

**FINAL REPORT**

**Rwanda**  
**Ministry of Education, Science, Technology and Scientific Research**  
**(MINEDUC)**

**RWANDA: STUDY OF LITERACY NEEDS AND  
PROGRAMMES FOR YOUTH AND ADULTS**

**By Anthony Okech and Rosa-María Torres**

with the collaboration of

**Alexander Lyambabaje, Genevieve Mukandekezi and Timothy Njoroge**

**July 2005**

## **Table of Contents**

### **Acknowledgments**

### **Acronyms used**

### **Executive Summary**

### **Chapter 1: Introduction**

- 1.1 Study background
- 1.2 Objectives
- 1.3 Study design and implementation
- 1.4 Clarifying some basic concepts

### **Chapter 2: The Context of Literacy in Rwanda**

- 2.1. International framework
- 2.2. Socio-economic and education context
- 2.3. Some strengths vis a vis a national effort towards literacy for all

### **Chapter 3: Youth and Adult Literacy Needs and Practices in Rwanda**

- 3.1 Socio-economic Characteristics of the Population
- 3.2 Problems of illiteracy perceived by the people
- 3.2 How the literacy learners use literacy

### **Chapter 4: People's Learning Desires and Readiness to Learn**

- 4.1 Expressed learning desires and readiness to learn
- 4.2 Expected benefits from learning
- 4.3 Desired learning and teaching arrangements
- 4.4 Expected difficulties while learning

### **Chapter 5: Current Youth and Adult Literacy Programme Arrangements**

- 5.1 Overview of current programmes
- 5.2 Programme arrangements
- 5.3 Programme contents and methods
- 5.4 Learning assessment and certification

### **Chapter 6: Organisations and Resources Available for Youth and Adult Literacy Programmes**

- 6.1 Current literacy programme providers
- 6.2 Partnerships in current provision
- 6.3 Facilities available for youth and adult literacy
- 6.4 Equipment and materials
- 6.5 Financing of literacy programmes

### **Chapter 7: Learners and their Participation in Current Literacy Programmes**

- 7.1 Learners' characteristics and reasons for joining the literacy programme
- 7.2 Learners' participation and learning experience

### **Chapter 8: Literacy Instructors and their Performance**

- 8.1 Instructors' characteristics
- 8.2 Instructors' training for literacy work
- 8.3 Instructors' motivation and incentives
- 8.4 Instructors' participation and performance

## **Chapter 9: Current Provision as a Response to the Learning Needs and Desires**

- 9.1 Programme arrangements
- 9.2 Programme achievements
- 9.3 Problems in the current provision
- 9.4 People's suggestions for improvement

## **Chapter 10: Conclusions and Recommendations for the Way Forward**

### **10.1. Conclusions**

- 10.1.1 Policy and planning framework
- 10.1.2 Literacy needs and practices
- 10.1.3 Learning desires and programme preferences
- 10.1.4 On-going programmes and activities
- 10.1.5 Available institutional capacity and resources

### **10.2 Recommendations for the way forward**

- 10.2.1 Policy and strategy development
- 10.2.2 Improving on-going literacy programmes
- 10.2.3 Responding appropriately to people's learning needs and desires
- 10.2.4 Financial and technical co-operation

## **References**

### **ANNEX: MINEDUC literacy partners**

### **List of Tables, Boxes and Figures**

#### *Chapter 1*

- Table 1.1 Survey sample size
- Box 1 Survey Guidelines
- Table 1.2 Data collected

#### *Chapter 2*

- Box 2 Comparison between Education for All (EFA) Goals and Millennium Development Goals
- Box 3 United Nations Literacy Decade: Literacy for All, A renewed vision (2003-2013)
- Box 4 Rwanda: Human Development Index
- Graph 1 Rwanda's Educational Pyramid
- Box 5 Rwanda: Education for All Profile
- Box 6 Problems identified in relation to adult literacy in Rwanda (2002 and 2003)

#### *Chapter 3*

- Table 3.1 Potential learners' ability to read and write
- Table 3.2 Source of light used by literacy learners and potential learners at night
- Table 3.3 Radio stations listened to
- Table 3.4 Problems associated with illiteracy and why illiteracy as been regretted

#### *Chapter 4*

- Table 4.1 Reasons why potential learners want to learn to read and write
- Table 4.2 Benefits expected from learning
- Table 4.3 Potential learners' availability for class in days per week and hours per day

#### *Chapter 5*

- Table 5.1 Supervisors' activities during class visit as reported by instructors
- Table 5.2 Topics taught as reported by instructors

Table 5.3	Why instructors teach certain subjects/topics
Table 5.4	Additional learning desired by learners
Table 5.5	How instructors assess learning as reported by learners
<i>Chapter 6</i>	
Table 6.1	People the instructors invited to talk to their literacy class
Table 6.2	Reasons the instructors gave for inviting people to talk to their class
Table 6.3	Availability and sufficiency of equipment as reported by instructors
<i>Chapter 7</i>	
Table 7.1	Age distribution of the learners
Table 7.2	Reasons for learners' absence from class according to learners and instructors
Table 7.3	Learners' reasons for enjoying class & instructors' explanation of learners' interest
Table 7.4	What the learners reported finding easy or difficult to learn
Table 7.5	Learners' reported benefits from participation in literacy class
<i>Chapter 8</i>	
Table 8.1	What instructors read and write
Table 8.2	Instructors' reasons for deciding to teach literacy and for happiness with the work
Table 8.3	Learners' rating of their instruments
<i>Chapter 9</i>	
Table 9.1	Problems raised by the instructors
Table 9.2	Learners' general comments on literacy provision
Table 9.3	Instructors' comments and suggestions for improvement

**ACKNOWLEDGEMENTS**

We want to express our gratitude to various persons and institutions who participated in and/or contributed to this study. First of all, the three institutions that gave us the opportunity to be engaged in this work: the Rwanda Ministry of Education, Science, Technology and Scientific Research (MINEDUC) and especially its Non-Formal Education Unit, and the two international agencies that collaborated with MINEDUC in supporting such study: Sida (Swedish International Development Agency) and CfBT (Centre for British Teachers, linked to DFID-UK Department for International Development). Thanks in particular to Narcisse Musabeyezu, Coordinator of the Non-Formal Education Unit, as well as to Augustin Gatera, Head of the Literacy Desk, and his assistant, Esperance Muziganyi. They worked with us and engaged closely in this process, despite their many occupations. Thanks also to Sandra Diesel and Agneta Lind in Sida, and to Mike Harvey and Mike McRoy in CfBT, with whom we interacted on a daily basis.

Our special thanks go also to the Rwandan members of our research team, Genevieve Mukandekezi, Timothy Njoroge and Alexander Lyambabaje. They worked under time pressure, around the clock, and often in very difficult circumstances, serving also as valuable translators to and from Kinyarwanda. Alexander, who joined us as an information analyst once the survey had been applied, did a very professional work in dealing with the complexities of a survey applied in one language (Kinyarwanda) and translated into two other (English and French) by the same survey applicants, thus involving not only linguistic issues but, most especially, sensitive cultural issues.

During our nearly two months in Rwanda, we met and worked with many people from all types of institutions, both governmental and non-governmental, and paid several field visits to adult literacy centres and also to regular schools. MINEDUC personnel at central and sub-central level shared with us the two consultative workshops organized to discuss the study and the survey instruments. Many “partners” attended such workshops, were kind enough to talk with us in separate meetings, to take us to see their activities on the ground, and also to fill in a special questionnaire designed for partner institutions in order to understand better their work and contribute to systematize their experiences. Among them, we would like to thank especially the people from ADEPR (Association des Eglises de Pentecote du Rwanda), CARE International–Rwanda, Club Mamans Sportive, Kigali Institute of Science and Technology (KIST), PPMER (Rural Small and Micro-Enterprise Promotion Project) of the Ministry of Commerce, and the Youth Association Fighting Against Illiteracy and its YAFAI School. Thanks also to the many school teachers, literacy instructors and learners who entered in meaningful dialogue with us and provided us invaluable information and insights into their living and learning circumstances, needs and aspirations.

Finally, we are grateful to MINEDUC Management and especially to Mr. Romain Murenzi, Minister of Education, and to Casimir Rutayitera, Secretary General, who met with us and provided us important stimulus and feedback.

Rosa-María Torres and Anthony Okech

## **Abbreviations and Acronyms**

ALC	Adult Learning Centre
BE	Basic Education
BLN	Basic Learning Needs
CE	Continuing Education
CfBT	Centre for British Teachers
CNLS	Commission Nationale pour la Lutte contre le SIDA (National anti-AIDS Commission)
DFID	UK Department for International Development
EFA	Education For All
EMIS	Education Management Information System
ESP	Education Sector Policy
ESR	Education Sector Review
ESSP	Education Sector Strategic Plan
ETG	Education Thematic Group
ETO	Ecole Technique Officielle (Upper Secondary Technical School)
FAL	Functional Adult Literacy
FBO	Faith Based Organisations
FE	Formal Education
FI	Functional Illiteracy
FL	Functional Literacy
GoR	Government of Rwanda
HDI	Human Development Index
HE	Higher Education focus area/working group
HERC	Higher Education Research Council
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immune Deficiency Syndrome
HLI	Higher Learning Institute
HRD	Human Resource Development
HT	Head Teacher
ICT	Modern Information and Communication Technologies
INSET	In-Service Education of Teachers
JRES	Joint Review of the Education Sector
KHI	Kigali Health Institute
KIE	Kigali Institute of Education
KIST	Kigali Institute of Science and Technology
LC	Learning Community
LLL	Lifelong Learning
M&E	Monitoring and Evaluation
MDG	Millennium Development Goals
MIFOTRA	Ministry of Public Service, Skills Development, Vocational Training and Labour
MINALOC	Ministry of Local Government, Social Affairs and Information
MINECOFIN	Ministry of Finance and Economic Planning
MINEDUC	Ministry of Education, Science, Technology and Scientific Research (MOESTSR)
MLA	Monitoring Learning Achievement
MNS	Minimum National Standards
NCDC	National Curriculum Development Centre
NEC	National Examinations Council
NFE	Non-Formal Education
NGO	Non-Governmental Organisation
NICTPP	National ICT Policy and Plan
NQEF	National Qualifications & Equivalencies Framework
OCS	Organisations of Civil Society
ODEL	Open and Distance Learning
PPPMER	Rural Small and Micro-Enterprise Promotion Project/Ministry of Commerce
PRSP	Poverty Reduction Strategy Paper
PTA	Parent-Teacher Association
REDNET	Rwanda Education Network
REFLECT	Regenerated Freirean Literacy through Empowering Community Techniques
RWF	Rwandan Francs
SCF	Save the Children Fund

## MINEDUC Literacy Study 2005

Sida	Swedish International Development Agency
STR	Science, Technology and Research
SWAp	Sector-Wide Approach
TC	Tronc Commun
ToR	Terms of Reference
UNDP	United Nations Development Programme
UNHCR	United Nations High Commissioner for Refugees
UNLD	United Nations Literacy Decade (2003-2012)
US	Upper Secondary
WB	World Bank
YAE	Youth and Adult Education
YTC	Youth Training Centre

### Some national and international literacy partners

#### ACORD

\* Action Aid, Rwanda

ADAP - Association de Développement Agro Pastoral

\* ADEPR - Association des Eglises de Pentecote du Rwanda

\* ADRA - Adventist Development and Relief Agency, Rwanda

AFAPADES - Association of Adventist Religious Groups

AMUR - Association des Musulmans du Rwanda

\* ARDR - Association Rwandaise pour le Developpement Rural

ASSOFERWA - Association de Femmes Rwandaises

Association TUJIJURANE II

AVSI - Association Volontaires Service International

\* CARE International

\*CAURWA - Communauté des Autochtones Rwandais

\* Club Mamans Sportives

CNLS - Commission Nationale pour la Lutte contre SIDA

COGRURWA - Cooperation pour Organisation des Groupements Ruraux et Urbans de Rwanda

CPAJ - Centre Presbyterienne d'Amour des Jeunes

Duhamic ADRI - Association de Developpment Rurale Intégrée

EER - Eglise Episcopale au Rwanda

\* EPR - Eglise Presbyterienne au Rwanda

\* ERC - Evangelical Restoration Church

Giribambe - Association for Vulnerable Youth

JVR - Jeunesse Volontaire au Rwanda (in Kinyarwanda)

Mwana Nshuti - work with youth and children

\* PPPMER - Projet pour la Promotion des Petites et Micro Entreprises Ruraux

SNEC - Secrétariat National de l'Enseignement Catholique

\* UEBR - Union of Baptist Churches in Rwanda

Ururembo ndiho -

\* YAFAI school (Youth Association Fighting Against Illiteracy)

NOTE: The 12 marked with \* filled in the partners' form (see Annex).

