such a good practice, enrollments will go high since the ACE center will attract more adult learners.

CHAPTER THREE

RESEARCH METHODOLOGY

This Chapter presents a description of the study site, a brief rationale for the site selection, the sample design, sample size and the sampling procedure used. In addition, the chapter also discusses the methods of data collection, the tools of data collection, research ethics and how data was analyzed.

3.1 Site Description

This study was carried out in Lang'ata and Kibra Sub Counties in Nairobi County in Kenya, an area that includes both the informal settlements and the affluent suburbs with a total population of about 355,188 persons (KNBS, 2009). In Lang'ata Sub County, there are five wards, namely Karen, Nairobi West, Mugumo-ini, South C and Nyayo High-rise wards. On the other hand, in Kibra Sub County, there are five wards, namely Lindi, Makina, Sarangombe, Laini Saba and Golf course/Kenyatta wards, with the first four being part of the slum. These two Sub counties have diverse living standards of the people, ranging from those with high income, middle income and low income. Majority of the low income group live in Kibra informal settlement area where the population continues to rise faster due to rural urban migration and the continuing rising cost of living that forces citizens to consider living in affordable areas notwithstanding the poor conditions of life therein. Kibra is the main informal settlement area in with a majority of the population living in poor housing conditions, minimal access to safe water and sanitation facilities and other basic public services. Small and medium enterprises are the major providers of basic services in the area with the residents paying for such services. Informal private

institutions are the major providers of education services in the areas right from the pre-primary, primary up to secondary level. In the ACE learning centers, there are both full time and part time services provided to the adult learners.

3.2 Site Selection

Lang'ata and Kibra Sub Counties were selected to be the study site since according to the Directorate of Adult Education; there is no study on the participation of learners in the management of ACE centers that has ever been carried out in these Sub counties. This was therefore the first study in the Sub Counties with a focus on the learners' participation in the management of the ACE centers. In addition, the site was selected since it represents two diverse groups of citizens i.e. those living in the informal settlements with low quality of service provision and those living in a more organize settlement with high quality of service provision. Thirdly, the researcher is well conversant with the area and has been part of the on-going adult literacy campaigns in the area.

3.3 Research Design

This study used a survey research design and was descriptive in nature. Descriptive study involves gathering data and then organizing, tabulating, depicting and describing the data collected (Glass & Hopkins, 1984). It often uses visual aids such as graphs and charts to aid the reader in understanding the data distribution. Descriptive statistics utilize data collection and analysis techniques that yield reports concerning the measures of central tendency, variation, and

correlation. Description emerges following creative exploration, and serves to organize the findings in order to fit them with explanations, and then validate those explanations (Krathwohl, 1993)

3.3.1 Unit of observation

In this study, the units of observation included the physical facilities such as learning rooms, storage facilities, attendance registers, notice boards and teaching & learning materials, and the activities carried out in each of the ACE centers that had been sampled.

3.3.2 Unit of Analysis

The units of analysis did therefore include physical facilities, attendance registers and notice boards and the details therein, teaching and learning materials and the activities carried out in the ACE centers visited.

3.4 Sampling Design

Sampling refers to the systematic selection of a limited number of elements (persons, objects or events) out of a theoretically specified population of elements, from which information will be collected. It is the process of selecting units (e.g. people,) from a population of interest so that by studying the sample one may fairly generalize his or her results back to the population from which they were chosen. To generalize from the sample to the population, the sample has to be representative of the population.

3.4.1 Sample Size

A good sample should provide a good representation of the totality from which it is selected, however if the standard of accuracy is to be kept high, then a relatively large sample is required especially for small populations. In this study, the population was small and as such 66% of the ACE centers were part of the sample size – these were a total of 6 centers selected as part of the ACE centers sample. The selection of the 6 ACE centers was based on learner population; at least one center with the highest enrollment of learners, in each location from the extreme ends of the study site was selected.

The sample size further depends on the number of variables in the study and the accessibility of the population. Gay in Mugenda & Mugenda (2003) recommends that 30 cases or more are required in a descriptive study. In this study 48 adult learners were part of the sample and of course the respondents in the study.

3.4.2 Sampling Procedure

The sampling frame was made up of the learners' attendance register and the probability sampling technique was used. Probability sampling allows for a reasonable number of cases that represent the population to be selected. Within this technique, the learners were randomly sampled through simple random sampling.

Non-probability sampling was also used whereby the teachers in-charge of the ACE centers were purposively sampled. Purposive sampling allows the researcher to use all cases that have required information with respect to the objective of the study (Singleton, 1988). The Sub

County Adult Education Officers and two Senior Adult Education Officers from the Directorate of Adult Education were also purposively sampled.

3.5 Methods of data collection

Most of the data collected in this study was largely qualitative and with very minimal quantitative data. Data was gathered through face to face interviews and involved visiting the selected ACE centers and interviewing the learners and collecting first hand information from them while also making observations. The interview sessions allowed for the collection of rich data, details, and insights from the respondents and also their experiences, behaviors and opinions. A focus group discussion was also conducted.

3.5.1 Tools of Data Collection

Data was collected through the use of the following tools;

- (i) Questionnaire. This was administered through a face to face interaction with the learners in the ACE centers. While designing the questionnaire, utmost care was taken to ensure that respondents fully understood the questions. The questionnaire was organized and worded in a manner that encouraged respondents to provide accurate, unbiased and complete information.
- (ii) Observation Checklist. This tool was developed and used to guide what was observed in each of the ACE centers visited

- (iii) Focus Group Discussion Guide. This was developed and used during the focus group discussion.
- (iv) Key Informants' Interview Guide. This was developed and used to interview the Key informants.

3.5.2 Reliability and Validity

All the data collection tools were designed in a way that allowed reliable data and information to be collected. Reliability concerns the extent to which the data collection tools yield the same results on repeated trials i.e. the tendency toward consistency found in repeated trials. During data collection, reliability of the tools was estimated by examining the consistency of the responses. All the learners that were asked similar questions; the same applied to the key informants and their responses were assessed in a standardized manner. During the FGD opportunity was provided to all the participants to confirm the information being shared by any one of them as was appropriate. On the other hand, validity refers to the accuracy and meaningfulness of inference which are based on the research results. All the research objectives were considered during data collection.

3.6 Research Ethics

During data collection, the researcher introduced himself and the purpose of the study was clarified to the respondents. The respondents were informed that the information they gave would only be used for the purpose of the study and that the study report would in the long run be available for reference purposes in the University Library. The respondents did voluntary

participate in the study during specific times when they were freely available. In addition, the principle of objectivity while collecting the data and confidentiality of the data collected was upheld during the study. Data collected for the purpose of this study was handled responsibly, carefully and accurately analyzed to enable truthful presentation of the findings.

3.7 Data Analysis

Data analysis is basically the process of organizing and processing raw data so that useful information can be extracted from it. After completing the data collection exercise, data cleaning was done and the analysis undertaken; and deductions and inferences from data collected and thereafter this report compiled.

3.8 Limitations of the Study

The busy schedule of the learners was one of the limitations which forced the researcher to visit the ACE centres several times, repeatedly to find them. Lack of detailed information from the respondents especially the key informants was another limitation.

