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INSTITUTE OF CURRENT WORLD AFFAIRS

IJS - 39 THE KENYA NATIONAL  
EXTENSION CENTRE

Institute of Current  
World Affairs  
535 Fifth Avenue  
New York, NY 10017  
USA  
27th July, 1973

Mr. Richard Nolte  
Executive Director  
Institute of Current World Affairs  
535 Fifth Avenue  
New York, NY 10017  
USA

Dear Mr. Nolte:

Attached you will find a copy of a proposal which I have prepared for the Kenya Board of Adult Education, the national advisory body with responsibility for adult education and extension services in Kenya.

The National Extension Center is supposed to provide the institutional framework for the development of adult education during the next decade.

When the Secretary of the Board of Adult Education asked me to prepare this proposal I indicated some hesitation, because I believe that significant proposals for the future of the country ought to be developed by the citizens themselves. However, since the Secretary was insistent, I accepted the invitation. And now my views on the appropriateness of expatriates doing such work have changed somewhat: it is clear from my interviews that the vested interests of the groups concerned with adult education would have made the actual writing of the proposal by a Kenyan a much more difficult affair than the exercise which I have just completed. Indeed, I have come to think that it would be helpful for the development of innovations in the public service in the United States if Africans, Latin Americans, and Asians were invited to come to the States and serve a function similar to the one I have just served.

There are still drawbacks to the role of the expatriate advisor, all of which I exemplify: first, most expatriates are in the country for a relatively brief period -- which means they must base judgments on sometimes superficial impressions and which also means that they will not be on hand to assist in full scale implementation of their ideas; second, a proposal from an expatriate often appears to be a tablet from Mt. Sinai -- the result of omniscient musings, not wide consultation; and finally and most importantly, the expatriate will not have to bear long run responsibility for the effects of what he does -- he will not feel the moral crunch.

But prepare a proposal I did. And perhaps the analysis of the problems and the general outlines of the institutional solution may be of value to Kenya and to other countries, both developing and developed, as well.

Your comments, and those of the readers in many other countries who look over your figurative shoulder, on the general applicability of the National Extension Center idea will be most helpful to me and to the Kenyan Government.

In conclusion I should indicate that this proposal has been submitted to the Board of Adult Education and does not yet represent the official policy of the Government of Kenya.

Sincerely,

  
Irving J. Spitzberg, Jr.

# PROPOSAL FOR A NATIONAL EXTENSION CENTRE

PREPARED BY :

IRVING J. SPITZBERG JR

OF THE INSTITUTE OF CURRENT WORLD AFFAIRS - NEW YORK

- NAIROBI JULY 1973 -

## INTRODUCTION

i - 1. One of the most difficult problems facing Kenya, and for that matter all other developing countries, is how to provide the skilled manpower necessary for the development of the society and economy and at the same time to offer a set of educational opportunities for all.

i - 2. Kenya's adult education programs and extension services play a crucial role in achieving both the objective of improving the skill base of society and increasing the justice of the distribution of learning. At present these adult education and extension activities are widespread but irregularly distributed and of questionable quality. Also, all of them are uncoordinated both at the national or local levels. It is in this context that the Board of Adult Education has proposed the development of a National Extension Centre to meet the educational needs of the present and future in Kenya.

i - 3. Before we can sketch the outlines of the proposed National Extension Centre, we must be well aware of existing services and unmet needs. The first step will be to survey briefly the present services. Then we must diagnose unmet needs in terms of the general problems of creating a skill base and improving the equity of the allocation of educational opportunities. Next we must consider the possible functions of a National Extension Centre in the constellation of government and private agencies involved in extension services; here the Centre's potential in developing new approaches to the use of various media in the service of education will be emphasized. Finally, we shall indicate some of the organizational constraints which the present arrangement of adult education and extension services in Kenya creates and posit some solutions to these problems.

i - 4. First we must consider the present and foreseeable future with which the proposed National Extension Centre must deal.

## I. ADULT EDUCATION AND EXTENSION SERVICES IN KENYA:

### PROBLEMS AND PROSPECTS:

I-1. At the outset of this brief survey we must be clear in our own minds that when the term "adult education" is used here it has a very broad meaning: all activities designed to transmit knowledge and skills and to create opportunities for self fulfillment for those who have left the formal educational institutions of the country or who have never attended them. It is because of this very broad definition of adult education that the mention of extension services is always implied in the use of the term. The breadth of this definition can be justified on three grounds: first, that the problems encountered in all of the activities swept into the classification by the definition share many common features;

second, that the whole operation of the public services may be improved if the educational implications of them are consciously considered; finally, that many activities which are not usually considered adult education but which are usually just called extension programs are in fact the only opportunity which the vast majority of people in Kenya have for educational experiences.

1-2. Taking this broad view of adult education one can say that most ministries of government and private charitable agencies and businesses are involved, to some degree, in adult education; though most are rarely conscious of their involvement. Of special interest are the extension services of the various government ministries. At the head of the list of agencies involved in extension services are the Ministries of Agriculture, Health and Education. To call the last ministry, Education, an agency of extension services may seem usual; but the essence of extension services is that they are provided at the most local levels of the country. There can be no doubt that the delivery of educational services by more than 60,000 teachers to the more than 1,000,000 children and their parents through 7,000 schools throughout the country is an extension service at its most dramatic. But the limited character of the services distributed through these schools and their limited targets mean that the extension service aspect of the schools, especially in regard to involving and serving whole families, is a grossly underutilized resource.

1-3. Agriculture has the most extensive and self-conscious extension services presently available in Kenya. Through a sophisticated organization of specialist officers and trained personnel down to the sub-location level, numbering approximately 6,000, many of the almost 2,000,000 farmers in Kenya receive at least a few educational opportunities in farming at some time during every year. The most relevant characteristic of that educational opportunity is that it is limited in both time and content. And any given extension program reaches relatively small numbers of farmers: for example, the Farmers' Training Centres, which are now established in most districts, reach only 29,000 farmers every year; the "only" indicating no denigration of this very real achievement in agricultural education but instead highlighting the small number compared with the total farming population. This means that the average farmer has only one chance in a decade to participate in a one week course at a Farmer's Training Centre. Although the Agricultural Information Centre has taken the lead in exploring the use of different media in the process of agricultural extension work, its individual programs usually reach only four to ten thousand farmers at any one time. There does not presently exist in the Ministry of Agriculture the capability for truly mass agricultural educational programs.