## EXECUTIVE SUMMARY

### 0.1 Background and Purpose of the Study

Rwanda is one of the poorest and least developed countries in the world. The current Government of National Unity (GNU) is committed to ensuring Rwanda's development, and therefore to ensuring the educational development of its population, including the basic right and need of literacy for all. Within its Education for All Action Plan (2003) and as part of its Poverty Reduction Strategy, the Government plans to achieve an 80% literacy rate by the year 2010. Calculations based on the 2002 population census indicated that to raise the current literacy rate of about 55% for the population aged 15 years and above to 80% by 2010 would require an overall number of 2,000,000 youth and adults becoming literate in the next five years, that is, 400,000 per year. To meet this challenge, several conditions have to be in place:

- a) At least 2 million illiterate people desiring and ready to learn
- b) At least 10,000 literacy centres (classes) in place to enrol and graduate an average of 400,000 learners per year at an average of 40 learners per centre/class
- c) At least 10,000 sufficiently trained literacy instructors/teachers/facilitators available and well motivated to effectively accomplish the task
- d) Sufficient facilities, equipment, books and other materials at all the literacy centres/classes
- e) An appropriate curriculum designed and implemented to enable the learners to attain the required level of functional literacy
- f) An appropriate policy and strategies in place to ensure adequate regulation, promotion, coordination, supervision and monitoring of literacy programmes in the country, at the central, provincial, district and community levels
- g) Adequate institutional and financial capacity in place for implementing effective literacy programmes

Early in 2005, the Ministry of Education, Science, Technology and Scientific Research (MINEDUC), which handles youth and adult literacy through its Non-Formal Education Unit, engaged a team consisting of one international, one regional and two national consultants to assist in assessing the state of readiness for the challenge and propose elements for a policy and strategies to achieve the task. The process included this study on literacy needs and programmes for youth and adults in the country. A by-product of this process was the design of a national Policy and Strategy for Functional Literacy for Youth and Adults in Rwanda, developed by the MINEDUC/Non-Formal Education Directorate, which incorporated the results of this study.

### 0.2 Design and Implementation of the Study

The study had four components: (a) review of relevant documentation (see References); (b) meetings and consultation with various stakeholders; (c) field visits to selected sites in various provinces and districts, in urban and rural areas; and (d) a survey of adult literacy needs and desires and ongoing programme experience, which was the main component of the study.

The survey was a cross between an exploratory and descriptive study. It was exploratory in that it was looking at an area that has not been researched before in Rwanda and in which it was useful to clarify ideas for more systematic investigation. The survey was somewhat descriptive because it went beyond this and made an effort to describe the situation of literacy needs, practices and programme provision for youth and adults. The description is however not comprehensive and can be generalised only with caution and within limits, as explained in this report. The study was implemented in 24 districts, 2 in each province of the country, by



interviewing a sample of 120 literacy teachers, 241 literacy learners and 120 potential learners. What follows is a summary of the findings, conclusions and recommendations.

### **0.3 Policy and planning framework**

Various Government of Rwanda policy and planning framework documents put some priority on literacy for poverty reduction and development. Part of the *Vision 2020* objective is a literate Rwanda, offering quality and relevant basic education to its entire people. It is stated that in order to achieve this objective, the country will have to undertake a large-scale literacy programme in favour of adults at the same time that it strives to achieve universal primary education in collaboration with parents and their associations (Paragraphs 102, 103, 268).

It has been noted that adult education needs to be integrated with socio-economic activities, and literacy rates increased at least to 80% by 2010, for which the following actions had been proposed (Poverty Reduction Strategic Paper, 2002):

- Better coordination with other literacy partners in the country.
- Increased funding especially for pedagogical materials.
- Primary school teachers to be trained for adult education, starting in 2003.

Rwanda's Education for All Plan (2003) adopted the six Education for All (EFA) goals set in Dakar in 2000 and added one on HIV/AIDS. Under Objective 4: Improvement of levels of adult literacy, especially for women, and equitable access to basic and continuing education for adults, the Plan noted some constraints and proposed a set of 13 strategies to deal with the constraints and promote adult literacy as discussed in Chapter 2 of this report.

The Education Sector Strategic Plan (2004-2008) reaffirmed Rwanda's commitment to the Millennium Development Goals for Education and to the Education for All goals. Reducing the number of illiterates by half and ensuring learning opportunities for youth and adults will thus be enhanced until 2015. Adult literacy was rightly placed within Basic Education.

### **0.4 Literacy needs and practices**

Statistics for Rwanda's literacy environment, e.g. newspaper circulation, book production, library and computer usage, etc., are not available. Observation however shows that the literacy environment is poor. Indications from the survey also show that there is nothing or very little to read at home, in schools, at the community. However, the people see not being able to read and write as a problem and they have concrete reasons to support this position. The learners give concrete ways in which they benefit from being able to read and write. The needs range from daily life to social, religious and economic activities.

### **0.5 Learning desires and programme preferences**

The survey showed a strong desire to learn to read and write among the illiterate. The high enrolment in on-going literacy activities confirms that people will take advantage of the opportunity if made available. The main problem lies thus not on the side of the educational *demand*, but rather on the side of the educational *supply*. And this supply includes not only the availability of literacy classes, but also the sustained quantitative expansion and qualitative improvement of the school system and of primary education in particular.

People prefer to learn few days a week, 2-3 hours per day. They do not have special preferences about their teachers, provided that the person is qualified and able to help them learn.

The survey confirmed the intimate linkage between illiteracy and poverty. Both current and potential learners are very poor people, the majority of whom cannot even afford to use a hurricane lamp for lighting at night. Only about 40% of them have a radio at home. Accommodating the learners' real situations, needs and possibilities, at all levels and in all dimensions, making sure that the decision they take to join in and the effort they do to learn is compensated with relevant and joyful learning, is essential to minimize dropout and frustration, and maximize learners' satisfaction and desire to continue learning.

#### **0.6 Current adult literacy centres/classes**

Statistics collected during this study showed there are at present over 6,000 literacy centres reaching over 300,000 youth and adult learners in the country. 4,000 more centres would be required, an average of about 40 per district, to reach the desired target by 2010. Appropriate coordination with the various partners should enable the government to do this. However, the centres are currently not evenly distributed in all the districts. A compensatory policy and plan will therefore be necessary, so as to open more centres in the districts that are underserved.

There are currently more centres run by civil society and religious organisations than by government. It should, however, be kept in mind that some NGOs provide service on a project basis and there is no guarantee that they will persevere until the targeted literacy rates are achieved. Continued reliance on NGO provision rather than government provision may therefore be risky. The challenge is therefore for the government to take measures to reverse this situation. The right to education remains essentially a State/government responsibility.

#### **0.7 Instructors for youth and adult literacy classes**

Literacy instructors are also very poor. They are mainly young people below 40 years of age. Most of them have only primary school education or a few years of post primary training. They manifest a strong spirit of voluntarism, patriotism and social considerations driving thousands of them to give their time and energy to enable others to become literate. About 50% of them have taught for over 3 years mainly without any form of remuneration. However, the fact that 77.5% of them mentioned lack of reward as the personal problem they encounter while teaching shows that in spite of the volunteer spirit, they need some incentive.

The inadequate training or no training received by the instructors is an urgent problem to be addressed. As revealed by abundant research, the quality of face-to-face education depends largely on the quality of the educators. In this case, the instructor is the core of the literacy class, more so when reading and writing materials are scarce or non-existent. Without well motivated and trained instructors, getting good quality results is difficult. However, it is encouraging to know that the majority of instructors do some reading and writing on their own, thus showing their own interest to learn and setting a good example for the learners.

Many of the instructors' socio-economic characteristics are similar to those of their learners. One significant difference is in radio ownership, where the percentage is much higher among the instructors, and so is the percentage of frequent radio listening. This too is a good sign and a good example to their learners.

#### **0.8 Facilities, books and other materials at the literacy centres/classes**

The survey shows a serious lack of facilities at the literacy centres. Classes are held in all sorts of places, including 13% under trees. Where something to sit on is available, it is usually inadequate or insufficient for the number of learners. In general, the literacy centres are very poorly equipped, and they are also poorly supplied with instructional and reading materials,

thus making teaching and learning very difficult tasks, and very difficult for the learners to retain and use the newly acquired skills. The situation is worsened given the fact that there are none or very few reading materials in the learners' own homes and surroundings.

### **0.9 Curriculum and methodology**

There is an overwhelming desire by the people to learn to read and write or to improve on their reading and writing. Reading and writing is offered by all adult literacy programmes. There, however, seems to be some discrepancy between the topics taught and what the learners want to learn. Although agriculture is their main occupation, they do not feel any urge to read about it. Nor do they feel any urgent need to read about health. However, those who participate, come to appreciate what is offered. They feel they are benefiting from it and learning well and say that it helps them in their daily life and in a number of other ways.

There is no common curriculum or syllabus, except the guidance given by the materials prepared by the government, also used by many partner organizations. Various programmes offer some form of certificate at the end of the prescribed period of learning, with or without some form of a proficiency test. Since learners report that they are happy with tests, there is room for use of proficiency tests if some form of standardised measurement is required.

Literacy instruction uses predominantly alphabetic and syllabic approaches, even when the materials are designed for the sentence and whole word approach. Learners are made to recite the syllables mechanically in a sing-song manner, unlike descriptions of what takes place with REFLECT-based classes and other active methodologies. The pedagogy of literacy needs a major revision not only in literacy centres but also in the school system, which remains the matrix of pedagogical ideologies and practices.

### **0.10 Regulation, coordination, supervision and monitoring**

Youth and adult literacy education is provided in a liberal environment where the different organisations are free to offer what they think best in a way they think most appropriate. There are no regulations or guidelines. This has the advantage of encouraging organisations to include literacy education in a manner that suits their different mandates and objectives; the disadvantage is the lack of common premises and standards, no quality control and no guarantee that what is offered is good for the learners and for the country. The lack of coordination and networking among the different agencies involved in literacy is a loss in terms of efficiency and mutual enrichment of the efforts. Enhanced coordination and networking would maximise resources and results. Lack of supervision and monitoring is a constraint for quality and even effectiveness, as highlighted by many instructors and learners.

### **0.11 Available institutional capacity and resources**

The institutional capacity in government for youth and adult literacy is extremely weak. This is a result of several factors, including the very thin staffing for non-formal education, and specifically for youth and adult literacy at MINEDUC headquarters, the fact that adult literacy is new in the Ministry, and the ongoing civil service reform at all levels. The government is not benefiting from the capacities, resources and experience that are available among the various partners due to lack of coordination and synergy of efforts. However, the others do not seem to have much specific capacity for literacy education either, and they rather look up to the government for guidance and resources, but neither is available.

Resources going into youth and adult literacy are insufficient. The overall calculation that is presented in Chapter 6, using comparisons from Uganda, indicates that the current

government budget for literacy education in Rwanda would only be able to meet about 60% of what is required to bring the literacy rate to 80% by 2010. At least an 80% budget increase is needed, assuming that partners will continue at least at the same level of intervention.