CHAPTER FOUR

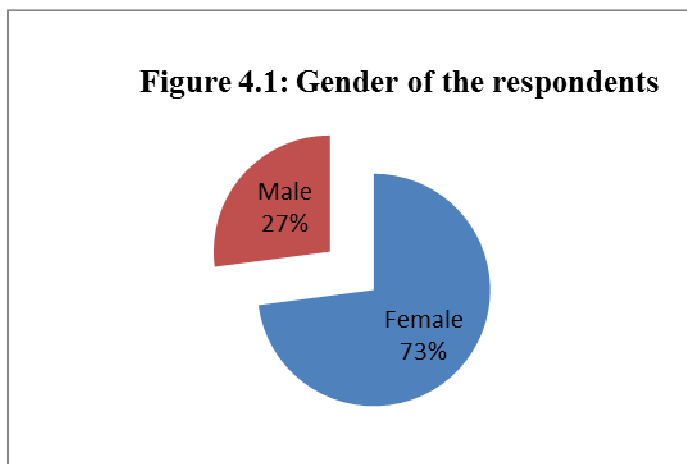
PRESENTATION OF FINDINGS AND DISCUSSION

This section begins with the general characteristics of the respondents and thereafter there is a description of the ACE centres learning environments and the teaching and learning that takes place in these centres. The findings and discussion on the participation of learners in the management of the ACE centres are presented in this Chapter too. The barriers to participation and ways to improve the learners' participation in the management of the ACE centres are also presented and discussed in this section.

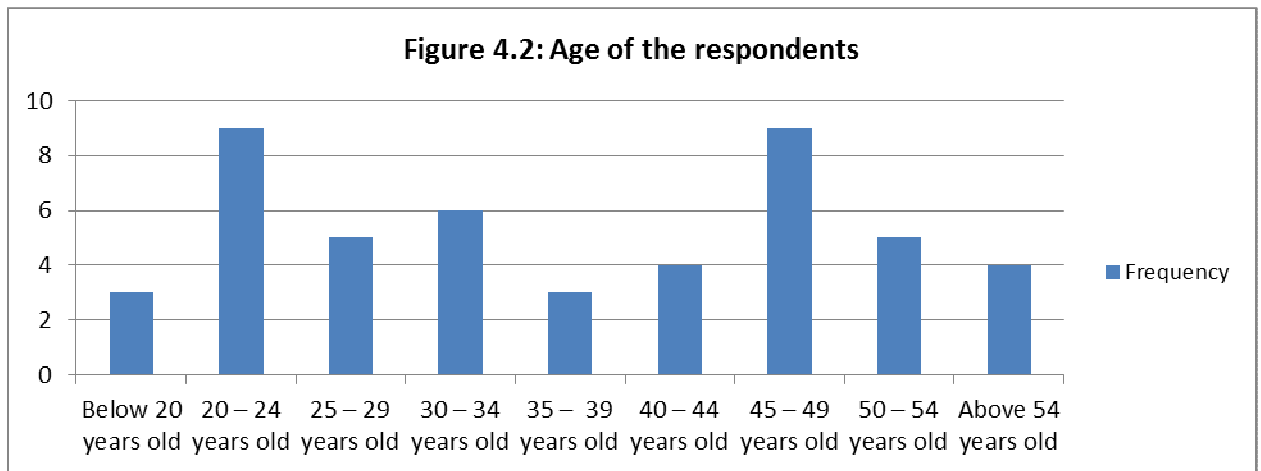
4.1 Characteristics of the Respondents

4.1.1 Sex of the respondents

There were 48 learners enrolled for adult basic education in the 6 selected ACE centres who took part in the study; among whom 72% were female and 28% were male.



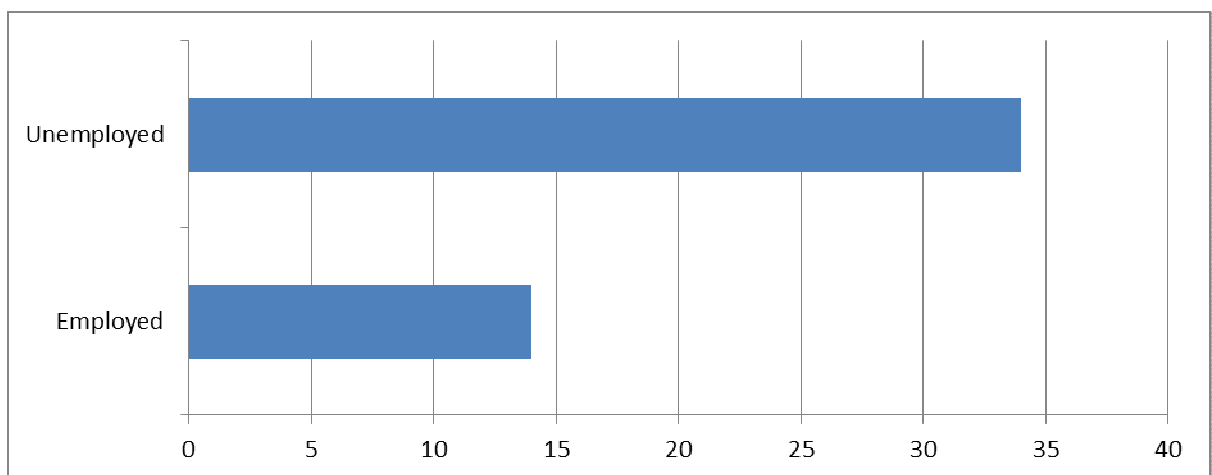
4.1.2 The age of the respondents



From the above graph majority of the respondent were in the age group of 20 – 24 years and age group of 45 – 49 years old.

4.1.3 Occupation of the respondents

Figure 4.3: Occupation of respondents

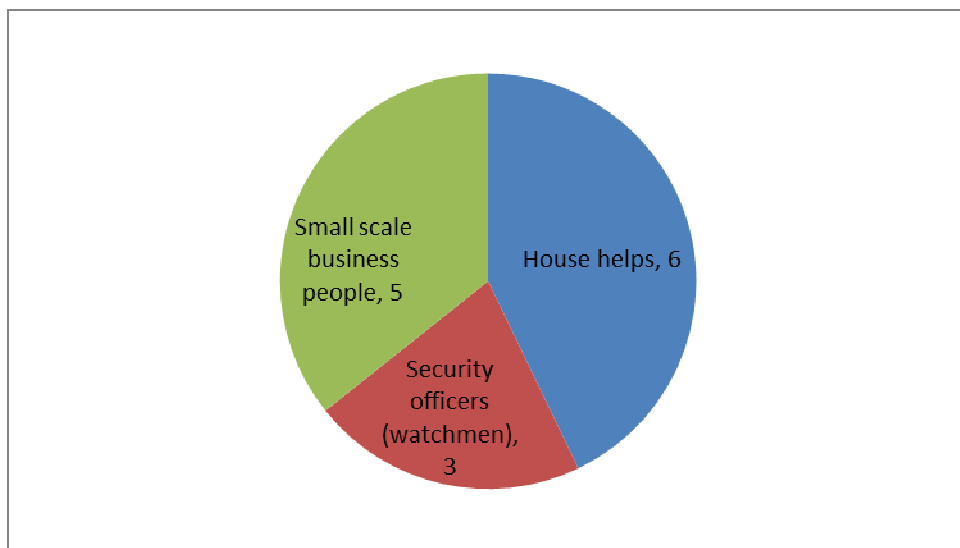


As presented in the graph above, there were more learners who were unemployed than those employed. About 70% of those who were unemployed indicated that, despite being adults, they were yet to secure any jobs for themselves due to their low literacy levels coupled with lack of skills and knowledge required in the job market.

The other 30%, who were all house wives, did not indicate whether they are keen to get into employment or not.