1-4. The Ministry of Health has approximately 6,000 extension workers in the field, including community nurses, public health inspectors, and other trained professionals. Most of these workers are involved in time consuming clinical and operational activities; however, they do find some time to participate in health education programs. In Nairobi, through the good offices of the Health Education Centre and the Medical Training Centre, some limited scale, multi-media, health education campaigns have been undertaken; but again the numbers of Kenyans affected have been relatively small when measured by the population as a whole. And these efforts have been ad hoc and uncoordinated with the operations of the whole health service.

1-5. Another Ministry with extensive field activities is the Ministry of Co-Operatives and Social Services, which offer four programs: the literacy and formal classes of the division of adult education, which involves, in an optimistic estimate, 60,000 students out of a population of illiterate adults very conservatively estimated at 3,500,000 and taught by 2,000 literacy teachers;

the training activities of the department of cooperatives, which are directed out at the leadership of the cooperative movement more than at the 700,000 members of cooperatives around the country because of the small number of education officers locally and nationally (no more than 25); the youth division which concentrates on the Village Polytechnics; and the community development program which has field officers working in every district. In none of these activities does there exist the capability to deal with the social problems of very large numbers of Kenyans at any one time. And only very limited media resources are available.

1-6. Many other ministries have extension programs of limited scale - particularly Commerce and Industry, Labour and Natural Resources - and these and others all have plans to enlarge their extension services: that is they plan to develop educational programs in their particular subject areas to be offered at the very local level. These ministries, as well as those we have discussed in more detail, do not have any educational programs which are designed to reach the mass of the Kenyan people, although all of them hope to launch such programs in the future.

1-7. In addition to the formal government involvement in adult education and extension services, a number of independent organizations contribute to the total bank of educational resources upon which the people of Kenya may draw. There are the University, especially its Institute of Adult Studies, various churches and church groups, such as the National Council of Churches of Kenya, service organizations - especially Mandeleo ya Wanawake and the Family Planning Association - and business organizations. All of these groups together reach substantial numbers of Kenyans, although the total number is unknown: but none is geared to launch educational campaigns about pressing social problems that reach the mass of the population. No one is capable of communicating with a substantial percentage of the citizens of Kenya about problems such as water conservation, preventative health measures, trading skills, and family planning.

1-8. When one looks at the Kenyan Government as a whole, he sees a potential extension force of about 75,000 professionals in the various ministries, which provide the potential for reaching very large numbers of Kenyans. But this potential for mass educational programs dealing with the important problems facing Kenya is completely untapped. The fragmentation of the various ministries insures that cooperation remains nothing but the dream of the harassed extension worker at the local level. Making the most of this vast extension resource is the most important administrative problem facing the Kenya Government.

1-9. This lack of capability to reach very large numbers of Kenyans with particular adult educational and extension programs is the greatest unmet need facing the development of public and private services in Kenya. But this need does not stand alone. All of these organizations also suffer from other incapacities which adversely affect the operation of their services and which deserve some mention.

1-10. All government ministries and many private agencies have substantial programs of in-service training for their own officers. Also there are some national schemes such as that offered at the Kenya Institute of Administration. But these in-service schemes are always operated for very small numbers of officials in a traditional classroom context, either residential or day return. None of the agencies involved in extension services has a coordinated program using various media to provide continuing in-service training to its people in the field. Only Agriculture has the beginnings of a continuing system in its handbook and training programs for Junior Agricultural Assistants; but even this attempt is limited in

scope and scale. The Ministry of Health seems weakest in that it has been unable to launch any inservice training scheme for its field workers, once their initial training is complete. Most of the field officers in all ministries have a great deal of difficulty in keeping up with the latest information in their area of expertise. The demand for a sophisticated system of inservice training for extension personnel is largely unmet.

1-11. Although all ministries with substantial extension activities do attempt to monitor the success of their various programs, none has a real capability for regularly evaluating the effectiveness of its programs. And without this capability, there is necessarily a great deal of wasted effort and money going into programs which might not be achieving their educational objectives.

1-12. Not only is the problem with evaluation of existing programs, but there is no systematic experimentation with different approaches to and organization of extension services. A number of ministries have experimental programs, but they have not institutionalized ministerial agencies for conducting a wide variety of experiments in improving the delivery of extension services and then evaluating them. This lack of capability means that possibilities for dramatic improvements in these services give way to only incremental changes which cannot keep up with the ever increasing needs of the Kenyan people.

1-13. The effect of this lack of systematic experimentation in various ministries is complicated by an absence of exchange of information among the various agencies engaged in extension services about their approaches to the problems of extension services and adult education. This isolation of one agency from another means that the insight of one never informs the activities of the others. Also there is only limited dissemination to field workers in Kenya of the findings of extension agencies and adult educationists in other countries.

1-14. The non-communication among agencies engaged in extension work, both nationally and at the local level, manifests itself in a universal complaint from the workers in the field, regardless of their particular professional identification: there is no coordination of the various professionals engaged in extension services and adult education. This means that at the local level there is duplication of some of the services; but even more importantly, the different services which are provided are not designed to complement each other. This cry for coordination is also a demand for more effective use of existing services with the minimum inconvenience to the people who are using them. That such coordination is possible seems to be the lesson emerging from the special rural development projects. But what is needed are appropriate occasions for such cooperation.

1-15. Even when opportunities for cooperation arise, there is a real problem of adequate educational resources out in the field. Not only is there a shortage of printed materials, films, cameras, projectors, cassettes, etc. but those which are available are not known to all of the workers in the field; and often the equipment is in disrepair. No national or local resource centre seems to be available for the coordination of these facilities. Farmers Training Centres serve this function in a limited way for the Ministry of Agriculture; but for the rest of the extension services no such units exist, and the Farmers Training Centres have not met the general need.

1-16. A final problem which the present organization of extension services, along with the current practice of the formal education system, creates is that of a discontinuity between formal education and the so-called non-formal extension and adult educational services.

This discontinuity means that there is little relationship between the strategies of the extension agencies and the education which increasing numbers of Kenya's children receive. This lack of coordination between the substance of non-formal education and the curriculum of primary and secondary schools - and, for that matter, the university, make the much heard talk about lifelong learning a very empty phrase.