### **0.12 Recommendations for the way forward**

The National Policy and Strategy for Functional Literacy for Youth and Adults in Rwanda, developed by the MINEDUC/Non-Formal Education Directorate in the framework of this study (2005), highlights the following guidelines for policy formulation and implementation:

- Literacy is a right and a need for personal, family, community and national development.
  - Literacy must respect and be linked to national culture(s) and history.
  - Literacy must not be viewed in isolation, but in the framework of basic education and of Education for All (EFA).
  - It is essential to encourage an inclusive, non-discriminatory and positive approach to literacy and to the illiterates.
  - The only way to deal effectively with illiteracy is to embrace a two-pronged approach to literacy: with children in schools (preventive strategy), and with youth and adults out of school (remedial strategy).
  - Policy development and implementation, information, training, sensitisation and social mobilisation, monitoring, evaluation and research, must be ongoing activities.
  - Literacy and broader educational interventions must go together with sound economic, social and cultural policies and reforms.
  - South-South cooperation must be enhanced.
- a) *The policy and strategies being developed for youth and adult functional literacy must be fully integrated within the overall education policy, and articulated with school literacy and education. The policy must lead to, and be accompanied by, the adoption of regulations and mechanisms for the promotion, coordination, supervision, monitoring and evaluation of literacy programmes at the central, provincial, district and cell levels.*
- b) *A inclusive and non-discriminatory approach to age is strongly recommended, not limiting the age of learners to the so-called “younger adults” (15-24), but enabling access to all those interested in learning below and beyond those ages. The 12-15 age group is critical and a special programme should be devised for this age group. Special programmes may be also devised for the elderly.*
- c) *Adopting a cross-sectoral and holistic approach to youth and adult education, literacy and basic education, literacy and life skills, basic education and vocation training, etc, results in wider, more diversified and appropriate programmes to meet and expand the diverse need of the youth and adult population. This implies coordination across Ministries and with civil society organizations. This also results in dealing together with Education for All Goals 3 and 4 for the year 2015 (“ensuring the learning needs of young people and adults through equitable access to appropriate learning and lifeskills programmes” and “achieving a 50% improvement of adult literacy, and equitable access to basic and continuing education for all adults”).*
- d) *An area-based approach is recommended for literacy and for educational interventions in general in order to ensure synergy of efforts, best use of resources, and a sense of ownership, collaboration, achievement and pride. Education and learning activities are*

organised as a territorial intervention - whether cell, sector or district – engaging the whole population in the area. The target is that every cell or sector becomes a “learning community”: all children attending school and all adults learning, while peer and inter-generational learning are encouraged (children teaching parents and grandparents, children teaching other children, etc.). *Itinerant services* may be considered within this area-based approach (e.g. rather than having people come to the library or the telecentre, bring them to the people through itinerant services offered regularly to various neighbouring communities).

e) *In order to improve **on-going literacy provision** the following recommendations are made regarding instructors, venues, curricula, materials and methodology:*

- Continued use of community members with an adequate educational base, at least professional/vocational post primary or complete secondary education, with adequate specific face-to-face training of at least 4 weeks, not necessarily continuous, supplemented by distance learning and leading to some recognised certificate.
- The option of using school teachers must be considered with much caution because of the very heavy load they are already burdened with by the current school conditions. The same caution applies to use of school facilities.
- The option of students, especially upper high school students and those waiting a whole year to join tertiary/university education, should be very seriously considered.
- Whoever is engaged should be given some incentive of a type acceptable to the instructors and affordable to the country.
- Every effort should be made within one year to ensure that there are 10,000 centres well equipped with adequate facilities and equipment.
- Instructional materials (primers and teachers’ guides) must be made available in sufficient quantities to all centres as soon as possible. Instructors and learners rate highly the materials they are currently using. The first step should therefore be to reproduce these, while efforts are made to improve upon them and to discourage undesirable methodology.
- Reading materials, and especially newspapers, should be made more available to the classes and in the community. The proposal in the ESSP for the creation of community libraries, as a complement to the literacy efforts, should be implemented.
- Consultations among all stakeholders, including learners and the community, should be started immediately to come up with a harmonised core curriculum for youth and adult functional literacy education leading to a national standardised assessment (not necessarily in the form of conventional tests) and certification.
- More global and practice-oriented literacy methods must be emphasised over the alphabetic and syllabic drill approach that predominates at present both in and out of schools.

f) *There is urgent need for capacity building among education staff at all levels to be able to handle youth and adult literacy education in a professional manner. External facilitation may be required for this in the initial stages.*

g) *Budgetary allocations for youth and adult literacy education must be at least doubled in order to meet the target of 80% literacy rate by 2010, while partners must be encouraged to sustain their provision at an equal level with the government as they are doing at present. Government of Rwanda is strongly encouraged to make youth and adult literacy education the kind of priority for which the government is willing to seek alternative budget allocation priorities and additional external support.*

- h) *For the way forward, the following three follow-up activities are recommended*, in view of the fact that the process of which this study was a component has produced an information database, a policy and strategies for youth and adult functional literacy, and that it is now necessary to take it further by: delineating detailed and specific plans and regulations for the various agents, zones, levels and programme components; devoting sustained efforts to building capacities for implementation at all levels; and developing a suitable curriculum with appropriate materials.
- i) An initiation or launching task force to draw up a detailed five-year implementation plan, with diversified strategies and practical steps, based on knowledge on the situation on the ground in all parts of the country.
- ii) A training task force to undertake an assessment of the learning needs of managers and other implementers, both governmental and non-governmental, at the different levels; develop training packages; envisage diverse modalities for the training at the different levels; and do the training. A wide national dissemination of this report (translated into Kinyarwanda) to all actors engaged in literacy at all levels, can multiply its social impact and serve as an important learning and training tool.
- iii) A curriculum development task force to facilitate a process through which the government and all partners will work to develop a core curriculum for functional literacy leading to the acquisition of defined competencies and recognised certification acceptable to the youth and adults, and ensuring international comparability.

## CHAPTER 1: INTRODUCTION

### 1.1 Study Background

Education has been defined as a priority in Rwanda and as a key component of the Government of Rwanda's approach to poverty reduction. The Government has embarked on an ambitious programme of educational development in the context of a National Poverty Reduction Strategy. Since the early 2000s the Ministry of Education, Science, Technology and Scientific Research (MINEDUC) has gone through a process of policy development and strategic planning. Policies and plans developed include an Education Sector Policy (2002), a 2004-2008 Education Sector Strategic Plan (ESSP) and an Education for All (EFA) Plan of Action (2003). All these have set ambitious goals for various aspects of education. Achieving those goals presents many challenges to the Government and to the Rwandan society.

One of the education goals adopted in the Education Policy document released in 2002 is achieving 80% literacy rate in the country by 2010. It was estimated that, to achieve this goal, it would be necessary to ensure literacy training to approximately 500,000 people every year until 2010. Within this framework, the Government initiated a process to develop a policy and strategies for promoting *functional literacy* among youths and adults in Rwanda. To come up with an appropriate and knowledge-based policy it was considered important to undertake a study of the literacy situation, needs and desires and current provision in Rwanda. This led MINEDUC's Non-Formal Education Directorate to undertake this study, with the support of Sida (Swedish International Development Agency) and CfBT (Centre for British Teachers).

The Government of Rwanda understands the key role of education in bringing socio-economic development and national peace and reconciliation to the country. It is committed to providing universal literacy and universal basic education to its population. In the

framework of Education for All goals (2000-2015), the Government wants to undertake a massive effort to reach the goal of 80% adult literacy rate by 2010, while ensuring *functional literacy* to the learners enrolled (Education for All Plan of Action, 2003; Education Sector Strategic Plan 2005-2010).

Literacy estimations in and for Rwanda vary considerably depending on the sources, from 52.4% according to the 2000 national Household Living Conditions Survey to an estimated 64% according to UNESCO-BREDA/Pôle de Dakar (2005). In general, national plans and policies have been taking the survey as a baseline, and calculating a current adult literacy rate of about 55%. According to the 2002 population census, the Rwandan population aged 15 years and above are roughly 4.5 million. This would give a current figure of about 2,475,000 literate people aged 15 years and above. To raise the literacy rate to 80% would mean in the first place raising that figure to 3,600,000. That requires enabling 1,125,000 people to become literate. Considering that an average 5% of those below 15 years of age will continue entering the adult age group as illiterates every year (175,000), giving an additional 875,000 over the five years, then the overall number of youth and adults to be made literate over the next five years is 2,000,000 or 400,000 per year.

To meet this enormous challenge, several conditions have to be in place:

- a) At least 2 million illiterate people desiring and ready to learn, and with minimum living conditions to be able to attend classes, learn, and use what they learn to improve their lives.
- b) At least 10,000 literacy centres (classes) in place to enrol, teach and graduate an average of 400,000 learners per year at an average of 40 learners per centre/class.
- c) At least 10,000 sufficiently trained literacy instructors/teachers/facilitators available and well motivated to effectively accomplish the task.
- d) Sufficient facilities, equipment, books and other materials in place at all the literacy centres/classes, so as to anticipate and ensure the use and continuity of learning beyond the literacy programme.
- e) An appropriate curriculum designed and implemented to enable the learners to attain the required level of functional literacy.
- f) An appropriate policy and strategies in place to ensure adequate regulation, promotion, coordination, supervision and monitoring of literacy programmes in the country, at the central, provincial, district and community levels.
- g) Adequate institutional and financial capacity in place for implementing effective literacy and post-literacy programmes.

In early 2005, the Ministry of Education, Science, Technology and Scientific Research (MINEDUC), which now handles youth and adult literacy through its Non-Formal Education (NFE) Unit, engaged a team consisting of one international, one regional and two national consultants to assist in assessing the state of readiness for the challenge and propose elements for a policy and strategies to achieve the task. This process included:

- A study on youth and adult literacy in Rwanda undertaken in 24 districts, 2 in each province of the country, by interviewing a sample of 120 literacy teachers, 240 literacy learners and 120 potential literacy learners, some of whose main findings are presented in this report;
- Field visits to literacy centres (both MINEDUC and non-MINEDUC), primary schools, MINEDUC literacy partners, and provincial and district offices;

- Two consultative workshops: a) a first workshop (Kigali, 2-3 March 2005) to prepare for the survey, with the participation of education officers from all provinces and selected districts and partners in literacy work; and (b) a second workshop (Kigali, 19 April 2005) to consider the preliminary findings and proposals for a policy and strategies;
- Meetings with MINEDUC staff, including the MINEDUC Management Team and the Minister of Education, who is a strong advocate for the literacy programme;
- Identification and documentation of experiences of selected MINEDUC literacy partners;
- Compiling adult literacy education statistics from the provinces;
- Consulting publications and other sources relevant to the topic of this study.

The findings, conclusions and recommendations in this report are drawn from all those sources.

## **1.2 Objectives**

The main objective of the study was to help MINEDUC to develop a policy and strategy for achieving Literacy for All (children, youth and adults). A “Policy and Strategy Paper for Functional Literacy for Youth and Adults in Rwanda” was in fact developed, and presented by Narcisse Musabeyezu, Coordinator of the Non-Formal Education Directorate, at the 2005 Joint Review of the Education Sector (Kigali, 25-29 April, 2005).