Those who were employed indicated that the jobs they were doing did not require high level of skills and knowledge and they were in need of better jobs hence the reason for enrolling in the ACE centres to acquire some basic numeracy and literacy skills. Among this group, they were of three categories as presented in the pie chart below.

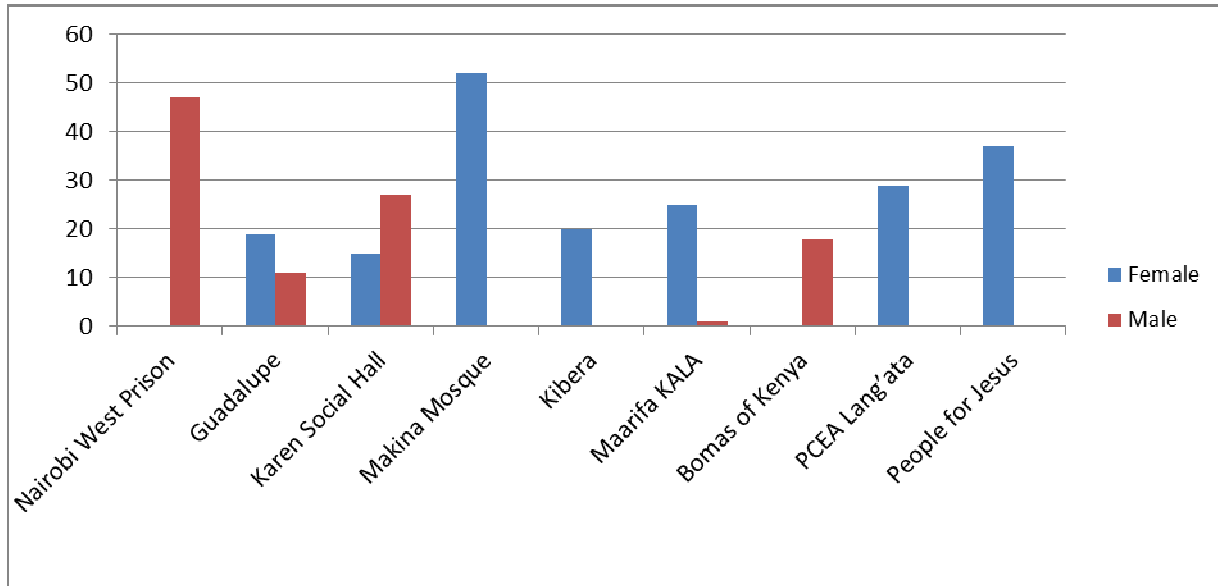
Figure 4.4: Categories of employed respondents



4.2 Description of the ACE centers in in Lang’ata and Kibra Sub Counties

4.2.1 Enrollment of the learners in the ACE centres

Figure 4.5: Enrollments of the learners in the ACE centres



Source: Lang’ata and Kibra Sub Counties - Adult Education Office (September 2012)

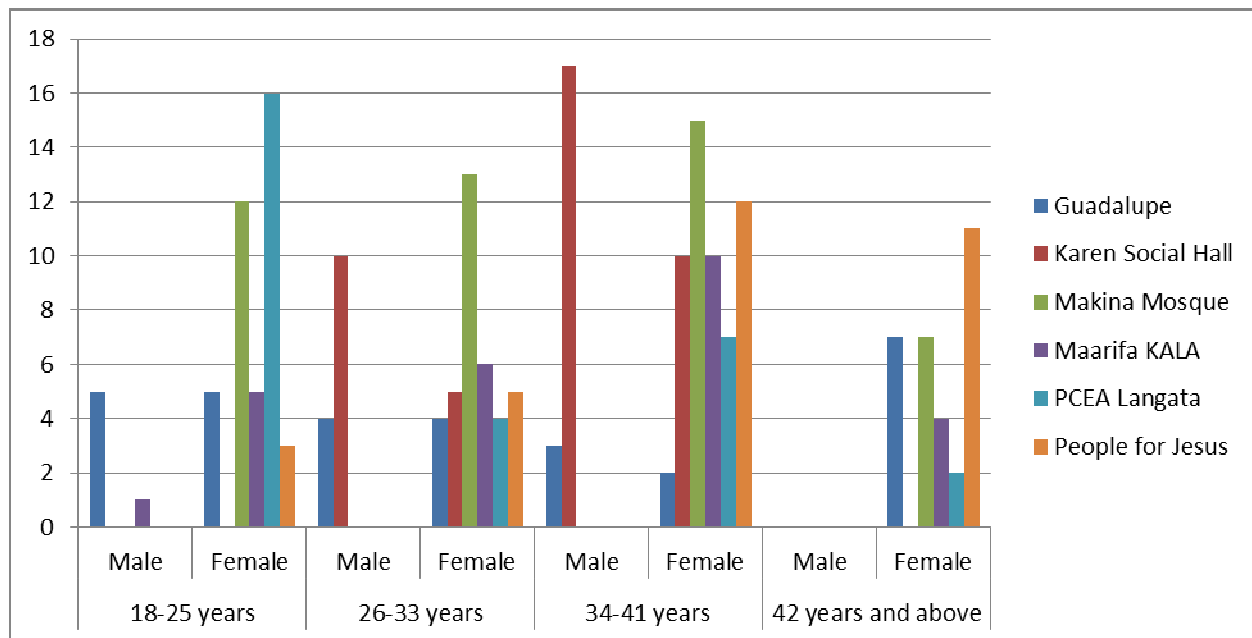
From the above graph, there were only 3 ACE centres that had enrolled both male and female learners, 2 ACE centres had enrolled only male learners while 4 ACE centers had enrolled only female learners.

From the study, it was established that though some centers had provisions to enroll both male and female learners, there were cases where adult male learners were uncomfortable being in the same classroom with adult female learners.

The two sub counties had more female learners than male learners. There were a total of 301 learners out of which 104 were male and 197 female; that is 35% male and 65% female.

4.2.2 Enrollments of the learners in the ACE centres visited by age group

Figure 4.6: Enrollment of the learners by age group



Source: Learners Registers from each of the ACE centres (September 2012)

From the above graph, majority of the youngest learners were male while majority of the oldest learners were female.

Majority of the male learners were in the age group of 34 – 41 years while majority of the female learners were also in the age group of 31- 41 years old.

Guadalupe ACE center had the majority of the youngest learners while People for Jesus ACE center had majority of the oldest learners.

In all the ACE centers visited, there were no male adult learners of the age group of 42 years and above.

Karen Social Hall had a unique case was no learner below the age of 26 years old and no learner above the age of 41 years old.

4.2.3 Attendance Rate of the Learners in the Centres visited (over a period of one month)

Table 4.1: Attendance rates

		Female		Male		Total		Attendance rate		
		A	E	A	E	A	E	Female	Male	Total
1.	Guadalupe	12	19	7	11	19	30	63%	63%	63%
2.	Karen Social Hall	8	15	21	27	29	42	53.3%	77.7%	69%
3.	Makina Mosque	42	52	0	0	42	52	80.9%	0	80.9%
4.	Maarifa KALA	25	25	1	1	26	26	100%	100%	100%
5.	PCEA Lang'ata	11	29	0	0	11	29	100%	100%	100%
6.	People for Jesus	31	37	0	0	31	37	83.7%	0	83.7%
	Total	129	177	29	39	158	216	72.9%	74.3%	73.1%
Key: A – Attendance E- Enrollment										

Source: Learners Registers from each of the ACE centres (September 2012)

From the table above, there were 2 ACE centres where attendance of the learners was 100% while the other 4 ACE centers were above average. This rate of attendance was attributed to the learners' own commitment to attend classes to learn.