1-17, In regard to all of these problems, it should be made crystal clear that Kenya is not unique in their manifestation. All developing - and even economically developed - countries suffer from these difficulties to a greater or lesser degree. But in the context of Kenya's present situation and future prospects the problems in adult education and extension services are especially important. For the foreseeable future there will be a rapidly increasing Kenyan population (presently at the rate of over 3% per year) and a continuing problem of providing productive and rewarding earning opportunities for the vast majority of that population. If the extension and adult education services continue to cater to relatively small numbers of Kenyan citizens, and do so without having personnel who are informed about the latest information in their field, then the enlarging population with limited economic opportunities will exacerbate all social and political problems. To say this is not to ascribe to the extension services blame for Kenya's current and prospective social problems; indeed their record is quite creditable; it is only to suggest that with some changes in approach they could be making a greater contribution to meeting the problems of the people of Kenya. It is to meet these problems on the scale which they present themselves - that is on the scale of problems facing a substantial percentage of the population - that the following design of the National Extension Centre is offered.

## II. THE NATIONAL EXTENSION CENTRE: ITS FUNCTIONS

II-I The National Extension Centre could contribute to the solution of the problems facing the extension services of Kenya in the following ways:

(a) the provision of educational opportunities and extension services on a mass scale using multi-media techniques of communications and modern approaches to individual learning; (b) the presentation of continuous in-service training programs again using various media in a coordinated manner; (c) the evaluation of existing traditional and new mass media educational activities through the development of an evaluation unit available to all of those involved in extension services; (d) the initiation of experiments in the organization and delivery of educational and extension services and the evaluation of these experiments; (e) the creation of an information exchange unit to keep all of those involved in adult education informed about what others in Kenya and around the world are doing in the field; (f) the provision of a library of media resources, such as printed materials, films, slides, etc. and support services for equipment in the field; (g) the undertaking of and contracting for original research in the fields of adult learning and social organization. To understand how the National Extension Centre could provide these services, we must consider each function separately.

### A. ADULT EDUCATION AND EXTENSION SERVICES FOR A MASS AUDIENCE:

#### THE MULTI-MEDIA UNIT

II-2. The most important function of the National Extension Centre would be to create in Kenya the capability to carry adult education and extension services to the whole population of the country through the coordinated use of various

media; printed materials, radio (and in limited cases, T.V.) broadcasts, and local discussion sessions organized by the whole network of extension services in Kenya. The capability to use all of these media in a coordinated manner does not presently exist in Kenya.

II-3. There are examples of multi-media educational and extension operations presently working in a number of countries. For example, there is the Open University in Great Britain, which is providing university level work for over 30,000 students spread throughout the United Kingdom, using a combination of printed materials, radio, T.V., and locally organized tutorial sessions. And, to take an example from Africa, Tanzania is presently engaged in a mass health education project which involves the distributing of over 1,000,000 booklets, the training of 75,000 discussion leaders to lead local groups, the production of a series of radio broadcasts, and the creation of supplementary material in different media e.g. a set of khangas with designs keyed to the messages of the project. All of these activities have been coordinated and are expected to reach a total audience of over 2,000,000.

II-4. Although examples of mass adult education programs do exist, Kenya would become the first country to have a central resource unit engaged in the development of multi-media education programs, which could be drawn upon by all of the services engaged in educational extension activities. The National Extension Centre Multi-Media Unit would provide a unique institutionalization of the capability to use the mass media in a coordinated manner for a wide range of educational purposes.

II-5. The Multi-Media Unit would operate through a group of project teams, each producing mass educational programs. These teams would include a core of permanent personnel attached to the National Extension Centre with expertise in writing and editing printed materials for a mass audience, the production of broadcast components for mass campaigns, the training and organization of local group leaders for grass roots educational operations, the preparation of visual materials, and the evaluation of adult educational programs. To this core of experts provided by the Centre one would add representatives of the substantive ministries and other organizations involved. For example, in a mass educational campaign concerning the development and use of water resources, a problem in many parts of Kenya, one might have a team including representatives of the Voice of Kenya and the Ministries of Agriculture, Natural Resources, Social Services, and Education. Or in a project attempting to train new African traders in the basics of trade and management, the Ministries of Commerce and Industry, Local Government, Cooperatives, and Social Services and Works might cooperate with the professionals at the Centre. And in extending the national literacy in Swahili, the Ministry of Information could work with the Centre. The Ministry representatives might be personnel seconded to the Centre for the duration of the planning and implementation of the project. Experiences in other countries indicate that such projects would require about eighteen months from initial conception and organization to completion. And they seem to require the full time services of about half-dozen people with the substantial services of another half-dozen.

II-6. Although multi-media educational projects demand a commitment of extensive resources, if they do in fact reach mass audiences of over a million, then they are quite cost effective. And since evaluation would be built into every team project of the Multi-Media Unit, one would soon know which techniques were working best and would thereby insure the effectiveness of most multi-media programs.

II-7. Two characteristics of these National Extension Centre programs must be emphasized: the fact that they will be both multi-media and mass programs. This proposal is not a suggestion just for the use of the usual mass media - newspapers

and broadcasting. It is always necessary to have in addition strong grass roots organization to encourage active participation at the local level. Therefore, one of the important media will be the local discussion group: a medium which will require the cooperation of all existing extension agencies in order to deal with a large constituency. The mass audience is the second important characteristic of these campaigns. Kenya already has limited experience with a multi-media campaign on a small scale in the Tetu Water project and occasional agricultural and health programs. But the organizational and production demands of mass multi-media programs create problems on an entirely new scale with which Kenya is not presently equipped to deal.

The scale of the task is matched by the extent of the opportunity to develop new modes of delivering extension services and new opportunities for cooperation among the services. This cooperation required by mass multi-media projects is one of the most important contributions which they can make to the development of Kenyan Government. These programs offer occasions for cooperation at both the national and local level - opportunities which do not spontaneously arise. And the encouragement of continuing cooperation will be one of the important tasks of all the project teams.

II-8. The occasions offered by mass multi-media projects will not only offer a means for providing educational experience to mass audiences, but also to those who participate in the design, production, and implementation of the projects. An important function of the National Extension Centre will be training education and extension professionals in the use of coordinated multi-media approaches to learning problems. It should be pointed out that this training will not be in the form of traditional courses. Most of this education for the professionals will be of the very best sort: learning by doing. The expertise of making coordinated use of various media is not one to be learned by formal instruction: it is mastered by actually experimenting with the coordinated use of the media. So these professionals participating in the work of the National Extension Centre will be participating in a major training course as well as producing an important service for Kenya. It will be incumbent upon the Centre to supplement the experiences with critical consideration of actual activities through in-house seminars, courses, and workshops; and these opportunities should be open to those outside of the Centre as well. The combination of actual service with training also means that the investment in the Centre ought to be especially cost effective.