The specific objectives of the study were to:

- 1.2.1 Identify motivations and needs for literacy among learners and potential learners;
- 1.2.2 Map and assess on-going activities and existing resources;
- 1.2.3 Identify the characteristics of the learners and instructors in on-going youth and adult literacy activities;
- 1.2.4 Assess the capacity of the relevant agencies to implement the proposed literacy component, and identify capacity gaps;
- 1.2.5 Identify actions needed to improve on-going literacy programmes for youth and adults;
- 1.2.6 Make recommendations on the way forward, related to:
  - Policy and strategy development
  - Costed options for achieving the government target for literacy by 2010
  - Immediate actions to improve on-going activities
  - Design and follow up of Adult Literacy activities
  - Terms of Reference and proposals for technical support and potential institutions for contracting in the development and implementation of Literacy activities

## **1.3 Study Design and Implementation**

### **1.3.1 Study design**

The study included four components:

- a) Review of relevant documentation (see References at the end).
- b) Meetings and consultation with various stakeholders.<sup>1</sup>

---

<sup>1</sup> Besides MINEDUC staff at the various levels, consultations included several “literacy partners”, both governmental and non-governmental, academic institutions, faith-based organizations and NGOs, as well as some international organizations engaged with literacy and adult education in Rwanda. Among others, we held meetings and/or visited literacy centers run by ADEPR (Association des Eglises de Pentecote du Rwanda), Club Mamans Sportives, CARE International, PPPMER (Projet pour la Promotion des Petites et Micro Entreprises Rurales), and YAFAI School (Youth Association Fighting Against Illiteracy).



- c) Field visits to selected sites (literacy centres, primary schools, provincial and district offices, and literacy partners in various provinces and districts, in urban and rural areas).
- d) Survey of adult literacy needs and desires and ongoing programme experience.

The main component of the study was the survey, which is described below. The survey was a cross between an exploratory and descriptive study. It was exploratory in that it was looking at an area that has not been researched before in Rwanda and in which it was useful to clarify ideas for more systematic investigation. The survey was somewhat descriptive because it went beyond this, making an effort to describe literacy needs, practices and programme provision for youth and adults. The description is not comprehensive and can be generalised only with caution and within limits. This is mainly because the sampling was not statistically designed, for reasons that will be explained below. On the other hand, a large amount of quantitative data was collected and statistically analysed using simple descriptive statistics.

Three main categories of population were used for the survey:

- a) The mainly non-literate youth and adults. The study sought to understand their characteristics, literacy needs and desires and learning needs and preferences.
- b) The literacy learners, those currently participating in the literacy programmes offered by government and other agencies and organisations. The study sought to understand their characteristics, their experience in the literacy programmes and their views about them. Current learners were treated as the main population because they could provide information on both the needs and desires and also on the provision.
- c) The literacy instructors for youth and adults, to understand the level of their preparedness and motivation for the task and their experience in the literacy programmes.

The sampling was stratified so that there was the same sample size from each of the 12 provinces. In each province, two districts were sampled, making a total of 24 districts for the whole country. The research team proposed one district per province but this was changed to two per province at the preparatory workshop. The sampling of the districts was done by provincial and district officials who participated at the workshop. Officials from the same province proposed the districts sampled; these were considered and in most cases accepted as proposed. Only a few changes were made so as not to give a disproportionate weight to urban areas (which was the tendency among participants), considering that Rwanda is a predominantly rural country, with about 90% of its population engaged on farming. Table 1.2 details the sampled districts. Table 11. shows the sample size and its distribution.

**Table 1.1: Survey Sample Size**

<b>Population category</b>	<b>Sample per District</b>	<b>Sample per Province</b>	<b>Total sample</b>
Potential learners	5	10	120
Learners	10	20	240
Literacy instructors	5	10	120
<b>Total</b>	<b>20</b>	<b>40</b>	<b>480</b>

A structured interview schedule was used with all the three categories of population. The interview schedule was drafted in English by the research team, translated into Kinyarwanda (the national language) by the national consultants who were part of the team and then discussed at the preparatory workshop. Modifications were made to the interview schedules at the workshop. Final versions of the instruments were then prepared in Kinyarwanda by the national consultants.

In addition to these three categories of population, the study also collected some statistical data on ongoing literacy provision from all 12 provinces as well as from other governmental and non-governmental organisations currently engaged with youth and adult literacy provision in the country, and referred to as “Literacy Partners” (see Appendix)

### 1.3.2 Implementation of the study

#### *Participatory approach*

As already stated, an effort was made in both workshops and throughout the study to make it as participatory as possible. Provincial and district officials and some invited partners were invited to comment and suggest modifications to the sampling and the survey instruments. They were then given the chance to select the two districts for the survey in their respective provinces and to sample the respondents using guidelines that had been prepared by the research team and translated into Kinyarwanda. An extract of the guidelines is given in Box 1.1. (It should be noted that point number 2 was modified in the workshop as already mentioned, resulting in the selection of two districts per province instead of one).

#### **Box 1.1: Survey Guidelines**

##### **1. WHEN will the survey take place?**

Between Friday March 4 to Friday March 18, 2005

##### **2. WHAT and TO WHOM?**

We have prepared three interview instruments to be applied to:

- a) 10 literacy instructors
- b) 20 current literacy learners
- c) 10 potential literacy learners

TOTAL: 40 interviews in each district.

##### **Selection of persons to be interviewed**

Please make sure to include in the sample a variety of:

- type of literacy centres: people attending both MINEDUC and non-MINEDUC literacy centres (other ministries, NGOs, churches, etc).
- gender: men and women
- age: all ages, from children and adolescents to old people attending the centres
- zone: rural and urban (urban in Kigali and Butare provinces)

##### **Languages**

- The survey instruments have been prepared in Kinyarwanda.
- The interview should be conducted in Kinyarwanda, with people responding in this language.
- Whenever possible, answers should be written in French or English by the interviewer.

NOTE: Please make sure that translation from Kinyarwanda into French or English respects the exact meaning of the person interviewed.

##### **3. WHERE will be the survey applied?**

The survey is to be applied in selected districts in all 12 provinces.

One district will be selected in each province.

##### **4. WHO APPLIES the survey instruments?**

MINEDUC District personnel, hopefully assisted by volunteers from local partner institutions

##### **5. WHO SUPERVISES it?**

- MINEDUC staff from the Non-Formal Education Unit
- Two national researchers assisting MINEDUC: Geneviève Mukandekezi and Timothy Njoroge.

**MINEDUC Literacy Study 2005**

**Data collection**

The data collection took place over a two-week period between 7 and 18 March 2005. It was carried out by District Inspectors of Education supervised at the provincial level by the Provincial Education Officer. At the central level a team of four people consisting of the two officials in charge of functional literacy at MINEDUC and the two national consultants supervised and coordinated the exercise. By the end of the two weeks the total number of filled in data pieces had been brought back to Kigali by the central supervisory team. There was practically 100% conformity to the planned sample, as can be seen in Table 1.2. Only four discrepancies were noted after processing the data, when it was also discovered that two of the returned interview schedules had only the front pages filled.

**Table 1.2: Data Collected**

			Q No. 1	Q No. 2	Q No. 3	
	Province	District	Potential learners	Learners	Instructors	Remarks
1.	Butare	Butare Ville	5	10	5	
		Maraba	6	10	5	
2.	Byumba	Bungwe	5	10	5	
		Rushaki	5	10	5	
3.	Cyangugu	Gashonga	5	10	5	
		Impala	5	10	5	
4.	Gikongoro	Gikongoro Ville	5	10	5	
		Nyaruguru	5	10	5	
5.	Gisenyi	Kanama	5	10	5	
		Nyamyumba	5	10	5	
6.	Gitarama	Gitarama	5	10	5	
		Ntenyo	5	10	5	
7.	Kibungo	Muhazi	5	9	5	
		Rusumo	5	10	5	
8.	Kibuye	Budaha	5	10	5	
		Rutsiro	5	10	5	
9.	Kigali Ngali	Kabuga	5	10	5	
		Nyamata	4	11	5	Only top page of 2 Nyamata learners' questionnaires filled
10.	Kigali Ville	Gikondo	5	10	5	
		Kacyiru	5	11	5	
11.	Ruhengeri	Mutobo	5	10	5	
		Nyamugali	5	10	5	
12.	Umutara	Bugaragara	5	10	5	
		Kahi	5	10	5	
		<b>TOTAL</b>	<b>120</b>	<b>241</b>	<b>120</b>	

The excellent return rate from the survey was achieved in spite of a number of constraints that the central supervisors noted in their report, specifically:

- a) The Provincial Directors of Education had so much demand on their time that they were not able to supervise and monitor adequately the data collection in the districts.
- b) The survey took place at a time when a civil service reform was taking place and some of the officers who took part were preparing for retrenchment. This limited their effectiveness in the work.

- c) Some of the participants had not paid adequate attention at the preparatory workshop, and as a result had not understood the preparations adequately. This affected the quality of their work in the field.
- d) There were many difficulties with transportation and access to government vehicles. This made it difficult for the provincial supervisors to travel to the districts especially to accompany the national supervisors.

It became evident that, whenever possible, surveys should be carried out by researchers exclusively dedicated to the task, rather than people doing it while still on their normal duties.

### 1.3.3 Quality of data collected

After editing, processing and analysing the data, it was possible to conclude with confidence that the quality of the data was good and would provide valid and reliable information, useful for policy and programme design. This was in spite of a number of constraints, some of which have been mentioned above. Other limitations that need to be noted are:

- a) Weaknesses in the formulation of some questions and the selection of possible responses for closed ended questions.
- b) Inappropriate formatting of some parts of the questionnaires that led to poor recording of responses in the field.
- c) The language used in recording the responses explain the various language problems.

These and other limitations related to several aspects, such as:

Language complexities and time-related constraints, both linked in turn to the participatory approach adopted, are at the heart of many of the problems encountered. During the two-day consultative workshop (as in most meetings and events in Rwanda), three languages were used – Kinyarwanda, English and French- thus making communication difficult and consuming much translation time. The discussion of the survey instruments was mostly conducted in Kinyarwanda and without translation, and thus the lead researchers were unable to have a clear idea of some of the decisions and changes adopted. Because participants had to leave Kigali right after the workshop, and because the distribution of materials to the entire country was considered not to be an easy task, it was decided to distribute the instruments right after the workshop, without having enough time to double check all the changes introduced during the workshop and the corresponding changes in the translation. There was no time either to do a pre-test, which would have taken at least one additional month of work.

Some specific limitations encountered include:

- The data analyst advised in his report that “The results should not be extrapolated as estimates for the whole country due to the fact that towns and districts which are direct neighbours of the towns represent more than 75% of the sample”.
- Some of the questions ended up being formulated and/or translated in an ambiguous way and could not, as a result, reliably obtain the information required. Fortunately, such questions were very few.
- In a very few other cases the responses selected to make the questions closed-ended were not appropriate and made it very difficult to use the data.

The limitations mentioned affected the recording of the data in two ways:

1. It would seem from reading the recorded qualitative data that some of the interviewers had difficulty translating the responses on the spot from Kinyarwanda in which they were given to French in which most of them were recorded.
2. The inadequate formatting did not leave adequate room for recording some open-ended questions, leading to loss of data through abbreviated recording.

Because of these identified weaknesses, the data were subjected to very careful scrutiny, editing, cleaning and other forms of validation to check their quality. **The conclusion was that the quality had only been slightly affected and the data could be used confidently, but carefully.**

#### 1.4 Clarifying some basic Concepts

Given the usual terminological confusion that characterizes the education field, the need to clarify some key terms and concepts was considered essential to ensure communication and understanding. The brief commented *glossary* included below discusses these concepts in the Rwandan context.

##### ***Youth and Adults***

*Adult* is an all embracing category that includes youth, adults and the elderly. The limits between *childhood*, *adolescence*, *youth* and *adulthood* are not clear and are practically defined in each specific culture and context (in many countries, cultures and programmes, 12-year olds are considered *adults*). The Convention on the Rights of the Child calls “child” someone from 0 to 18 years of age. Many people consider “youth” from ages 15 to 24.

For illiteracy/literacy conventional statistics, adults start at 15 years of age. In that sense, it would be more appropriate to speak of “youth and adult education”, “youth and adult literacy”, etc, in order to stress (a) the importance of such linkage between youth and adults, and (b) the specificity of youth *vis a vis* adults when programming and conducting education activities.