With reference to PCEA Langata, it is important to note that the enrollment were all female whose attendance was 100%. While in Maarifa KALA, the only male learner enrolled there, also

had 100% attendances in the midst of 25 female learners. This was attributed to the learner's individual commitment to learn. This is a good indication of determination to learn despite being of the minority sex in the class.

The reasons given for lack of 100% attendance included household demands, especially for those learners who were mainly house wives and demands at the work place for those learners who were employed.

4.2.4 The ACE centres' learning environments

In the formal settings of education service provision, one would expect learning environments with adequate classrooms and other facilities for all the learners including a library. This is not the case in the ACE centers in Lang'ata and Kibra Sub Counties. All the centers visited had other non-learning activities going on throughout the day and one would hardly notice that there were teaching and learning services for adult learners therein. In these centers, there were designated sections and hours for learning to enable other activities in those centers to be carried out too.

One of the respondents did say that *"The Karen Social hall doubled up as the ACE learning center; meaning that meaningful learning can only take place when there are no activities going on in the Social hall. In addition, the teacher in-charge at this center does not have an office and uses a section of the learning area as the office where a table and a chair were placed"*

Another respondent did report that *"In Makina Mosque, there is a designated section for adult learners while other activities for the Mosque would also go on as usual. Though in this center, the teacher in-charge has a good office with comfortable chair and a table."*

In terms of furniture, the learners had adequate chairs and benches for use, but the same furniture was often used for other activities by other groups (who were not necessarily learners); the furniture was not just for the learning purposes but also for other functions in such centers.

The book storage facilities, especially for use by the teachers in charge of the centers were in good condition though were not very safe given the fact that other persons using the center for other non-learning activities would easily come close to such storage facilities.

In addition, there were no physical fences specific to the ACE center as is usually the case in many primary and secondary schools.

The teachers' in-charge of the centers also did report that they continued to face challenges with resource mobilization in their efforts to improve the learning environments. Their main concern was that even the communities leaving around those centers seemed not to be making direct contributions towards improving the learning environments. This was attributed to the fact the community around the centers consisted of residents mainly whose children were either in primary or secondary schools and hence did not see the need to commit to support the ACE centers.

While the learners and the teacher in-charge of the centers do expect support from the Non-governmental organizations, they have not been able to get any material support. The learners on the other hand are not required to pay any fees towards the improvement of the learning environment. This essentially means that without financial support from the government and

other non-state agencies to the ACE centers, improving their learning environments will continue to remain a challenge.

The Chiefs in these areas are aware of the existence of the ACE centers and often play the role of dissemination of information to the people in need of adult literacy to enroll in the centers. Sadly though, they are not playing any role towards the improvement of the learning environments.

4.2.5 Teaching and Learning in the ACE Centres

Adequate teaching and learning materials, teacher preparedness and adequate learning time are some of the critical factors for quality learning. In the ACE centers that were visited during this study, there were inadequate teaching and learning materials.

Whereas the teachers' in-charge of the centers had the required teaching and reference materials with them, not all the learners had the necessary reading materials. There were learners who only had exercise books for writing with no text book at all for reading purposes. Even though in the past the government had supported the provision of some teaching and learning materials to the centers, these materials were inadequate thereby hindering quality learning.

Each of the centers only had one teacher who was also the overall person in-charge of the center while at the same time conducted the lessons. This was nevertheless not a major concern to the learners because their enrollments were low and hence there would be no rationale for more teachers in the specific centers.

However the major concern was the level of preparedness of the teacher and the capacity to deliver quality learning that responds to all the diverse needs of the learners. The learners came from different backgrounds with different levels of literacy hence require different levels of attention which they hardly received. They were of the opinion that even if the teacher is just one for every center, the teacher should be able to handle the various diverse learning needs of all the adult learners enrolled in those centers.

There are government approved syllabus and books that guide the teaching and learning in the ACE centers and of which the teachers use to prepare schemes of work, lesson plans and lesson notes. However, the interest of the majority of the learners was not whether the syllabus is followed to completion or not, but their wish was to ensure that they are supported to be able to read, write, perform basic numeracy and acquire skills for personal, social and community development.

In terms of the learning hours, the learners did appreciate the flexibility of the timings which allowed them to learn either in the morning, midday or evening hours, thereby enabling them to attend to other personal activities such as household chores or Income Generating Activities. On the other hand there are those learners who would have wished to be in class for longer hours but the schedule in the places of work would not allow them.

Below is the learning schedule in each of the ACE centers visited

Table 4.2: Learning hours

Name of the ACE Centre	Learning Schedule
Guadalupe	8 am - 4 pm
Karen Social Hall	2 pm - 4 pm
Makina Mosque	9 am - 4 pm
Maarifa KALA	9 am - 12 pm
PCEA Langata	2 pm - 5 pm
People for Jesus	10 am - 2 pm

4.2.6 Supervision and support to the ACE centre teachers

Whereas it is expected that the Quality Assurance and Standards Officers (QASOs) in the Ministry of Education are to supervise and provide on the job support to the Adult Education Teachers, this is not the case. The study established that the Sub County Adult Education officers are the ones charged with the responsibility of supervising the work being under taken by the adult education teachers in the various ACE centers in the study site. While there are QASOs who have a role to ensure that there is provision of quality education based on government set standards, the QASOs did not have a direct role of supporting the Adult Education Officers. It was reported that occasionally, the Directorate of Adult Education would send a team from their headquarters to go and conduct monitoring of ACE centers in the school. The monitoring exercise would include verifying whether the teachers are conducting lessons guided by the syllabus and any challenges faced by teachers are also addressed by team from the headquarters during the visits.

4.2.7 Remuneration of the ACE centre teachers

The teachers in-charge of the ACE centers are employees of the Public Service unlike the primary and secondary school teachers who are employees of the Teachers Service Commission. During the study, it was noted that these teachers were mainly in Job Group E (as per the government schemes of service) and were paid salaries commensurate to other civil servants of the same job group but performing very different functions under other various Ministries in government. The general view among the respondents was that the salaries were low and hence the teachers were not feeling motivated enough in comparison to the tasks they performed.

4.3 Management of ACE Centres in Lang'ata and Kibra Sub Counties

4.3.1 Composition of the ACE Centre committees

The Ministry of Education guidelines, issued through the Directorate of Adult Education stipulates that the composition of the management committees in the ACE centre should include the Chairperson, Vice-chairperson and Treasurer all being learners, while the secretary should be the Teacher in-charge of the centre and is also the government representative in that committee. Three other members of the management committee are learners taking into consideration gender compositions. In total, the committee should therefore be composed of at least seven persons.

All the ACE centres in Lang'ata and Kibra Sub Counties that were visited during data collection had the management committees in place and the respondents were able to mention the names of

the members of the committees. It was confirmed that the teacher in-charge of the centre was the secretary of the committee and was also the custodian of the records for the centre.

In two of the centres, the committee members were elected by the learners through voting while in all the other centres they had decided to select their representatives to the committee through consensus with an example of basic criteria being given that one must be actively involved in the centre activities. The consensus method was possible in these centres mainly because the enrollments were very low.

4.3.2 Capacity of the ACE centre committees to carry out their functions

Among the key functions that should be carried out by the ACE centre management committees include developing centre plans and budgets and implementation of the centre programmes. The committee members are also expected to work with other stakeholders and mobilize resources for their centres. In addition, they should be able to attend to the learners concerns and address the issues that they can and refer other issues to the Adult Education Office or other government offices as may be appropriate depending on the issues. The committees further have a role to work with other stakeholders and mobilize illiterate adults to enroll for literacy classes.