II-9. The important point to be made about the multi-media unit of the National Extension Centre is that over the long run it could create multi-media capabilities for use by all ministries which could then have a major impact on the development of Kenya. In the process of creating these multi-media programs, the Centre will also be training multi-media professionals who can return to their ministries with new ideas about the delivery of educational and extension services.

#### B. EDUCATING PROFESSIONALS:

##### THE IN-SERVICE TRAINING UNIT

II-10. Another application of multi-media educational techniques may contribute to a solution to the problems of in-service training in the Kenya Government. At present the major mode of in-service training is the occasional short course taught in the usual classroom situation. There is little training offered to officials while they are serving in the field. The only exception to this observation is the Ministry of Agriculture, which provides about 5,000 manuals to field workers, which are regularly updated. No use is made of other media such as broadcasts



and cassettes to provide in-service training opportunities in the field; nor do other ministries make creative use of printed materials. So the National Extension Centre, through the In-Service Training Unit, could assist various ministries in improving their in-service training programs by drawing on the multi-media expertise of the Centre. Many of the techniques used in the mass educational campaigns would be adapted to the provision of regular and continuing learning opportunities throughout the Government Service. The emphasis in this Unit, like that of the Multi-Media Unit, would be on the coordinated use of various media to achieve particular educational objectives.

II-11. An additional problem which the In-Service Training Unit could address is that of improving the counterpart system, which is a major, informal, in-service training system utilizing expatriate professionals as apprenticeship masters. The Unit could provide support services for both expatriates and their Kenyan counterparts to improve the educational effectiveness of the system. This section of the unit could provide short courses and tutorials for both groups.

II-12. Another mode of activity by the In-Service Training Unit could be in cooperating with particular ministries in developing in-service training for important areas of the private sector; for example, in cooperation with the Ministry of Co-operatives and Social Services and the Ministry of Commerce and Industry, the Centre could develop in-service training for small-scale industrialists and entrepreneurs.

#### C. EVALUATING ADULT EDUCATION PROGRAMS:

##### EVALUATION UNIT

II-13. One of the most serious inadequacies of the agencies presently providing adult education and extension services is the total lack of evaluation of existing programs; a situation acknowledged by all of those involved in various ministries. Here the National Extension Centre could provide a major service. Evaluation personnel and procedures will be built into all of the internal activities of the Centre. So the expertise for evaluation will be there; to organize the evaluation services for the programs of the Centre, an evaluation unit must be established. Given the need for evaluation services throughout the Government, the evaluation unit could be established on a scale which would allow it to offer its expertise to all units of government involved in extension services and adult education. It could also provide survey capabilities to extension services interested in assessing the need for their services in the country at large. Through the Evaluation Unit the Centre could contribute to the increased effectiveness and efficiency of existing extension services as well as guarantee the success of its own programs.

#### D. EXPERIMENTING WITH EDUCATIONAL ALTERNATIVES:

##### EXPERIMENTAL PROJECTS AND DISSEMINATION UNIT

II-14 Throughout various ministries there are always a number of experimental programs in progress: for example, at present there is the functional literacy experiment in the Ministry of Cooperatives and Social Services, and the Special Rural Development Districts experiment in the Ministry of Agriculture. But no institutionalized arena exists for the systematic conduct of experiments in the techniques and organization of extension services. The experimental Projects and Dissemination Unit, in cooperation with the ministries engaged in extension services, could stage large scale experiments concerning both substantive techni-

ques and organizational environments for the delivery of adult education. Because of the Evaluation Unit already built into the Centre, this experimental projects unit would be able to evaluate critically the success or failure of any of its experiments. Of special importance to the extension agencies would be experiments in different organizations of the services, because of the dissatisfaction expressed by workers in the field about the lack of coordination of local extension activities. This Unit could undertake projects in organizational alternatives - e.g. testing different patterns of coordination at the locational level. But once any particular mode of organization proved successful, the project supporting that mode would be spun off to the appropriate ministry or other agency.

II-15. The name of the unit includes "Dissemination", because one of the greatest shortcomings of most experimental prototype programs is that the process of implementing the insights of the experiment after they have been proved is usually neglected. In the case of this Unit, hopefully this pitfall would be avoided: it would have as its brief from the beginning the development of strategies of large scale implementation and dissemination of innovations as part of each of its experimental projects.

#### E. KEEPING THE EXTENSION SERVICES INFORMED:

##### INFORMATION EXCHANGE UNIT

II-16. One of the continuing complaints at all levels of extension work is the lack of information in one ministry about the activities of another. The Information Exchange Unit would become a communication and documentation agency within the Government, providing information retrieval and dissemination services to all of the ministries and their own information units. This Unit would collect information from all agencies involved in adult education and extension services, within Kenya and internationally, and then would communicate digests of this information through a multi-media report to all those involved in extension services and adult education. It would also offer an information retrieval service that could provide users with immediate and continual access to information. The media of communication would include a regularly updated handbook of extension activities, a newsletter, regular radio and television broadcasts, cassettes, films, formal courses, etc. The Information Exchange Unit would draw on all of the personnel of the National Extension Centre to support its activities.

#### F. PROVIDING RESOURCES TO THE FIELD:

##### RESOURCE LIBRARY UNIT

II-17. At present, although there is not a great deal of knowledge in the field about how to use various media in extension work, there is a great interest in experimenting with different approaches to communication and education. But the resources in terms of materials in various media are severely limited. Field workers do not have sufficient access to films, slides, cassettes, and printed materials; nor do they have enough cameras, projectors, cassette players and duplicators.

II-18. The National Extension Centre could contribute to greater access to various materials in different media by establishing a library of resources not easily available and an index of materials held by various ministries and other agencies. The Centre would establish a film library, a record and cassette collection and slide exchange system. Also, the centre could create a central stock of production facilities such as recorders, cameras, and duplicators, which could be borrowed by various field offices.