It seems important that the age for inclusion in youth and adult literacy provision in Rwanda should leave room for younger people down to 12 years of age, because of the number of people in that age bracket who would need it. In fact, our field visits to “adult” literacy centres confirmed that, as is usually the case in developing countries, adolescents and even children participate and learn in such centres, often together with their parents and grandparents.

##### ***Literacy and numeracy***

Literacy refers to the meaningful *acquisition*, *development* and *use* of the written language (reading and writing). Literacy education is an ageless concept and practice, it applies to children, youth and adults, in and out of school. *Numeracy* is to be differentiated from literacy, although they are both important and are usually integrated.

In fact, in Rwanda’s national language, Kinyarwanda, the word *literacy* is translated as “reading and writing”, and there is a separate word for *numeracy*.<sup>2</sup>

The *literacy* rate is calculated variously in Rwanda: sometimes from the age of 6 years (as done at the last population census 2002), often from the age of 15 years (usually by

---

<sup>2</sup> In Kinyarwanda, the two words for reading and writing are used together as *Gusoma no Kwandika* to mean literacy. The word for numeracy is *Kubara*.

UNESCO), and sometimes from the age of 10. This study used the statistics available and recalculated them in some cases to try and harmonise them for the age of 15 years and above.

### ***Functional Literacy (FL)***

We understand here Functional Literacy as the meaningful *acquisition, development and use* of reading and writing (also for *numeracy* purposes) in everyday life, as a tool for self-expression, information, communication, lifelong learning, work and civic participation, and as a means to improve one's life and to contribute to family, community and national transformation and development.

The specific topics and skills to be included within a FL programme may vary in each context and depending on the specific needs and interests of the target groups.

Functional Literacy remains the main mission of the school system, and must be provided as a second chance opportunity to youth and adults who could not go to school when they were children, who attended a low quality school that did not ensure learning or who were forced to drop out at an early stage.

FL enables the acquisition of knowledge, information, skills, values and attitudes necessary for personal, family, community and national awareness and development, including learning how to: 1. survive, 2. develop one's full capacities, 3. live and work in dignity, 4. participate fully in development, 5. improve the quality of life, 6. make informed decisions, 7. develop critical and autonomous thinking, and 8. continue learning.

The concept of FL in Rwanda, and in many other African countries, has come to be associated with literacy linked to some sort of vocational training and/or income-generating activities. Sometimes, the emphasis is placed on the literacy *plus* rather than on literacy as such.

### ***Formal, non-formal and informal education***

#### ***Formal Education (FE)***

- It is the education provided within the conventional school system organized in levels from pre-school to tertiary education.
- There is formal education not only for children and youth but also for adults. In many countries there is an entire adult education system from primary to tertiary education.

#### ***Non-Formal Education (NFE)***

- NFE refers to structured education taking place outside the formal school system, usually more flexible and adapted to the specific needs of the groups it serves and to each specific context where it operates.
- It may also provide certificates and be officially recognized.
- It does not apply only to adults but also to children and youth.
- It does not only apply to the poor but it is today viewed as a necessary complement to formal education and to lifelong learning for all people.
- It does not apply only to out-of-school education but also to formal schooling, to mean non-traditional, flexible forms of schooling (NFE schools is a very common term in many countries in Asia and in Africa).

#### ***Informal Education (IE)***

- IE refers to all education that is done in a non-systematic way and that takes place in daily life: at home, in the community, at work, talking to friends, reading the newspaper or books, watching television, listening to the radio, using the computer and navigating in the Internet, etc.
- Most of what is learned in the life of a person belongs to this realm.
- The most essential knowledge and skills are learnt outside the school system and without any teaching situation (e.g. learning to speak, the most difficult knowledge of all).

### ***Lifelong Learning (LLL)***

- LLL is considered today a need and a right for all, a key organizing principle for education and training systems, and for the building of the “knowledge society” and the “learning society” of the 21<sup>st</sup> century.

LLL acknowledges essentially two inter-related facts:

- that learning is *lifelong* (not confined to a particular period in life) and
- that learning is *lifewide* (not confined to school and to schooling).

### ***Learning Community (LC)***

- A LC is an organized urban or rural human *community* (a neighborhood, a district, a cell) that decides to draw and implement its own collective learning strategy to meet the basic learning needs of all its members - children, young people and adults – both in and out of school, taking advantage of all resources available, in order to ensure personal, family and community development.
- The LC is the basic cell in the building of a Learning Society.

## **CHAPTER 2: THE CONTEXT OF LITERACY IN RWANDA**

### **2.1 International context**

*Illiteracy* remains a major social challenge worldwide: at the turn of the millennium it was estimated that there were over 900 million illiterate youth and adults, and 104 million out-of-school children (UNESCO 2003). Moreover, the problem of *functional illiteracy* - that is, people who went to school or attended a literacy programme but are not able to read and write properly, with understanding and with autonomy – appears a major concern not only in developing countries but also in developed ones, a phenomenon that is related to the low quality of the education provided in and out of school, and to the lack of conducive environments and opportunities to use and develop reading and writing in everyday life.

*Literacy* is at the heart of basic education and remains an essential learning need for all - children, youth and adults. A literate population is a condition for effectively building and taking advantage of the Information, the Knowledge and the Learning Society announced as the society of the 21st century. The expansion of modern Information and Communication Technologies (ICT) enhances, rather than diminishes, the importance of a literate population capable of making meaningful use of the tremendous information, communication and knowledge possibilities of today’s world.

Universal literacy has been an old aspiration and a goal set by and for developing countries for at least half a century. However, that goal has not been accomplished and has been successively postponed, while new generations of unschooled or poorly schooled children and youth continue to nurture the illiterate population.

As the world, societies and life become more complex, literacy needs have also become more complex. Evaluation and research studies show that today access to school, and even a few years of schooling, do not ensure *functional literacy*, that is, effective literacy. Within the framework of the International Adult Literacy Survey (IALS), literacy in and for the Knowledge Society has been defined as “*the ability to understand and employ printed*

*information in daily activities, at home, at work and in the community – to achieve one's goals, and to develop one's knowledge and potential" (OECD/ Statistics Canada. 1997).<sup>3</sup>*

▪ **Education for All (EFA) goals: 1990-2000-2015**

The traditional and ambitious goal of “eradicating illiteracy” has been changed into “reducing illiteracy” in the past few years. Reducing the illiterate rate by half by the year 2000 was one of the six basic education goals adopted at the World Conference on Education for All in Jomtien, Thailand, in 1990. However, ten years later, the global EFA decade assessment showed little progress in relation to this goal, which was sidelined while priority was given to schooling and primary education. The thematic study on literacy, commissioned by UNESCO as part of the EFA 2000 Assessment, concluded that (Wagner 2001):

- illiteracy rates declined over the last two decades, mainly due to increases in primary school enrolment, but the number of illiterate persons remained constant, due to population growth;
- the geographical distribution of adult illiterates remained relatively unchanged over the last two decades;
- policy interest in adult literacy has greatly increased in industrialized countries, while in developing countries competition of resources is a major impediment.

In fact, none of the six EFA goals were accomplished by 2000. At the World Education Forum (Dakar, 2000), the decision was taken to renew the commitment and postpone the deadlines until the year 2015. Although presented as a list, one after the other, all six EFA goals are inter-related and literacy crosses all of them. Two goals (Goals 3 and 4) refer to youth and adult literacy, basic and continuing education. (See Box 2).

▪ **Millennium Development Goals - MDG (2000-2015)**

The Millennium Development Goals were approved also in the year 2000 and monitored by the United Nations, the International Monetary Fund (IMF), the Organization for Economic Cooperation and Development (OECD) and the World Bank. The MDGs comprise 7 broad goals, 18 targets and 48 indicators. Two objectives refer specifically to (primary education, and gender equality in primary and secondary education) but none of them include adult literacy. The 8 goals for the year 2015 are as follows:

- Goal 1. Eradicate extreme poverty and hunger
- Goal 2. Achieve universal primary education (survival to Grade 5)
- Goal 3. Promote gender equality and empower women
- Goal 4. Reduce child mortality
- Goal 5. Improve maternal health
- Goal 6. Combat HIV/AIDS, malaria, and other diseases
- Goal 7. Ensure environmental sustainability
- Goal 8. Develop a global partnership for development

There are important differences between EFA and Millennium Goals as far as education is concerned (see Box 2). While EFA's six goals embrace basic education for children, youth and adults, in and out of school, the Millennium Education Goals include only two goals, both related to the formal school system: Goal 2: universal primary education (survival to Grade 5), and Goal 3: gender equality in primary and secondary education. It is assumed that “literacy in 15-24 year-olds” outcomes of primary and secondary education.

---

<sup>3</sup> See IALS (International Adult Literacy Survey) <http://www1.oecd.org/publications/>



The EFA framework provides a much broader and sector-wide framework for education development than the Millennium Goals for Education, as shown in Box 2.

Box 2

**Comparison between Education for All (EFA) and Millennium Goals (Education)**

<b>Education for All Goals (Dakar) 2000-2015</b> UNESCO/UNICEF/UNDP/UNFPA/World Bank	<b>The Millennium Summit Development Goals (2000-2015)</b> United Nations/OECD/IMF/World Bank
1. Expanding and improving comprehensive early childhood care and education, especially for the most vulnerable and disadvantaged children.	
2. Ensuring that by 2015 all children, particularly girls, children in difficult circumstances and those belonging to ethnic minorities, have access to and complete free and compulsory primary education of good quality.	1. Achieve Universal Primary Education (UPE) Ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling.
3. Ensuring that the learning needs of all young people and adults are met through equitable access to appropriate learning and life skills programs.	
4. Achieving a 50 per cent improvement in levels of adult literacy by 2015, especially for women, and equitable access to basic and continuing education for all adults.	
5. Eliminating gender disparities in primary and secondary education by 2015, with a focus on ensuring girls' full and equal access to and achievement in basic education of good quality.	2. Promote gender equality and empower women Eliminate gender disparity in primary and secondary education preferably by 2005 and in all levels of education no later than 2015.
6. Improving all aspects of the quality of education and ensuring excellence of all so that recognized and measurable learning outcomes are achieved by all, especially in literacy, numeracy and essential life skills.	
Source: Education for All Goals <a href="http://www.unesco.org/education/efa/">http://www.unesco.org/education/efa/</a>	Source: Millennium Development Goals <a href="http://www.un.org/millenniumgoals/">http://www.un.org/millenniumgoals/</a>

▪ **United Nations Literacy Decade (2003-2012)**

The United Nations Literacy Decade, launched in 2003 and coordinated by UNESCO, proposes a “renewed vision for literacy” that encompasses all – children, youth and adults, both in and out of the school system, and throughout life. The table below compares the old vision and this renewed vision.

Box 3

<b>United Nations Literacy Decade (2003-2012)</b> <b>LITERACY FOR ALL: A RENEWED VISION</b>	
<b>OLD VISION</b>	<b>NEW VISION</b>
Illiteracy is a social pathology (i.e. "scourge") and an individual responsibility.	Illiteracy is a structural phenomenon and a social responsibility.
Literacy is a panacea for social development and change.	Literacy needs broader educational and socio-economic interventions.
The goal formulated as "eradicate illiteracy" or "reduce the illiteracy rates".	The goal is to create literate environments and literate societies.
Literacy education is associated only with youth and adults.	Literacy education is associated with children, youth and adults.
Literacy education is associated with out-of-school groups and non-formal programmes.	Literacy education takes place both in and out of the school system.
Child literacy and adult literacy are viewed and developed separately, in a parallel manner.	Child and adult literacy are linked within a holistic policy framework and strategy.