The respondents did report that there are capacity gaps among the ACE centre committee members. One of the key issues in this regard was the fact that the learners who are members of the committees were first enrolled in the centres with the priority of seeking basic numeracy and literacy skills and knowledge and hence joined the committees with very minimal capacity (and no capacity at all among some of the learners) to discharge the functions of the committee.

As for the teachers in charge of the centres, and who are also the secretaries to the committees, they had to acquire management skills on the job through the committee meetings. None of them had undergone substantive training on the management of the centres. The teachers had only undergone induction on the curriculum, syllabus and teaching methodologies organized by the Directorate of Adult Education.

All the teachers interviewed did report that they were in dire need of capacity building sessions on leadership and management. In addition, the committee members required capacity building sessions on documentation and information storage.

The learners on the other hand also proposed that the lessons they undertake should go beyond the basic numeracy and literacy but should also be used to equip them with skills and knowledge on leadership and management.

4.4 Participation of the learners in the management of the ACE centres

Participation of adult learners in the management of ACE centres is paramount and such their voices should be heard right from the start of deliberations until the point of decision. All such decisions being made from the onset will affect their learning and hence should be made in the best interest of the learners.

During the study, 71% of the learners interviewed indicated that their views are well represented during the committee meetings due to the fact they had good representation in the committee and

that the committee members held regular consultations with them. In Makina ACE centre for example, the learners reported that they hold monthly class meetings to deliberate on their affairs. Some learners also reported that they are usually given an opportunity by the management committees to decide when they want to learn thereby allowing for flexible learning hours either in the morning, in the afternoon or in the evening. Other learners reported that they are involved in setting group norms, deciding on the class room arrangement, monitoring the attendance of all learners and mobilizing other adults in need of literacy skills to be admitted to the centres.

In those centres where the learners are involved in IGAs, they further have an opportunity to discuss the affairs of the centre while undertaking group IGA activities where often the members of the management committee are present.

4.4.1 ACE Centre Committee meetings

In all the centres, visited, the respondents did report that they conducted monthly meetings and sometimes ad hoc meetings depending on the issue to be addressed. The agenda for the meetings were largely in regards to learners needs and also to disseminate information from the Directorate of Adult Education. The times during which the meetings are held during the month also depended on the availability of the learners who are members of the committee. Noting that the learners came to the centres with a key objective of learning, the committee meetings lasted for very short times to allow the learners to attend classes.

Some learners who are not part of the ACE centre committees also freely attended the committee meetings and participated in the deliberations. This was due to the fact that the meetings are held within the classrooms (where learning takes place) and occasionally, during the times when the meetings are scheduled, the learners present at the centre were sometimes fewer hence the possibility of being included in the committee meetings.

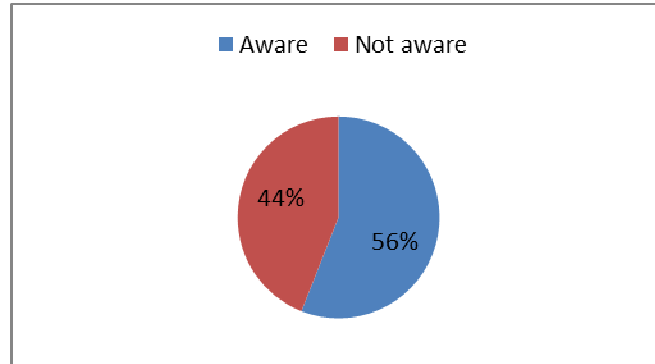
It was also reported that it is through the ACE centre committee meetings that the views of the learners are considered while making decisions on how the centres are to be run and how lessons are to be conducted. During such meetings, the teacher in-charge of the centre played a more facilitative role while the other committee members (who are learners) had all the available time to make their views listened to and deliberated on.

4.4.2 ACE centre Plans

It is a requirement by the Ministry of Education that all the ACE centres should have plans that are developed through a participatory approach with the involvement of learners. This study did reveal that the ACE centres had plans but not all the learners were aware that their centres had plans.

About 56% of the learners interviewed were aware that their centres had plans while 44% did not know whether there were plans in the centres.

Figure 4.7: Number of respondents that were aware that the centres had plans



Among those who were aware that their centres had plans, 88% knew how the plans were developed with many of them saying that they came together as learners, discussed their needs and developed the plans for their centres; and hence were directly involved.

Interestingly only 77% of those who said that they had been part of the team that came together to develop the plan had seen the final version of their plans. This was attributed to the fact that the plans are kept by the Teacher in-charge of the centre who is also the secretary to the management committee. About 12% of those who were aware that the plans existed did not know how the plans were developed.

However there were no plans specific to improving the conditions of the centres as is expected by the Ministry of Education. During an interview session at the Directorate of Adult Education office, the reason for lack of Improvement plans at the centres was given as partly due to the fact that currently there are no government funding allocations that should go directly to the centres

which would have required that the ACE centres submit an improvement plan before receiving the funds.

In addition, there was an element of apathy among the centre management committees with sentiments such as *“that even if they had the improvement plans, the government and non-government agencies are yet to demonstrate sufficient intentions to providing financial support to enable the ACE carryout the activities in the improvement plans”*.

4.4.3 ACE centre Budgets

The ACE centres are expected to have the plans put together with budget as one document for ease of use during resource mobilization and implementation of centres’ programmes. When asked about the availability of the budgets for the centres, only 43% of the learners knew that their centres had budgets among whom an overwhelming 95% knew how the budgets had been developed and had seen the copies of the budgets; and gave the reason for this to be the fact that they did actually attend a meeting for developing the centre’s budget. In Makina ACE centre for instance, the learners reported that they had come together and discussed the items in the budget. The components in the budget included the key activities to be undertaken, the specific resources required for the activities, the cost descriptions, the amounts to be spent and the sources of finance.

Some learners though had seen the budgets of the centres but did not know how they were developed. Some of them gave reasons that they found the documents already developed when

they were admitted and an opportunity had not risen for them to be part of the team to develop the subsequent plans and budget for the centres but did indicate that they were ready and willing to be part of the team to do develop the future budgets for their centres.

Even though some learners did participate in the development of the centres' plans and budgets, they did also have limitations in terms of their skills and knowledge in planning and budgeting.

4.4.4 Utilization of budgets by the ACE centre committees

When asked about budget utilization, 50% of the respondents did report that the management committees did utilize the budgets well and they gave examples as being the evidence of purchase and availability of furniture, teaching & learning materials and books. In Maarifa ACE centre for instance, the learners reported that they came together to determine how the budget is to be utilized. In addition, in cases where the ACE centres engage in Income Generating Activities (IGAs), the learners were directly involved in the purchase of the items required to run their IGAs.

However 50% of the respondents did indicate that they were not aware whether the budgets were being utilized and the reason given was mainly due to the fact they do not contribute any monies hence are not bothered with following up how the budgets are utilized. During the interview session at the Directorate of the Adult Education, a follow up was made on this issue and the response was that in the recent past, the government had not given any funding to the centres while at the same time the learners do not pay any fees to the centres and hence there would be

hardly any budgets to be utilized beyond the contributions the learners make towards their own IGAs.