Another important service which the Resource Library Unit could provide is a workshop to keep centre facilities and also equipment owned by field offices in good repair. Finally, this Unit could cooperate with the Institute of Mass Communications and ministry units such as the Agriculture Information Centre in holding formal, short term courses in the use of media facilities in the field.

#### G. LEARNING ABOUT LEARNING:

##### ADULT LEARNING RESEARCH UNIT

II-19. One of the greatest difficulties in developing new approaches to adult education and extension programs is the lack of sophisticated knowledge about adult learning. There has been no advance in the field of adult learning equivalent to the strides made in understanding child development and learning in the past decade. The knowledge about adult learning in the cultural context of African society is even more limited. So all of the other units in the National Extension Centre, as well as those ministries and agencies involved in extension work, will need a great deal of research information apart from that generated by the projects in particular units. The function of the Adult Learning Research Unit would be to undertake research which will respond to the knowledge requirements of the other units of the Centre. It could discharge this mission through research by a small staff and by contracting with the University and other bodies for particular research projects.

#### H. THE NATIONAL EXTENSION CENTRE:

##### AN OVERVIEW

II-20. Each unit of the proposed National Extension Centre would make an important contribution to the public life of Kenya. The combination of all of the units into a single national agency could create the critical mass necessary for launching significant and dramatic programs on a scale which might equal the very great problems facing developing nations in general and Kenya in particular (See Appendix I for a Schematic outline). Together each unit complements the other and enhances the capability of the Centre to fulfill the needs of its individual parts: for example, the Evaluation Unit will contribute to the success of the Multi-Media Unit and the Experimental Projects and Dissemination Unit; the activities of the Multi-Media Unit will generate techniques which will be relevant to the operation of the In-Service Training Unit. All of these Units will help other sectors of government and society better to serve the interests of the people of Kenya by increasing the professionalism of adult educationists in the country.

II-21. The National Extension Centre offers great promise for dealing with many pressing problems facing Kenya. However, one must be clear that the Centre does not offer a sure cure for any of these problems. A special word of caution is in order: often in the course of this proposal the phrase "coordinated, multi-media approach to mass education" or a variation on that theme has been invoked. This invocation should not be viewed as a technocratic solution to social problems. Multi-media educational technologies are no talisman with magic powers. They will only be as successful as the people who use them. And "people" are the most effective medium for improving adult education - the professionals of the existing extension services are most important. Other media can help.

II-22. Having identified the services which the Centre could provide, there still remain questions about how the Centre could be established and how it should relate to other agencies serving Kenyan society.

### III. THE ESTABLISHMENT OF A NATIONAL EXTENSION CENTRE

III-1. There are a host of detailed questions involved in establishing a National Extension Centre. But in this brief paper five deserve at least identification if not complete analysis: (a) the problem of staffing; (b) sources of advice; (c) the constraints of budget and development sequences; (d) relationships with other agencies of Kenyan Government involved in supporting extension activities; (e) the role of a National Extension Centre in the framework of the National Board of Adult Education. This consideration of problems of establishment is necessarily cursory and incomplete; but the issues raised must be understood from the outset when evaluating the promise of a National Extension Centre.

#### A. THE PROBLEM OF STAFFING

III-2. There are two major issues in staffing the National Extension Centre: first, the balance between permanent staff and staff seconded from other agencies and ministries; and second, the role of expatriate staff.

III-3. The choice between permanent staff and seconded staff raises substantive questions about the mission of the Centre. If the objectives of the Centre include the training of persons from throughout the Kenyan Government in the skills of the Centre and also the coordination through cooperation among the various extension agencies, then one would want a strong secondment component on the staff. But in so far as one relies on secondment from other agencies, the stability and continuity of the activities of the Centre are always in doubt. Given these competing considerations, it is probably in the interest of the Centre to have in each unit (and team within a unit) a core of permanent, skilled staff, supplemented by a larger group of seconded staff to participate in specific projects which are consistent with the objectives of their home agencies. And the instability of seconded personnel could be moderated by a budget for the Centre which allows the centre to finance replacement for the seconded staff in their own assignments, or, alternatively, to line staff on a short term basis.

III-4. The use of expatriate staff in the initial phases of the operation of a National Extension Centre will be unavoidable, at least in some roles. But because many of the skills needed for the operation of the Centre are learned through the process of participating in the activities of the Centre and since the pool of skilled people in developed countries is negligible, there is no reason why most of the positions in a National Extension Centre could not be filled from the outset by competent but inexperienced Kenyan citizens. Certainly all of the seconded staff would be Kenyan.

#### B. SOURCES OF ADVICE

III-5. Although most of the staff ought to be Kenyan citizens, a National Extension Centre will, in its early phases of development, need a great deal of advice about the operation of multi-media, adult education programs. There are a number of sources of such advice around the world. Next door in Tanzania there are people who have experience with one of the largest experiments in multi-media, mass adult education in the world. In the U.K., the BBC, through its schools and further education productions and in its cooperation with the Open University, has rich experience with the problems of coordinating various media in the service of educational objectives. And the Open University itself has developed a great deal of expertise in multi-media, adult education. In the United States, the

Children's Television Workshop, the producers of the widely acclaimed "Sesame Street", has more experience with the creative use of television in the educational process than any other unit in the world; and its productions have lessons to teach about the use of other media as well. The Germans have launched the successful Telekolleg, which uses a multi-media approach to the delivery of secondary educational opportunities to new constituencies. The Scandinavians have long experience in the organization of local participation in adult education and extension activities; as does the American farm extension system. All these groups of experienced people undoubtedly have available personnel who could advise a National Extension Centre about its various operations.

III-6. Within Kenya there is a growing reservoir of experience with various media in the service of education, upon which the National Extension Centre could draw: for example, the Voice of Kenya, the Kenya Institute of Mass Communication, the Correspondence Course Unit at the University Institute of Adult Studies, the Agricultural Information Centre, the Schools Broadcasting Unit, and the Health Education and Medical Training Units. In regard to the problems of adult learning, one has in hand the facilities of the Institute of Adult Studies; and to assist in dealing with the problems of organizing extension work, there is the Institute of Development Studies. The other departments of the University of Nairobi may contribute as well. All of these institutions have a contribution to make to the Centre; although none of them has experience with mass, multi-media education on the scale of the proposed Centre's activities.

#### C. THE CONSTRAINTS OF BUDGET AND DEVELOPMENT SEQUENCES

III-7. A detailed development strategy for the National Extension Centre must await thorough debate about the whole idea. But those participating in this debate must have in hand information about the costs of development. Attached, as Appendix II, the reader will find a suggestive eight year budget divided into recurrent and capital expenditure sections.