## MINEDUC Literacy Study 2005

Literacy is centred around literacy provision ( <i>teaching</i> ).	Literacy is centred around literacy <i>learning</i> .
Literacy goals are centred around literacy acquisition.	Literacy goals include literacy acquisition, development and effective use.
Literacy is understood as initial, basic literacy only (an elementary level).	Literacy is understood as functional literacy (literacy, to be such, must be functional and sustainable).
Literacy is viewed separately from basic education (i.e. literacy <i>and</i> basic education).	Literacy is viewed as an integral part of basic education.
Literacy acquisition and development are associated with a particular period in the life of a person.	Literacy is understood as a lifelong learning process.
Literacy is associated only with the written language (reading and writing) and print.	Literacy is related to both oral and written expression and communication, within a holistic understanding of language (speaking, listening, reading and writing).
It is believed that there is THE literacy method or approach valid for all cases and circumstances.	There is no single or universal method or approach to literacy.
Literacy acquisition in school is viewed as a goal of the first or the first two grades.	Literacy acquisition in school is viewed as a goal for the whole primary education cycle.
Literacy is viewed as a specific area in the school curriculum (Language).	Literacy is viewed across the school curriculum.
Literacy is associated only with conventional tools (i.e. pencil and paper).	Literacy is related to both conventional and modern tools (pencil and paper but also keyboard and digital technologies).
Literacy is viewed as a responsibility of the State/government only or of civil society alone.	Literacy is viewed as a responsibility of both the State/government and civil society.
Source: RMTorres 2000, Base Document for the UN Literacy Decade See: UNESCO-United Nations Literacy Decade web site <a href="http://portal.unesco.org/education/en/ev.php-URL_ID=5000&amp;URL_DO=DO_TOPIC&amp;URL_SECTION=201.html">http://portal.unesco.org/education/en/ev.php-URL_ID=5000&amp;URL_DO=DO_TOPIC&amp;URL_SECTION=201.html</a>	

### 2.2. Socio-economic and education context

Rwanda is emerging from a very hard legacy of colonialism, poverty, division, destruction, war. And is viewed today, in the African context, as an example of effort and perseverance, a promising challenge against a mixture of several inter-related factors, among them:

- Low life expectancy at birth: 38,9 (2002)
- High population growth: about 3% per annum (2000). It is estimated that the current population of nearly 8 million and a half, will double by the year 2020.
- High poverty rate: 60% below the poverty line (2000).
- Huge public debt: US\$1.5 billion (2000), six times the 1998 ordinary budget of US \$260 million, bigger than the current national GDP, about 75% of the debt is owed to external creditors, principally the World Bank (*Vision 2020*, 2000, p.9).
- High population density: Less than 70% of rural families have less than one hectare. The availability of arable land per inhabitant is now 1 hectare for 9 inhabitants (*Vision 2020*).
- High concentration on rural areas and on agriculture. 94% of the population live in rural areas, on agricultural subsistence. Agriculture (mainly coffee and tea) contributes about 40% to GDP and to about 90% of export revenue. 60% of arable land is in active use, and soil degradation is reaching alarming levels. Rwanda, called “A country of the thousand hills”, has poor road and communications infrastructure and facilities.
- Low overall educational level of the population. “Rwanda, even by Sub-Saharan Africa standards, has an exceptionally unskilled population” (*Vision 2020*, 2000, p.2.)
- High HIV prevalence: 13.7% in the population between 15 and 49 years old (2000).
- Traumatized population, millions of orphans and widows after the 1994 genocide.  
- Virtually all children have lived through severely traumatizing experiences during the war, either watching family members being tortured and killed, or being themselves wounded or threatened (UNICEF/GoR Survey, 1996, in Obura 2003, p.50).

- Children have lost trust in adults, and now consider them killers (and as people) who failed to provide protection when it was needed (Save the Children, 1999, p.11).
- It is estimated that there are 45,000 households in Rwanda that are headed by children, 90% of them girls (UNHRC, 2002, p.6)

Box 4

<b>Rwanda: Human Development Index (UNDP)</b>		
	<b>1999*</b>	<b>2002**</b>
<b>1. A long and healthy life:</b> Life Expectancy Index	0,25	0,23
Life expectancy at birth (years)	39,9	38,9
<b>2. Knowledge:</b> Education Index	0,57	0,64
Combined gross enrolment ratio for primary, secondary and tertiary education (%)	65,8	69,2
Adult literacy rate (% ages 15 years and above)	40	53
GDP per capita (in US \$)	885	1.270
<b>3. A decent standard of living:</b> GDP Index	0,36	0,42
GDP per capita (in US \$ ) rank minus HDI rank	-8	-6
<b>Human Development Index (HDI) value</b>	0,395	0,431
<b>Classification according to the HDI</b>	<b>152</b> (162 countries)	<b>159</b> (177 countries)
Elaborated by the authors. Source: * UNDP, Human Development Report 2001; ** Human Development Report 2004 <a href="http://www.undp.org/">http://www.undp.org/</a>		

Rwanda is one of the countries with the lowest Human Development Index (HDI), occupying place 159 among 177 countries, according to the 2004 Human Development Report (UNDP 2004). As seen in Box 4, Rwanda ranks low in all three dimensions that conform the HDI: (1) a long and healthy life, measured by life expectancy; (2) knowledge, measured by an Education Index; and (c) a decent standard of living, measured by the Gross Domestic Product (GDP) per capita. The Education Index, which is calculated taking into account: (a) the adult literacy rate (50% of the total), and (b) the combined gross enrolment ratio for primary, secondary and tertiary education, remains low on both fronts:

▪ Literacy:

Population above 15 years of age:

- 52.4%, according to Household Living Condition Survey (2000). Women's literacy rate (47.79%) is lower than men's (58.06%).

- 69.2%, according to UIS (UNESCO Institute of Statistics)

Population between 15 and 24 years of age:

- 84.9%, according to UIS (UNESCO Institute of Statistics)

- 64%, according to UNESCO-BREDA (2005).<sup>4</sup>

Population aged 6 years and over:

- 51.4%, according to the last population census (2003).

▪ Deficiencies in literacy provision in the school system:

- 27% school-age children who are not attending primary school (PRSP, June 2002)

- high pupil-teacher ratio in primary education, higher than the African average (see Box 5)

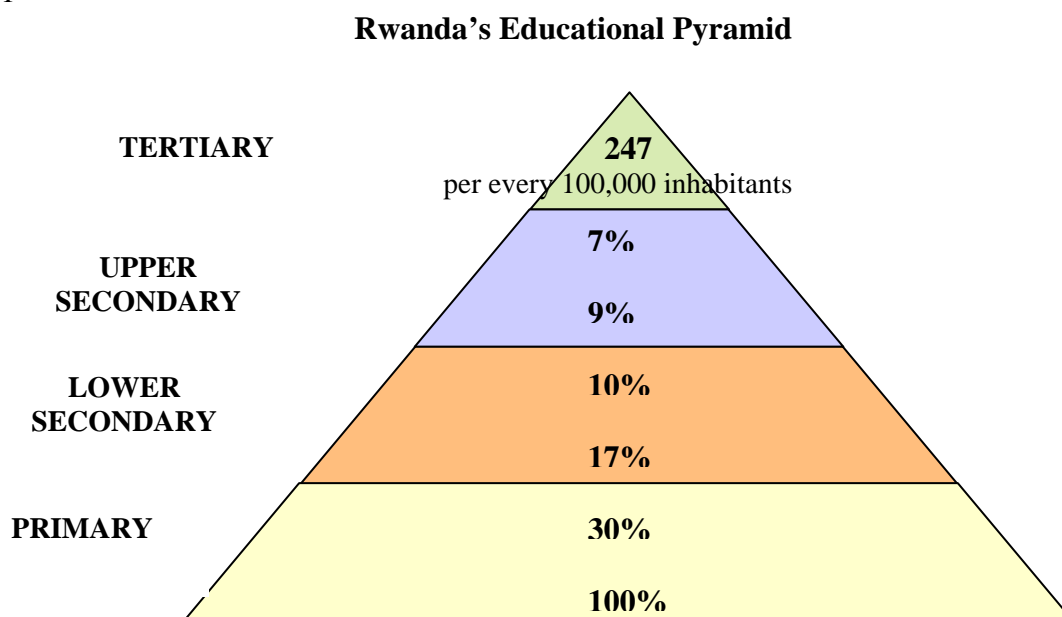
- high dropout rate in primary education (6 years).

<sup>4</sup> See Pôle de Dakar : <http://www.poledakar.org/IMG/pdf/UNE- Rwanda.en.pdf>

- high school repetition rate: 31.8% (2001 baseline), 17.2% (PRSP, June 2003), 36% (UIS website 2004).
- no measures available for learning achievement in school.

▪ The educational pyramid: out of every 100 children who enter primary education, 30 complete it, 17 start lower secondary education and 10 complete it, 9 go on to upper secondary and 7 complete it, and 247 students out of every 100,000 inhabitants reach tertiary education (see Graph 1).

Graph 1



However, while between 1980 and 1990 Rwanda was one of the three countries in the world experiencing a drop in the HDI – the other two being Zambia and the Democratic Republic of Congo – (UNDP 2004, p. 132), in the past few years there is steady improvement in most of the socio-economic indicators, and especially in the field of education (see Box 4) and in relation to the EFA goals (see Box 5). This is a result of a strong and visible commitment by the Government of Rwanda to rebuild the nation, and to boost education, research, science and technology, as envisaged in Rwanda's *Vision 2020*.

Box 5

<b>Rwanda: Education for All Profile (2002-2003)</b>	
<b>Education for All - EFA goals</b>	
Goal 4: Adult literacy (+ 15 years)	64%
Goal 2: Access rate go grade 6	45 (African countries average: 68)
Goal 5: Gender parity	100
Goal 6: Quality	58
<b>Primary education (6 grades)</b>	
Pupil-teacher ratio	60 (African countries average: 42)
Repeaters	17 (African countries average: 15)
Number of pupils in private schools	1 (African countries average: 13)
Current unit cost as % of GDP per capita	8 (African countries average: 12)
Elaborated by the authors.	
Source: BREDA: UNESCO Regional Office in Dakar <a href="http://www.dakar.unesco.org/bureau_reg_en/breda.shtml">http://www.dakar.unesco.org/bureau_reg_en/breda.shtml</a>	

Primary education enrolment (currently over 90%) has been boosted, among others as a result of the elimination of school fees. However, as is usually the case, such rapid expansion has been done at the expense of quality, as suggested by the high pupil-teacher ratio and the high repetition and drop out rates. Almost half of primary school students drop before completing the cycle, often leaving school before they are able to read and write properly. This adds to the youth and adult literacy problem facing the country.

Advances are also visible in the field of adult literacy and adult education in general. One must consider that “the adult education sector had almost collapsed under the weight of accumulating problems and lack of support in the late 1980s” (Obura, 2003, p.48). At present, according to statistics collected by MINEDUC Non-Formal Education Directorate, there are over 6,000 literacy centres reaching over 300,000 youth and adult learners in the country.

In 1994, between 80-90% of the CCDPF (Centres communaux de développement et de formation permanente – Commune level literacy and skills training centres, mainly for adults) and the CPDFP (Centres Préfectoraux de Développement et de Formation Permanente – Provincial centres advising and monitoring CCDPF, under the Ministry of Labour and Social Affairs) stopped operating. In 1996, as reported by the Ministry of Education, 72% of female head of families were illiterate, in contrast to 44.6% male heads of families (MOE 1998). The gender gap vis a vis literacy persists, but the tendency shows that the gap is being closed.