4.4.5 Involvement of the learners in the implementation of the ACE centres programmes

Whereas all the ACE centre committee members are expected to be the team that leads the implementation of all the programmes in the centres, it was reported that for all matters to do with teaching and learning, this was a sole responsibility of the teacher in-charge of the centre.

It was also reported that for issues to do with Income Generating Activities (IGAs) the learners did identify the activities by themselves; mobilized the resources and took charge of the implementation. This was largely because the IGAs gave them quick monetary returns and hence was more motivating than attending lessons to acquire literacy and numeracy skills. All respondents did confirm that there were at least some examples of IGA in the centres. The main examples of the IGAs outlined by the respondents included making beads, sewing clothes, table mats, and door mats; providing cleaning services and preparing food and selling. However it was not possible to ascertain the number of learners who are specifically engaged in what type of IGAs in each of the centres since the only records kept in the centres was the enrollment and attendance of the learners.

4.4.6 Accountability in the management of ACE centres

For the purposes of ensuring that the management of the centres is effective and efficient, the committees should be more accountable to the learners and other stakeholders; this would require regular reporting on progress being made in the centres based on their plans and budgets.

This study did establish that the teachers in charge of the centres were expected to submit monthly returns to the Adult Education office which they all did. However, the returns were mainly on the enrollment and the attendance of the learners. There were no returns made on the financial position of the centres; with the main reason being given that teachers in-charge of the ACE centres do not receive any money from the learners for teaching and learning purpose while at the same time they had not received any funding from the government during the current Financial Year.

As for the money that the learners contributed by themselves towards the IGAs, they felt that these were their own contributions towards their own activities and hence there was no need to submit such records to the Adult Education Office. There were also no reports that are specific to the status of implementation of the plans and budgets hence making it very difficult to determine whether the centres were making progress or not.

4.4.7 Access to Information in the ACE centres

From all the centres visited, there was none that displayed information publicly in the open. With a specific focus on the enrollments, attendance & performance details of the learners; plans and budgets for the centres. None of such information was displayed in the open, not even in the notice boards. The specific dates for which ACE related activities are to be undertaken were also not displayed publicly. Such information is only given upon enquiry from the teacher in-charge of the centre. This implies that even the learners themselves are likely not to access the information for their use anytime they need it, not unless the teacher in-charge of the centre is available.

4.4.8 Benefits of the learners' participation in the Management of the ACE centre

During the study, there were various perspectives given in terms of the benefits of learners' participation in the management of the ACE centres.

From the adult education teachers' point of view, learners' participation in the management of the centers was seen as a good move towards improving class room management since the views of the learners are considered on how they want the class to be run and managed.

The learners did also say that they are able to make decisions on what they want to learn and when to learn, even though this was guided by the syllabus and the centre's learning hours. The teachers also found it very useful that the learners were able to identify the key areas that they wanted to be taught on thereby making the lessons more responsive to the learning needs of the learners.

The Education officials and NGO representatives who took part in this study did also confirm that when the learners participate effectively in the management of the ACE centres an avenue for them to discuss their problems and finding solutions by themselves is therefore availed. They did further agree that ultimately there is a high likelihood that the priority needs of learners will be the main basis for decision making and in the long run, there would be increased ownership of the centres by the learners.

Other benefits that result from increased participation of learners in the management of the centres that were mentioned by the respondents included improvement in the retention rates since many learners will be willing to attend classes without fail knowing that they are valued and the views being taken into consideration all the time. Another benefit was the improvement

on the enrollments in the centres since the learners feel motivated and would be more keen in mobilizing other potential learners to enroll.

4.5 Barriers to the participation of the learners in the management of the ACE centres

Even though the learners and other respondents acknowledged that the learners had an opportunity to participate in the management of the centres, especially through the ACE centre committees, the extent of their participation was still affected by various factors. These factors are discussed here below.

4.5.1 Literacy levels

The study did establish that literacy level is a key factor that affects the participation of the learners in the management of the centres. Whereas the learners are the key members of the management committees, some of them who had just beginning to know how to read and write, were having challenges of communicating the right information effectively. In such circumstances it was upon the teacher in-charge to interpret the views of such learners during committee meetings. In the event that the teacher makes a wrong interpretation, then there was the likelihood of wrong decisions being made that might not address the concerns of the learners. It was noted that the learners themselves were

4.5.2 Lack of ACE center management guidelines at the centre level

In all the ACE centres visited, none of the learners had accessed a copy of the Ministry of Education guidelines on the management of the ACE centres. The learners relied on the teachers on all aspects of the role of the committee and included their own ways of managing their affairs.

However the challenge was that whenever there were meetings, the learners over concentrated on discussing their immediate personal needs at the expense of making decisions on the ways of improving their learning environment and the acquisition of teaching and learning materials. The learners did indicate that without the guidelines, they decided on what to discuss during their meetings since they did not know if there are other issues that the Ministry of Education required them to attend to, especially at the committee level.

The representatives of the NGOs that were also interviewed during the study also did confirm that lack of information, especially on government documents such as guidelines on the operation of ACE centers is a hindrance to the learners participation since it would be very difficult for them to participate on what they don't have full information about.

4.5.3 Inadequate time for participation

All the learners, including those who are not employed did report that they spent most of the time to attend the classes whenever they visited the center and did not have adequate time to engage in the management functions in the centre. They did also indicate that committee meetings are often held during learning hours due to no other available time where all the members could be present all at the same time (except during learning hours). Inadequate time was therefore a barrier to meaningful participation.

The learners who were employed reported that most of the time they were required to be at the place of work while some of the unemployed learners did say that the need to create time to move from place to place in such of was a hindrance. For other unemployed learners the need to attend to household demands, especially for the house wives did not leave them with any sufficient time to participate effectively in the management of the ACE centres.

For those learners who were engaged in small scale business they preferred to come to the centres at the centre specifically and strictly during class hours leaving no extra time to be at the centre while spending all the available time in running their businesses.

The teachers and the education officials did suggest that it would be important to work on a monthly schedule for ACE committee meetings that do not interfere with the learning hours. This they said would encourage more learners to be more involved in the management of the centres.

4.5.4 Participation in management not a priority for some learners

The teachers in charge of the ACE centres did say that some of the learners w did not see their participation in the management of the centres as being one of their priorities. This fact was confirmed by the education officials too who also observed that participation in the management was not a priority to some learners due to the fact the main purpose for which they had enrolled in the illiteracy programmes was to acquire Adult Basic Education; and many opted to spend time acquiring literacy and numeracy skills as opposed to engaging in management affairs especially on those management aspects that required additional skills and knowledge that they did not have, for instance developing plans and budgets for the centres and monitoring the implementation of the same.

4.5.5 Hindrance by other non-learning teams in the centres.

It was reported that given the fact that the ACE classes are held in the centres that have other programmes with different management teams, these other management teams often take control of almost all the activities in the centre leaving the learners with a very small component of

management that is restricted to the ACE classroom committee as opposed to a centre committee.

4.6 Avenues for improving the participation of the learners in the Management of the ACE Centres

During the field visits, it was widely acknowledged that much more can be done by the Government and other stakeholders to improve the participation of the learners in the management of the ACE centres. The learners themselves gave suggestions which matched those made by the Ministry of Education officials and the NGOs. Among the ways that were suggested include the following;

4.6.1 Development of new guidelines on the Management of ACE centers in Kenya

The learners, the Ministry of Education officials and some representatives of the NGOs who were interviewed during this study did recommend that new guidelines should be developed to guide the management of the ACE centres. It had been established that a part from the provision of how the ACE center committee are to be formed, the Ministry of education guidelines were silent on the detailed functions and duration for which the committee is to be in office.