In developing the budget, the following judgments were made:-

(1) that the centre should, from the beginning, have core staff to serve all of its proposed functions, so that the various operations could complement one another; (2) that the initial emphasis of the activities should be on the launching and evaluation of multi-media, adult education projects for mass audiences; (3) that balance between permanent and seconded staff would be about equal in the earlier years, with many more seconded staff in later years; (4) that in so far as production facilities are necessary in the early years, these facilities would be rented from existing organizations in Kenya but that over the life of the attached development plan, all of the production facilities would be built for the National Extension Centre; and (5) that no construction of physical facilities would be undertaken until experience with multi-media approaches to adult learning and extension services indicates clearly exactly what sorts of facilities will be most useful and in what location and concentration.

III-8. All of these judgments can be justified by the emphasis upon getting mass services operational as quickly as possible without committing large investment in plant until the nature and scale of the long term operation are known. The judgments behind the budget also reflect a commitment to maintaining the maximum flexibility in the Centre to meet the changing conditions of Kenya in the future.

III-9. One could guess that the first year budget for the operation of a skeleton National Extension Centre could be in the neighbourhood of K.£201,368.

If the centre only launched one mass campaign reaching 1,000,000 participants that would be at the cost of K.shs.80/ student. The eight year recurrent and capital budget would approximately total K.£5,066,783. All costs are in 1973 prices. And all of these estimates must be accepted with caution, because the data on which they are based are quite soft indeed.

#### D. RELATIONSHIPS WITH EXISTING SERVICES

III-10. An important consideration in the establishment of a National Extension Centre is that it will not duplicate existing services in Kenya. Indeed it must build upon existing strengths. To do so the National Extension Centre would have to develop formal channels of cooperation with the ministries of Government involved in extension services and other agencies as well. Particularly close working arrangements should be developed between the National Extension Centre and the Institute of Adult Studies and its Correspondence Course Unit in the University. Also, in order to overcome the discontinuities which presently afflict formal and non-formal educational services, a close working relationship, must be established with the Kenya Institute of Education and other sections of the Ministry of Education. The Kenya Institute of Administration and the Kenya Institute of Mass Communications must be intimately involved in the work of the Centre; as should the Agricultural Information Centre and the Health Education Unit. Also the National Extension Centre would have to develop close ties with the local extension centres such as Farmer's Training Centres and District Development Centres. These suggestions are illustrative and do not exhaust the possibilities of cooperation. The important point to make is that the National Extension Centre would operate within a web of services which have much to offer it and through which it will weave its productive future.

III-11. The relationship between the National Extension Centre and these agencies may manifest itself in a number of forms: joint appointments, joint programs, contracts to these agencies, the secondment of personnel to the centre, the use of the centre by these agencies. Through such cooperation the Kenyan Government can create a capability for adult education and extension services which far exceeds the promise of any one component of the overall system.

#### E. THE ROLE OF THE BOARD OF ADULT EDUCATION

III-12. The relationship between the proposed National Extension Centre and the Board of Adult Education raises important questions about the operation of the Centre and present and future role of the Board of Adult Education in the matrix of adult education and extension services in Kenya.

III-13. To appreciate the present legal position of the Board, we must look carefully at Section 3 of the Act:

##### ESTABLISHMENT OF THE BOARD AND FUNCTIONS OF THE BOARD

There is hereby established a Board of Adult Education, the functions of which shall be:-

- (a) 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 the media of mass communications, and the provision and method of award of scholarships or bursaries;

- (b) To advise with respect to the coordination of the work in connection with adult education of ministries and departments of government and agencies;
- (c) To identify and assess the need for new developments in adult education;
- (d) To stimulate and encourage activities in adult education;
- (e) To report annually to the minister on the progress and development of adult education.

(underlining for emphasis by present writer)

The reader will note that the first two functions are purely advisory. Although the National Extension Centre would serve some advisory functions, the actual production activities of the Centre could never be construed to be of advisory character. Subsection (c), which dictates the identifying and assessing of needs, could be construed to support the National Extension Centre activities in evaluation. Subsection (d) which asks the Board "to stimulate and encourage" activities could be invoked to justify the National Extension Centre's mass media production activities and its experimental functions. Finally, subsection (e), which asks the Board to report annually, could justify the information exchange component of the centre.

Taken together and with some strain on the process of interpretation, Section 3 could be construed to support the establishment of a National Extension Centre by the Board of Adult Education. However, nowhere in the Act is the Board clearly given any executive functions. In the long run, the efficient operation of the centre would require some amendment to the Act to give the Centre and the Board limited executive power in cooperation with the other ministries and organizations.

III-4. It should be briefly noted as well that the Act does not support another recently proposed activity of the Board of Adult Education - the registration of programs in adult education. The proposed Registrar of Adult Education is not sanctioned in the Act: the Board is given authority to implement the rules of the Minister (see Section II), but the Minister is not given authority to order registration. This lack of capacity means that the Board cannot take an active role in protecting the people of Kenya from exploitation by many private adult education institutions. Here is another shortcoming in the Act.

III-15. Given all of the difficulties of meeting the needs of adult education and extension services under the terms of the present Act, it seems appropriate to suggest the revision and rewriting of the Act. Such a revision would indicate a further commitment on the part of the Kenyan Government to adult education and extension services. (See Appendix IV).

III-16. The revisions of the act should clearly vest in the Board of Adult Education authority to take a selective but active role in the development and operation of adult education programs and extension services. The Board should become a corporate body able to make its own rules and to receive funds itself.

The new Act should clearly charter the National Extension Centre as an independent institution answerable to the Board of Adult Education.

III-17. These suggestions for the revision of the Act are recommendations for the long run. In the immediate future, it seems clear that the present Act may be interpreted in a manner which will allow the Centre to be established and become operational, which is the most important priority. But given ambiguities in the Act, it would be useful for the Minister to issue a formal charter for the Centre, which clearly mandates the functions outlined in this proposal and which emphatically indicates the Government's acknowledgement of the various roles of the proposed Centre. (See Appendix V).