Also, the literacy situation is improving for the younger age groups, as a result of the government’s efforts in formal education in recent years. As revealed by the Core Welfare Indicators Questionnaire (CWIQ) Survey 2001, the literacy rate is highest in the 15-19 and 20-29 age groups, at an average 71% and then goes reducing steadily for subsequent age groups. The 30-39 age groups averages at about 62%, the 40-49 at about 45%, the 50-59 at about 32% and those 60 and above have an average literacy rate of only 20%.<sup>5</sup>

Until April 2004 literacy education for out-of school youth and adults was in charge of MINALOC (Ministry of Local Government, Social Affairs and Information), when a new Directorate of Non-Formal Education was established within the Ministry of Education (MINEDUC). In MINALOC before and in MINEDUC now, literacy provision operates through local non-paid volunteers. The survey conducted within this study revealed that they are generally poor and young, mostly men and mostly farmers, with low educational level (most of them have completed primary education), without much training or monitoring. According to 2001-2002 estimations, there were about 5000 literacy operating in the country, and between 15,000 and 20,000 young people and adults graduating every year. The national language, Kinyarwanda, is the language of literacy instruction both in and out of school. A book for the teacher and a book for the students were prepared in 1997 and are in use since then, but their numbers are insufficient to cover the needs. In many literacy centres, learners must learn without a book and the only book available in class is often that of the instructor. The lack of educational and reading materials has been mentioned as problematic by all missions and documents referred to literacy over the past years in Rwanda. However, as the number of learners grows, the problem tends to become more problematic and more evident.

---

<sup>5</sup> That gap is even wider according to the UNESCO Institute of Statistics (2004), that estimated a 84,9% literacy rate for the 15-24 age group, compared to an overall adult literacy rate of 69.2%. In general, UIS statistics differ considerably from those produced at the national level and tend to be much more generous.

Alongside the government, there are over 30 “partner” organisations engaged in literacy education in Rwanda, in fact with currently more centres than the government (55%-60% according to the survey). The partners are mainly *faith-based organisations* and, in some cases, the Churches directly. There are also a number of *international NGOs*, *national NGOs* and *community-based organisations (CBOs)* that are not faith-based. Most of the partners enjoy some form of external support, via international agencies, that enables them to provide the programme free to the learners and also to pay some subsidies or incentives to the literacy instructors. Some of the Churches and international agencies have or have had some experience in literacy work and other areas elsewhere. A description of 12 such partners is included in the Annex. These were the organisations that filled in and returned the Literacy Partners Questionnaire prepared within this study.

The adult literacy survey applied in the framework of this study, and analysed in the following chapters, ratified the same (and other) problems previously identified by a World Bank mission in 2002 and in the Government EFA Plan in 2003 (see Box 6). In fact, these are common and recurrent problems in the non-formal and adult literacy field in developing countries. However, this study allowed us to go deeper into many of those problems and also identify strengths and facilitators. One such strength is the high motivation towards literacy learning expressed by both current and potential learners. The main limitations are located on the supply side rather than on the demand side. People are ready to take the opportunity to learn if given the opportunity to do so.

Box 6

**Problems identified in relation to adult literacy in Rwanda**

**World Bank mission (Sep. 2002)**

- Poverty of illiterate population, leading to survival activities being given priority.
- Lack of incentives/payment for volunteer facilitators, consequently an unstable and non-motivated teaching staff.
- Limited training of facilitators.
- Lack of co-ordination between different providers.
- Ad hoc monitoring and support visits.
- Lack of adequate statistics.
- Lack of definition of functional literacy and literacy environment in Rwanda for different ages in different contexts (urban-rural etc), i.e. what do people in different circumstances need literacy for, how is literacy practiced and in what languages.
- Lack of access to written material, in all languages.
- Lack of clear policy.
- Limited access to primers (or other instructional materials) and other reading material, resulting in relapse to illiteracy.
- Limited access to “post-literacy” activities (need for graded and diversified programmes fitting needs and motivations of different people, men, women, young, old, farmers, unemployed, etc).

Source: World Bank Technical Mission to Rwanda, Sep. 2002, Annex, in Lind 2004.

**Government of Rwanda: Education for All Plan of Action (June 2003)**

**Goal 4.** *Improvement of levels of adult literacy, especially for women, and equitable access to basic and continuing education for adults.*

Constraints:

1. Constraints related to culture, tradition, ignorance, poverty.
2. Lack of specialised agencies to teach literacy.
3. Weaknesses in sensitising target populations in the program for elimination of functional illiteracy.

4. Lack of motivation of the “literacy trainers.”

Strategies:

1. Develop a national policy on literacy.
2. Identify the number of illiterate adults across the country.
3. Sensitise main authorities and population on the importance of functional literacy.
4. Co-ordination of the activities of all actors in adult literacy within the framework of a national policy and guidelines.
5. Integrate the program for the elimination of illiteracy into the national development policy as one of its priorities.
6. Organise training of trainers and literacy workers in functional literacy.
7. Equip literacy centres with learning materials.
8. Monitoring and evaluation of functional literacy activities.
9. Promote post-literacy to conserve use and development of the benefits of literacy.
10. Create and equip educational centres for basic and continuing education.
11. Organise training of trainers in basic and continuing education.
12. Monitoring and evaluation of permanent training activities.

### **2.3. Some strengths vis a vis a national effort towards literacy for all**

The history of exclusion in Rwanda was very much supported by and very much reflected in its education system. The school system that was shaped both during colonial and post-colonial times was exclusive and discriminatory. There were ethnic and regional quotas for admission in the different levels, and schooling was not meant to be democratised to the whole of the population. The Government of National Unity (GNU) is committed to ensuring the right to education for all, starting from the right to literacy, an effort that implies not only expanding the educational provision but transforming it radically.

The implementation of an effective national policy and strategy towards literacy for all in Rwanda faces many difficulties but also a number of strengths, often unmentioned or obscured by the obstacles. Among the most important:

- Education, and literacy specifically, are high on the government agenda. The Government of National Unity is determined to lead Rwanda away from emergency and into development. The Mission Statement for Education and the Vision 2020 express that clearly.

#### **Government of Rwanda Mission Statement for Education**

The global goal of the government of Rwanda is to reduce poverty and in turn to improve the well-being of the population. Within this context, the aim of education is to combat ignorance and illiteracy and to provide human resources useful for the socio-economic development of Rwanda through the education system. (Education Sector Policy, Sep. 2002, p.8)

#### **Rwanda Vision 2020 (2000)**

1. Building the capacity of the State and rendering Rwanda public service efficient and transparent to enable it formulate and implement effective development policies: promotion of good governance, decentralisation and popular participation in decision-making processes.
2. Modernising agriculture by high value crop and livestock production, and linking the sector to other economic activities.
3. Human resources development through vocational, technical and science, technology and management training.
4. Orienting and attracting investments into industry and service sector, leading to production of mass consumption goods, creation of skilled workforce as part of a strategy to attract investment.
5. Development of a domestic business middle class and entrepreneurs.

6. Developing a reliable lower cost access to the seaports, establishing a comparative advantage niche in the integrated regional trading regime.

(Rwanda Vision 2020, July 2000, p. 4)

“In regard to basic education, emphasis should be put on literacy and numeracy to the maximum benefit of the majority of the Rwandan people” (Vision 2020, 2000, p.11).

▪ A spirit of national reconciliation following the 1994 genocide, with important institutions and processes in place such as the National Unity and Reconciliation Commission and the Human Rights Commission, as well as the *Gacaca* (popular tribunals consisting of a board of 19 judges who hold public hearings in the presence of at least 100 members of the community, in relation to suspects of having been engaged in the 1994 genocide).

- “Without successful reconciliation, people will not develop confidence to invest in the country. A challenge to Rwanda is to seek the radical transformation of the economy, put the nation together, defeat colonial divisions through a new vision towards a new destiny” (*Vision 2020*, 2000, p.9).

▪ A spirit of renewal - learning from “the errors of the past”, acknowledging the failure of the education system and the need to renew it entirely, based on new parameters and on inclusive and democratic policies.

- “No consistent effort was made to train Rwandans or raise the level of skills needed for development, a fact that holds true both in colonial and postcolonial phase. The few that were schooled, were trained to be part of the public administration”. (*Vision 2020*, 2000, p.7).

- “It is generally felt that the education system... failed the nation” (Minister of Education, 20002, quoted in NCDC, 2002, p.2).

▪ One common national language, Kinyarwanda, an exceptional situation not only in the African context but elsewhere. There is a State-owned national newspaper in Kinyarwanda as well a television and radio programmes, local newspapers, booklets, etc.

▪ A Language in Education Policy in place, which establishes Rwanda as a country that will adopt multilingualism: the mother tongue, Kinyarwanda, will continue to be the main language of instruction until grade 4 and for literacy purposes, while French and English are introduced as curriculum subjects in schools and as languages of instruction from primary grade 4. The policy includes several principles and guidelines relevant to literacy

*Language learning shall:*

- *support the establishment of a Reading Culture throughout society.*

- *be used as a vehicle for the teaching of life skills such as Peace and Reconciliation, Health messages, Gender*

- *shall place equal emphasis on Speaking, Listening, Reading and Writing skills*

- *be based on real life language situations*

▪ Gender parity in terms of primary and secondary school enrolment and in teaching positions (data for 2001/2002, ESSP 2004-2008). In fact, there are currently more girls (50.2%) than boys enrolled in primary schools and there is parity in secondary education (lower secondary and upper secondary together: 49.5%). There is also parity in terms of male and female teachers at primary education level. However, girls’ dropout is higher, learning achievement is lower, and there are fewer girls than boys in tertiary education (34%).



- The administrative structure of the country (12 provinces, 106 districts, 1545 sectors, 9115 cells) facilitates decentralised and area-based approaches to educational and learning planning and activities. At sector level, there is an Education Commission and the person responsible for Commission is elected by the people. (The head of the sector Education Commission might be the responsible and contact person for literacy at the sector level. Also, a cell-based approach to literacy may be very productive, and a contribution to unity and national reconciliation).
- Volunteer, collective and collaborative work is part of the Rwandan culture, and is expressed among others in the thousands of volunteers who make youth and adult literacy possible, and in the *Umuganda* tradition, which is kept alive in both urban and rural areas (first Saturday of every month). This cultural tradition (mainly oriented towards manual labour) can be productively used for educational and learning purposes (e.g. community collaborative learning, building of Learning Communities at cell and district level).
- A Sector Wide Approach for Education has been adopted, where children's, youth's and adult education and training, as well as all levels and modalities of education and learning, are viewed in an integral manner, led by MINEDUC, with the coordination and collaboration of co-Ministries and partners in civil society and religious groups.
- There is an ongoing and accelerated process of State decentralisation aimed at empowerment and popular participation. A number of responsibilities remain at central level in MINEDUC: policy formulation, legal instruments, curriculum and materials development, training of trainers, monitoring and evaluation, social mobilisation.  
- "The decision-making processes will be in the hands of local communities who know their own conditions better than distant bureaucrats in the Capital City" (*Vision 2020*, 2000, p. 10).
- Non-formal education, youth vocational training, and adult basic education have been integrated to MINEDUC and under one single unit, the Directorate of Non-Formal Education, thus allowing the possibility to integrate a coherent policy and differentiated strategies for vulnerable groups, dealing jointly with Education for All Goals 3 and 4 (see Box 2).
- Rich and interesting local experiences in literacy teaching to be found in the country, both governmental and non-governmental. Some of them can be seen in the Annex.
- An Open Distance Education and Learning (ODEL) Strategic Framework available (2004), showing the diverse potential uses of radio, television and ICT for education and learning in and out of schools, for children, youth and adults, and for adult basic education and training specifically.
- There is an important increase in budget allocation for youth and adult literacy between 2004 and 2005 (FR. 668,449,495 in 2005).

## **CHAPTER 3: YOUTH AND ADULT LITERACY NEEDS AND PRACTICES IN RWANDA**

### **3.1 Socio-economic Characteristics of the Population**

A number of questions referred to some specific indicators were introduced in the survey questionnaire to understand better the socio-economic conditions of the adult learners and potential learners of literacy programmes in Rwanda.