It was suggested that the guidelines should be specific on how the committee is to be established, the criteria for membership, the functions and reporting mechanism, the duration of office bearers and measures to be taken to replace an office bearer, should need arise, before her or his term expires.

It was further suggested that guidelines should ensure that the membership, in addition, to the teacher in-charge of the Centre, should also include representatives of the learners, representatives of the sponsor of the Centre, representatives of the primary school heads in the locality and representatives of the local Civil Society organizations who focus on adult education.

4.6.2 Induction of the ACE Centre Management Committees

The respondents, especially the Ministry of Education officials and the NGOs did observe that there is need to have a structured government programme of inducting the newly elected ACE centre committee members for them to be able to understand their roles.

It was noted that because the ACE centres are few in number, the members of the committees from each of the centers could be brought together at the Sub County level for an induction all at the same time, as opposed to conducting the inductions in each of the centres. This was seen to be a more cost effective way and would also provide an opportunity for members from different ACE centres to share their experiences and exchange ideas.

A partnership between the government and the NGOs with the purpose of building the capacity of the ACE centre committee members was also recommended. The representatives of the NGOs who took part in this study did suggest that once the government develops an induction package for the committee members, then the NGOs could be approached to support the induction exercises.

4.6.3 Forums for the members of the ACE center committees

The learners did suggest that forums bringing together committee members from different ACE centres should be organized on a quarterly basis for the purposes of sharing experiences and exchange of ideas, especially in regards to effective participation of learners in ACE programmes. This was emphasized by adult education teachers who also recommended that resources persons who are knowledgeable and have experience in leadership & management and planning & budgeting should be invited to such forums to speak to the adult learners in various contexts.

4.6.4 Awareness creation on ACE programmes

All the respondents felt that there is need for more awareness creation on ACE programmes in Kenya. It was noted that awareness creation exercises have been minimal and only done occasionally through the Chiefs barazas and other public meetings, where opportunity is never sufficient. Other awareness creation exercises were conducted during the International Literacy Day (ILD) events held in September every year.

The Ministry of Education officials were for the opinion that this required concerted efforts from the government, Faith Based Organizations, NGOs and other stakeholder. It was suggested that intensive awareness creation exercises should be conducted every year in the months of January and July. During such awareness exercises, many of the respondents did suggest that the focus should be on the promotion of ACE programmes with emphasis on enhancing the participation

of learners not only in the learning aspects but also other aspects such as management of all the programmes in the centres.

4.6.5 Feedback mechanism

The learners did mention that many at times they have had their views deliberated on by the ACE committees and recommendations forwarded to the Ministry of Education but they never get any feedback. An example that was given was that “the learners are not aware whether the Minister of Education has ever received their request for support with additional learning materials”. They therefore suggested that in order to feel encouraged and be motivated to participate in the management of the centers, there the government should demonstrate a commitment to implement the recommendations from the learners and timely feedback should be given to the learners on the extent to which the government can address their needs.

4.6.6 Investment in the ACE programmes in Kenya

During the study, all the respondents were for the view that the government investment in the ACE sub sector was inadequate. However none of the respondents was able to mention how much the government of investing in the ACE programmes in Kenya.

When probed further to establish how much the government had allocated for teaching and learning materials for the ACE centres in the county, none of the respondents was aware and they said that without the Ministry of Education sharing with them such information, they will never be able to know.

One reason given for this state of affairs was that the ACE sub sector's budget information is only available at the Ministry of Education headquarters and is never shared with the adult education teachers and the learners. The NGOs on their part also had difficulties with accessing this information.

It was recommended that investment in the ACE centres by government, non-government and the private sector should be increased and the learners involved in determining the priority areas where such investments should be made and their involvement in the subsequent management of such investments. In addition, the respondents did further recommend that the budget information should be summarized in a manner that the public can understand and the information should be disseminated widely to the learners and other stakeholders.

4.6.7 Role of the Faith Based Organizations

The Faith Based Organizations (FBOs) are among the groups that were mentioned by the learners, the teachers' in-charge of the centres and the education officials; as being critical group in the provision of ACE. In deed many of the centers where ACE learning takes place are supported by faith based institutions. It was suggested that the FBOs should continue with their efforts of mobilizing illiterate adults to enroll in the centers and also to support the participation of the learners in implementing all the programmes in the centres.

4.6.8 Role of the Non-Governmental Organizations

The representatives of some of the NGOs who were interviewed in this study did report that have a role to work with learners and ensure that the adult education teachers and the Ministry of education is held accountable for the provision of ACE in Kenya. They did suggest the Ministry

of Education should work with them to design an accountability framework for enhancing the provision ACE services and the participation of learners in the same.

4.6.9 Role of the Media

During the study, it was noted that the media is one of the main actors that can promote the participation of the learners in the management of ACE centers. The learners, the Ministry of Education officials and the NGOs alike all did suggest that the media should consider conducting debates and news features that highlight the plight of adult learners both in terms of learning outcomes and participation in the management of not only the ACE centers but also the ACE sub sector as whole. Through this the wider public will be able to know the key issues affecting the learners and will be able to support where possible.

CHAPTER FIVE

SUMMARY OF FINDINGS, CONCLUSION AND RECOMMENDATIONS

In this Chapter, the summary of findings is presented, followed by the conclusion derived from this study and the recommendations are presented thereafter.

5.1 SUMMARY OF FINDINGS

The ACE centres in the study site had challenges to do with the learning environment and none of them has a specific compound of their own; there were inadequate teaching and learning materials; low investment in the ACE centers and minimal support by government to the ACE teachers. All the ACE centres visited had the management committees in place though with capacity gaps among the committee members and none of them had undergone any induction on the management of the centres

In terms of the participation of the learners in the management of the ACE centers, they were involved especially through the committee meetings and the learners were for the opinion that their views were well represented during the committee meetings. In addition, the learners were aware of the existence of the plans and budgets in the centres with some of them having participated in the development of the same. Even though some learners did participate in the development of the centres' plans and budgets, they did also have minimal skills and knowledge in planning and budgeting. In addition, these plans were not those meant for improving the conditions of the centres as is expected by the Ministry of Education. The learners were also involved in the implementation of the ACE centres programmes especially the income

generating activities while for the maters to do with teaching and learning, this was a largely a responsibility of the teacher in-charge of the centre. Other key findings that touched on the participation of the learners included accountability in the management of ACE centres, with the major concern being lack of reporting on the financial positions of the centres and also lack of downward accountability from the Ministry of Education to the learners.

In terms of the benefits of the learners' participation in the Management of the ACE centre, it was established that improved class room management, improved decision making, improvement in the retention and enrollment were the main results.

As for the barriers to participation, literacy levels, lack of ACE center management guidelines at the centre level, inadequate time for participation, participation in management not being a priority for some learners and hindrance by other non-learning teams in the centres were the main factors affecting meaningful participation of the learners in the management of centres.

To be able to improve the participation of the learners in the Management of the ACE Centres, some of the suggestions made were; development of new guidelines on the Management of ACE centers in Kenya by the Ministry of Education, Induction of the ACE Centre Management Committees, Organizing regular forums for the members of the ACE center committees for the purposes of sharing experiences and exchanging ideas; Awareness creation on ACE programmes and maintaining a feedback mechanism among all ACE stakeholders.

5.2 CONCLUSION

From this study it is evident that there is participation of the adult learners in the management of ACE centres in Lang'ata and Kibra Sub Counties; however the roles of the learners who are part of the management committees are limited to the immediate needs of the learners at the class level as opposed to the broader expectation of managing all the programmes in the centre.