When the Act itself is amended, if only to clarify the identity of the Board and to make it consistent with the proposed changes in the Act, it might be helpful to change the name of the Board of Adult Education to one with a more general meaning: among alternative names might be: "Board of Adult Education and Training services," or "Board of Non- Formal Education" or the "Board of Extension Education". The exact nomenclature admits to other variations as well. The important point is to allow the Board and, through the Board, the National Extension Centre the maximum flexibility possible in meeting the educational and extension needs of those not involved in traditional institutions of education. And these are the needs of the vast majority of Kenyans.

III-18. Such a revision of the Board of Adult Education Act may create certain political difficulties, but the future of adult education and extension services in Kenya requires a political commitment which only the revision of the Act and a charter for the National Extension Centre can clearly provide.

#### CONCLUSION

C-1. In the past decade, Kenya has made significant strides in increasing its stock of skilled manpower and its opportunities for formal education. But because of the limited resources available and an inappropriate colonial educational heritage, formal institutions, even at the primary level, have still been producing an education for a white-collar elite. In the second decade, Kenya must turn its attention to providing educational opportunities to those who have not had them in the past. The demands of development and the economy must always be in mind, but the emphasis must be on increasing social justice in the allocation of educational resources, a strategy which itself might enhance the economic development of the country.

C-2. One method for evaluating the justice of the present educational and extension system is to ask of it: if one were to start all over again and create the system from scratch, putting it in a world of high unemployment and a slowly expanding economy, and if one did not know which role he would play in the system - whether he would be one of the lucky few who participate in formal education or one of the less fortunate majority of the population - would he create an educational system such as the one in Kenya today? In confronting this question, one would want to have a system which focuses on the needs of the vast majority of the citizenry and which serves the interests of those with the greatest needs as well as those with the greatest ability. By this measure, the Board of Adult Education through the proposed National Extension Centre will have a great deal to contribute.



C-3. By establishing an institution designed to meet the needs of those who have been relatively neglected in the past, the value of social and economic justice in Kenyan society will be greatly enhanced. And through close cooperation between the National Extension Centre, and the formal educational system, its activities could contribute to a reorientation of the existing system toward the needs of local communities throughout Kenya.

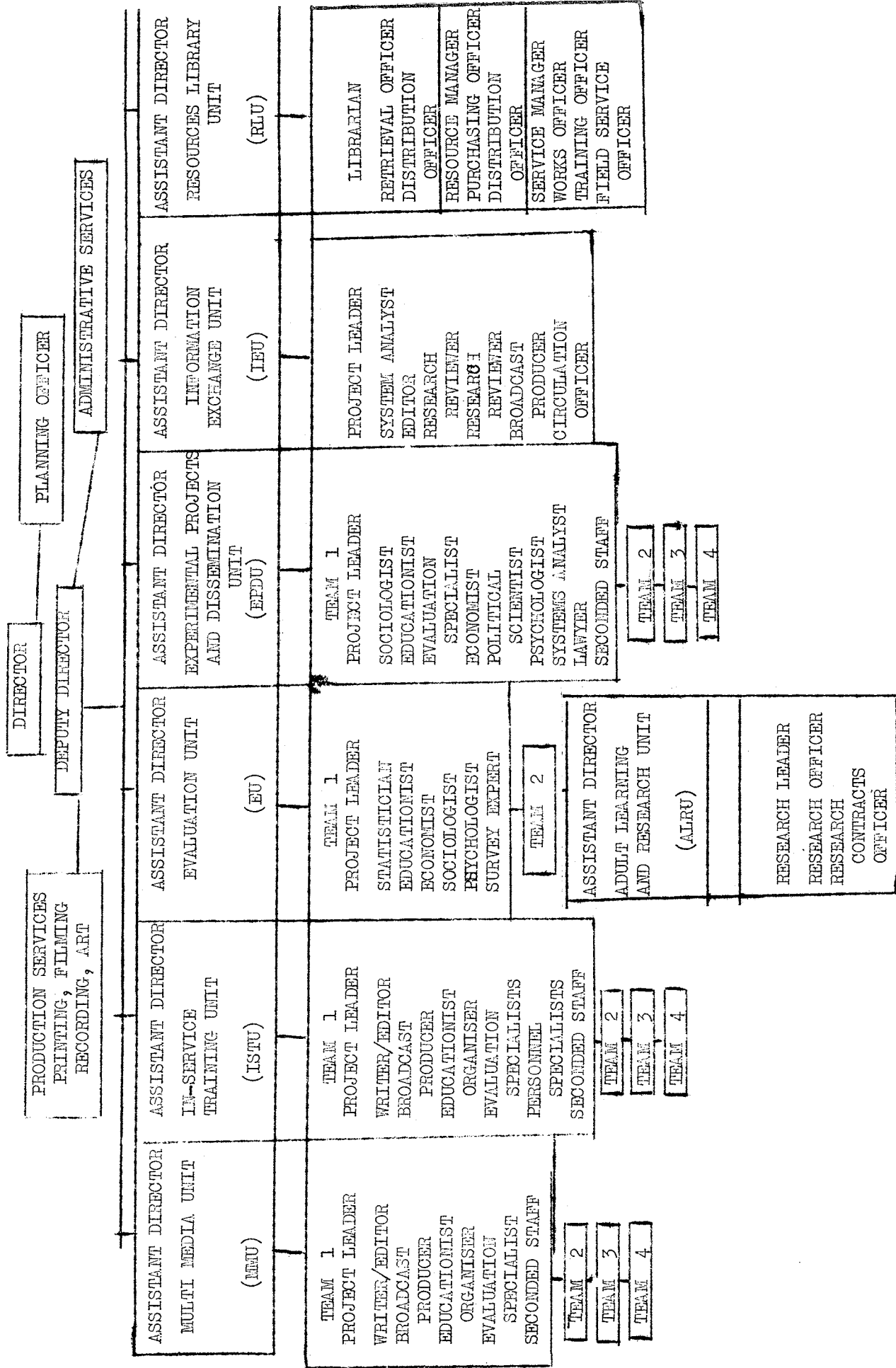
C-4. It is crucial to understand that a commitment to mass education through non-formal means will require a restructuring of priorities. In the past Kenya has emphasized in-school education: an emphasis which has reaped rewards but which still leaves much to be accomplished. In the interest of both justice and an increased skill base, it is time that priorities be reordered to insure a significant commitment of resources to adult and extension activities. Presently K.shs. 20.26 is spent per capita on adult education, compared with K.shs.60.10 per capita on schools; this balance must be changed. The reordering of priorities and expenditure must be done in a sophisticated manner which does not threaten the quality of the existing formal base and its continuing advancement - it must only be a reordering of rates of development. But the reordering must take place.