The representation of the learners in the ACE management committees appears to be a trend for the purposes of addressing the learners' affairs as opposed to being viewed as requirement by the Ministry of Education; this is confirmed by the fact that none of the centers did have an Improvement Plan that holistically provides for all the priority needs of the ACE center, complete with the key activities for the year and a budget and roles of various stakeholders.

There are barriers to effective participation of the adult learners in the management of the ACE centers but these can be addressed or managed if the suggestions given on the ways of improving the learners' participation can be adopted by all ACE stakeholders.

The government, through the Ministry of Education and other ministries, the FBOs, NGOs, other non-state actors and the private sector should enhance their partnership and promote ACE programmes in Kenya not just in terms of learning outcomes but also enhance the participation of the adult learners.

Given the fact that some adult Kenyans are still illiterate, it is important that the ACE sub sector is given more attention in terms of policy review and implementation and also resource

allocation. If the government can intensify its efforts in mobilizing illiterate adults to enroll in ACE centers, while at the same time mobilize all children to attend school, the country can avoid situations where a child gets to the age of eighteen years old with no education. If at this point in time all the illiterate adults are mobilized and supported to attend adult literacy classes and all children mobilized to attend basic education institutions, then in a period of about five years from now, the country might not need any ACE centres, unless in very exceptional circumstances.

5.3 RECOMMENDATIONS

- (i) The government guidelines on the establishment, composition and functions of the ACE center management committees should be reviewed to provide for clear steps to be taken in establishing the committees and their functions. The guidelines should include the criteria to be used in establishing the committee and the frequency with which the committees should meet every year.
- (ii) Whenever an ACE center management committee has been established, it is prudent that the members are inducted on their functions from the onset. Through an induction exercise, the committee members should be able to understand their functions and commit to carry out such functions diligently. This is one of the ways in which the management committees will sustain linkages between their functions and the frequent needs of the learners.
- (iii) In reference to the lessons learnt during this study, the possible areas of further research include; The specific capacity gaps among the ACE management committee members; The factors affecting the enrollments of learners in the ACE centers; and The economic and social benefits of integrating Income generating activities in the ACE centers.

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ANNEXES

Data Collection Tools

1. Learners' Questionnaire

Date: _____ Start time: _____ End time: _____

Introduction

My name is Bonyo Elijah Don, - a student from the University of Nairobi - currently carrying out a study on Learners' participation in the management of ACE centers in Lang'ata and Kibra Sub Counties. The report from this study will be submitted in partial fulfillment of the requirement for the award of a Master of Arts Degree in Sociology (Rural Sociology and Community Development)

You have been sampled as one of the respondent - I kindly request that you allow me to have an interview discussion with you for about 30 minutes.

Section I

Name of the ACE center			
Location		Division	
Name of the respondent (Learner)			
Age	Sex	Occupation	Mobile phone Number

Section II

(i) Are you aware whether your center has a plan for the current year (2012)?

Yes

No

(ii) If yes, do you know how it was developed?

Yes

No

(iii) If yes, please describe how it was developed?

(iv) Have you seen a copy of the center's plan?

Yes

No

(v) Are you aware whether your center has a budget for the current year (2012)?

Yes

No

(vi) If yes, do you know how it was developed?

Yes

No

(vii) If yes, please describe how the center's budget was developed

(viii) Have you seen a copy of the center's budget?

Yes

No

(ix) Do you know how the center's budget is used (utilized)?

Yes

No

(x) If yes, how did you know?

(xi) In your opinion, do you think the center's budget is well used (utilized)?

Yes

No

(xii) If yes please explain. If no, please explain

(xiii) Are there learners in you center who are part of the management committee?

Yes

No

(xiv) If yes, who are they? List their names

(xv) How were they selected to be part of the management team?

(xxi) Do these other members of the management team consult you during decision making?

Yes

No

(xxii) If yes, please describe how the consultation is done

(xxiii) What are some of the benefits resulting from the participation of learners in the management the center?

(xxiv) Are there issues that you think hinder the learners from participating in the management of the centers?

Yes

No

(xxv) If yes, list some of these issues

(xxvi) How can these issues be addressed?

(xxvii) What do you think should be done (and by whom) to improve the participation of learners in the management of the centers?

(xxviii) What do you think would be the additional benefits (outcomes) of effective participation of learners in the management of the center?

(xxix) Do you have any questions for me?

Thank you for your time

2. Observation Checklist

The Checklist is to be used in each of the ACE center visited

Section I

Name of the ACE center			
Location		Division	
Date of the visit		Time of the visit	

Section II

Item	Remarks
Is the Center's plan placed in the notice board? What details does it have?	
Is the Centers budget placed in the notice board? What details does it have?	
Is the Centers financial report placed on the notice board? What details does it have?	
Are the enrollment, attendance and	

<p>performance details of the learners placed on the notice board?</p>	
<p>Is the center's calendar of events placed on the notice board?</p>	
<p>Describe the condition of the center manager's office</p>	
<p>Describe the condition of the learning facilities</p>	
<p>Describe the condition of the storage of the teaching and learning materials</p>	

3. Focus Group Discussion Guide

1. Do the ACE centers have plans and budgets? How are they developed?
2. Are the plans and budgets shared with the learners? If yes, why? If no, why?
3. In your opinion, do you think the centers' budgets are well utilized?
4. Are there learners in you centers who are part of the management committee?
5. If yes, how were they selected to be part of the management committee?
6. Please describe how these learners are involved in the management of the centers.
7. Do these learners represent the views of other learners during the management team deliberations?
8. Are there other means that the management team uses to consult the learners during decision making processes? If yes, please describe how the consultation is done
9. What are some of the outcomes resulting from the participation of learners in the management of ACE centers?
10. Are there issues that you think hinder the learners from participating in the management of the centers? What are some of these issues and how can they addressed?
11. What do you think should be done (and by whom) to improve the participation of learners in the management of the center?
12. What do you think would be the additional results (outcomes) of effective participation of learners in the management of the center?
13. Do you have any questions for me?

Thank you for your time

4. Key Informants' Interview Guide

- (i) Do the ACE centers have plans?
- (ii) If yes how are they developed?
- (iii) Do the ACE centers have a budget?
- (iv) If yes how are they developed?
- (v) Is the plan shared with the learners?
- (vi) If yes, why? If no, why?
- (vii) Is the budget shared with the learners?
- (viii) If yes, why? If no, why?
- (ix) In your opinion, do you think the ACE centers' budgets are well utilized? Explain.
- (x) Are the learners' parts of the management committee?
- (xi) If yes, how are they identified to be part of the management committee?
- (xii) Please describe how these learners are involved in the management of the centers.
- (xiii) Do these learners represent the views of other learners during the management team deliberations?
- (xiv) If yes, how do you know?
- (xv) Are there other means that the management team uses to consult the learners during decision making processes?
- (xvi) If yes, please describe how the consultation is done
- (xvii) What are some of the outcomes resulting from the participation of learners in the management of ACE centers?

- (xviii) Are there issues that you think hinder the learners from participating in the management of the centers?
- (xix) If yes, list some of these issues
- (xx) How can these issues be addressed?
- (xxi) What do you think should be done (and by whom) to improve the participation of learners in the management of the centers?
- (xxii) What do you think would be the additional results (outcomes) of effective participation of learners in the management of the ACE centers?
- (xxiii) Do you have any questions for me?

Thank you for your time