C-5. Since this value decision must be political, it must be preceded by wide consultation. If this proposal for a National Extension Centre promotes this consultation, then an important first step will have been taken. It is in this spirit that the proposal for a National Extension Centre is submitted.

Received in New York on July 30, 1973.

## APPENDIX I

## THE ORGANISATION OF THE NATIONAL EXTENSION CENTRE



# Extension workers in Ministries remain 'untapped'

18.

*Standard Staff Reporter*  
**Kenya's potential professional extension staff of about 75,000 in various Government Ministries who could be used in mass education programmes to help solve the country's problems was completely untapped because of poor organisation of adult education and extension activities.**

Prof. Irving Spitzberg, Jr. Fellow of the American Institute of Current World Affairs, makes this observation in a 37-page report to the Kenya Board of Adult Education in which he advocates the creation of a national extension centre to make it possible for these qualified people to be usefully employed.

The professor who has considerable experience in methods of teaching adults handed the report to the executive director of the board, Mr. S. Kihumba, at his office in Nairobi yesterday.

He was commissioned by the board to compile a report on how best Kenya could use multi-media teaching methods to further development.

Prof. Spitzberg says various Ministries and voluntary organisations are carrying out some adult education activities but due to poor organisation and lack of co-ordination, there are some 75,000 potential extension workers in Ministries not being fully used to cover a large section of the population.

"Making the most of this vast extension resource is the most important administrative problem facing the Kenya Government," he adds.

"If the extension and adult education services continue to cater for relatively small numbers of citizens and do so without having personnel who are informed about the latest information in the field, then the enlarging population with limited economic opportunities will exacerbate all social and political problems."

"In the interests of justice and an increased economic base, it is time Kenya re-ordered her priorities to ensure a significant commitment of resources to adult and extension activities. Presently 20/26 is spent *per capita* on adult education, compared to 60/10 *per capita* on schools. This balance must be changed."

**tion of adult education and extension activities.**

Kenya had some of the best institutions conducive to adult education in the world. Apart from the 1,000,000 children who benefit from the programmes of the Ministry of Education, many of the 2,000,000 farmers receive limited extension services from the 6,000 Ministry of Agriculture extension workers.

An average farmer had one chance of attending a course at one of the district farmers' training centres once in a decade, thus 29,000 farmers attend courses in a year.

The Ministry of Health also, to a limited extent, has extension services.

The Ministry of Co-operatives and Social Services caters for some 60,000 students in formal education classes in a country with an illiterate population of more than 3,500,000; trains leaders of co-operative movements; and organises a limited number of youth activities and village polytechnics.

Other Ministries and voluntary organisations such as the Family Planning Association, Maendeleo Ya Wanawake, the National Council of Christian Churches, and others also organise adult edu-

cation activities. But the activities are unco-ordinated, irregularly distributed and sometimes of questionable quality.

None of the programmes have a capacity to deal with large numbers even in the future and only very limited media resources are available to them, the report states.

It is to correct these shortcomings that a national extension centre is proposed.

An effective centre, the report recommends, must be able to help in providing education opportunities and extension services on a mass scale, using multi-media techniques and modern approaches to individual learning.

It must provide continuous in-service training programmes which are lacking in most Ministries, especially the Ministry of Health. The programmes should use a multiplicity of media and be co-ordinated.

The centre should have machinery to evaluate traditional and new mass media with a view to selecting suitable ones for various purposes. It should also evaluate the effectiveness of extension and adult education services, and carry out experiments and original research in the field of learning and social organisations.

It should have an information exchange unit to keep those interested in adult education informed about what others were doing in the field in Kenya and outside. A library with media resources such as printed material, films, slides and support services for equipment in the field should also be provided.

The report estimates that the first year budget for the operation of a skeleton staff at the centre would be £201,368 based on 1973 costs.

If the centre launches a mass campaign to reach 1,000,000 people it would cost about £4 per student. On that basis it would cost £5,066,783 to run the centre for the initial eight years.

Costs *per capita* would reduce to as little as 18 cents or 2 cents, as has happened in other countries, when the centre gained experience and aimed at reaching greater numbers.

The report says the Act which set up the Kenya Board of Adult Education as the advisory organ to the Ministry of Co-operatives and Social Services allows creation of such a centre.

But to operate the centre effectively the Act would need some amendment to give the centre and board limited executive powers and make the centre an independent institution answerable to the board. The board should also be a corporate body free to make its own rules and receive funds.

Some of the statistics in this newspaper article about the report are incorrect: e.g., the cost of reaching one million students would be about KS.80 not K£4(KS80); Costs per student(not costs per capita) would reduce to KS.44, not to .18 or .02.



Prof. Irving Spitzberg, seen explaining some important features about the report on Multi-media approach to adult education when he presented the report to Mr. S. Kihumba, executive secretary of Kenya's Board of Adult Education.

EAST AFRICAN STANDARD, 1st August 1973

DAILY NATION, Wednesday, August 1, 1973 5

## NOVEL METHOD FOR BEATING THE BOTTLE...

ONE way to combat drunkenness in rural areas is to organise mobile theatres to dramatise educational programmes in a bid to revolutionise the whole process of adult learning.

This idea was presented yesterday in a report to the executive secretary of the Board of Adult Education, Mr. S. Kihumba, who commented that a multi-media approach, to exploit all available channels of education, is needed to reach the majority of illiterate people.

The report, on multi-media teaching systems for adults in Kenya, was compiled by Professor Irving Spitzberg, fellow of the American Institute of Current World Affairs.

Professor Spitzberg has been working on the report for a month after a request from the Board of Adult Education in Kenya with an eye on the growing demands for refined teaching methods for adults.

Presenting the report Professor Spitzberg described the multi-media form of education programme as the least expensive since it would reach the greatest number of people throughout the country.

Mr. Kihumba thanked him for the report which, he said, will go for consideration by his board and the Government.

By NATION Reporter

All over the world, and especially in developing countries, Mr. Kihumba said, governments have increasingly turned their attention to the new multi-media approach in reaching the rural communities where the thrust of development effort is now directed.

The effect and purpose of educational experience, he went on, in adult life is to modify people's attitudes in a way which is geared towards national development and national unity.