**Schooling and Literacy**

One of the reasons why adult literacy programmes are important everywhere, and in Rwanda in particular, is the high percentage of the population who have never attended school but also those who have dropped out at an early stage. The sample of those considered potential learners consisted of both (a) those who had never been to school and (b) those who had been to school but had most likely not gone very far with their education. As it turned out:

- 63.3% of the sample of potential learners had never been to school.
- 35.8% of the sample had been to school

This compares unfavourably with the sample of adult literacy learners in the survey, where 42.3% had been to school while 57.7% had. Although the difference is not so big, this could be a confirmation of the trend noticed in some other countries where those who have attended some schooling are more likely to enrol in adult literacy programmes than those who have not (Carr-Hill ed. 2001).

The level of schooling attained by both the potential learners and the learners were inadequate for achieving functional literacy. In both samples a cumulative 97.5% had gone only up to Primary 4. An evaluation carried out in neighbouring Uganda in the late 1990s showed that by Primary 4 pupils had barely attained the basic level of literacy, not yet functional (Okech *et al* 1999). This was confirmed by the National Assessment of Achievement in Education (NAPE) that measured achievement in literacy and mathematics in Primary 3 and Primary 6, finding much deficiency in the attainment of the required proficiency at both levels. Unfortunately no such assessment is carried out in Rwanda. However, observations made at a primary school and discussions with teachers and other educationists suggested that the literacy level attained by Primary 4 level is usually not yet adequate for proper functioning and reading for development.

The fact that the school attendance has been inadequate to acquire the literacy is confirmed by the response of potential learners to the question whether they could read or write. Only 17.2% said they could read, and only 9.5% that they could write (see Table 3.1). The table shows that the literacy rate is improving in the younger generations, consistently with what is shown by national statistics.

**Table 3.1: Potential learners' ability to read and write**

Age group (years):		Below 15		15-24		25-34		35-44		45-54		55 & above		Total	
		f	%	f	%	f	%	f	%	f	%	f	%	f	%
<b>Sex</b>	<b>Can read</b>														
	Male	0	0.0	7	22.6	2	22.2	0	0	0	0	1	50	10	17.5
	No	3	100	24	77.4	7	77.8	10	100	2	100	1	50	47	82.5
Female	Yes	0	0.0	3	15.8	4	22.2	2	18.2	1	11.1	0	0.0	10	16.9
	No	0	0.0	16	84.2	14	77.8	9	81.8	8	88.9	2	100	49	83.1
Total	Yes	0	0.0	10	20.0	6	22.2	2	9.5	1	9.1	1	25.0	20	17.2
	No	3	100	40	80.0	21	77.8	19	90.5	10	90.9	3	75.0	96	82.8
<b>Can write</b>															

MINEDUC Literacy Study 2005

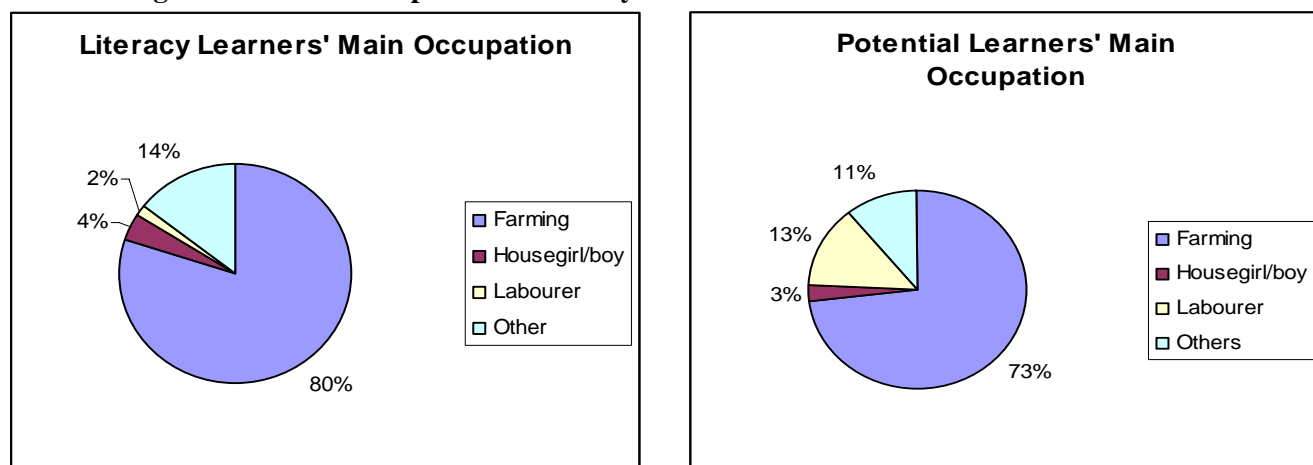
Male	Yes	0	0.0	6	19.4	1	11.1	0	0.0	0	0.0	1	50.0	8	14.0
	No	3	100	25	80.6	8	88.9	10	100	2	100	1	50.0	49	86.0
Female	Yes	0	0.0	1	5.3	1	5.6	0	0.0	1	11.1	0	0.0	3	5.1
	No	0	0.0	18	94.7	17	94.4	11	100	8	88.9	2	100	56	94.9
Total	Yes	0	0.0	7	14.0	2	7.4	0	0.0	1	9.1	1	25.0	11	9.5
	No	3	100	43	86.0	25	92.6	21	100	10	90.9	3	75.0	105	90.5
<b>Age group totals</b>		3	2.6	50	43.1	27	23.3	21	18.1	11	9.5	4	3.4	116	100

**Economic activity and household conditions**

The main economic activity of the people of Rwanda is small-scale farming, usually referred to as subsistence farming. Figure 3.1 shows the main economic activity reported by the sample of both current literacy learners and potential learners.

Subsistence farming in Rwanda is greatly constrained by the shortage of land for farming. Rwanda is already one of the most densely populated countries in Africa.<sup>6</sup> The situation is being made increasingly worse by very rapidly growing population at the rate of 3.0% per annum. The people have thus very small pieces of land on which to grow the food on which to survive and it is barely enough to feed on. This gives no opportunity to have surplus produce to sell for other needs and certainly not to save for other investment. Statistics show that over 60% of the population live below the poverty line (Government of Rwanda, PRSP, 2002:13).

**Figure 3.1: Main Occupation of Literacy Learners and of Potential Learners**

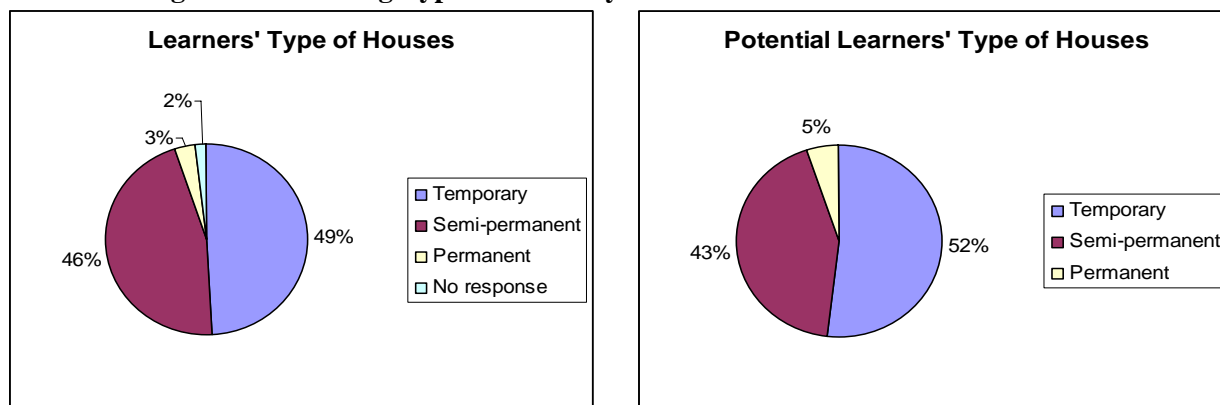


**Housing conditions**

Figure 3.2 shows that over 50% of the sample live in temporary houses with about 40% others in semi-permanent houses. Temporary houses in Rwanda as in many African countries are usually very poorly constructed shelters often leaking and with very unhygienic finishing serving as habitats for many pathogenic insects and other intruders.

<sup>6</sup> Vision 2020 (2002) states that less than 70% of rural families have less than one hectare and that the availability of arable land per inhabitant is now no more than 1 hectare for 9 inhabitants.

**Figure 3.2: Housing Types of Literacy Learners and of Potential Learners**



It is, however, very encouraging to note, as revealed by the findings, that almost 90% of the houses are roofed with corrugated iron sheets and tiles. This is partly due to the special effort that the government has made to settle the people in grouped communities so that services can be more easily brought to them. This settlement has involved providing them with iron sheets to construct houses which are in most cases rather small.

**Lighting**

Another indicator used to gauge the socio-economic conditions of the people was what they used for lighting at night. The kerosene candle, made of used packing tins with wicks out of pieces of any cloth, usually torn off used clothing, is the most commonly used form of lamp (see Table 3.2.) This is the typical poor family lamp in Rwanda and neighbouring countries. It gives a very poor light emitting much smoke of inefficiently burnt kerosene that affects both the eyes and respiratory tract. But the findings show that some families cannot afford even this, depending on wood fire and in a few cases even sheaths of grass for lighting. The hurricane lamp gives better light and is healthier but is more expensive to buy, about US\$ 5 to 10, depending on the size, and uses more kerosene.

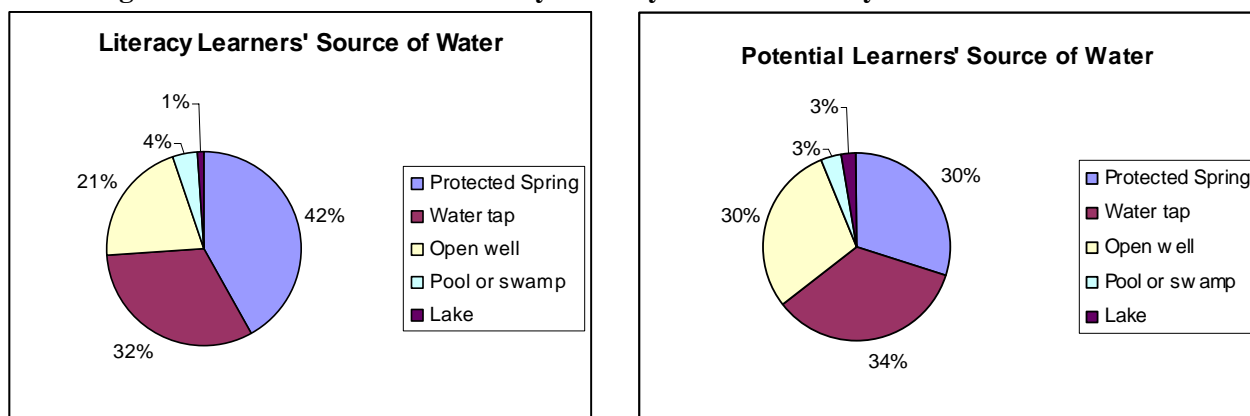
**Table 3.2: Source of Light Used by Literacy Learners and by Potential Learners at Night**

Source	Literacy Learners	Potential Learners
Kerosene candle	60.2%	61.7%
Hurricane lamp	21.6%	19.2%
Wood fire	11.2%	14.2%
Electricity	5.8%	3.3%
Sheaths of grass	2.1%	0.8%
Others	1.2%	0.8%

**Sources of water**

Figure 3.3 presents heartening findings: 74% of the learners and 64% of the potential learners said they have access to safe water: protected springs and tap water. If this reflects the situation in the whole country, then Rwanda's position in the region in access to safe water, averaging around 70%, is quite good. The protected springs and tapped water have usually very low contamination or none at all, while many of the open wells are heavily contaminated. The potential learners were asked the time it took to collect water. The responses ranged from no time at all (water is probably in the house) up to 180 minutes. The mean time taken was 30 minutes, which is fairly high.

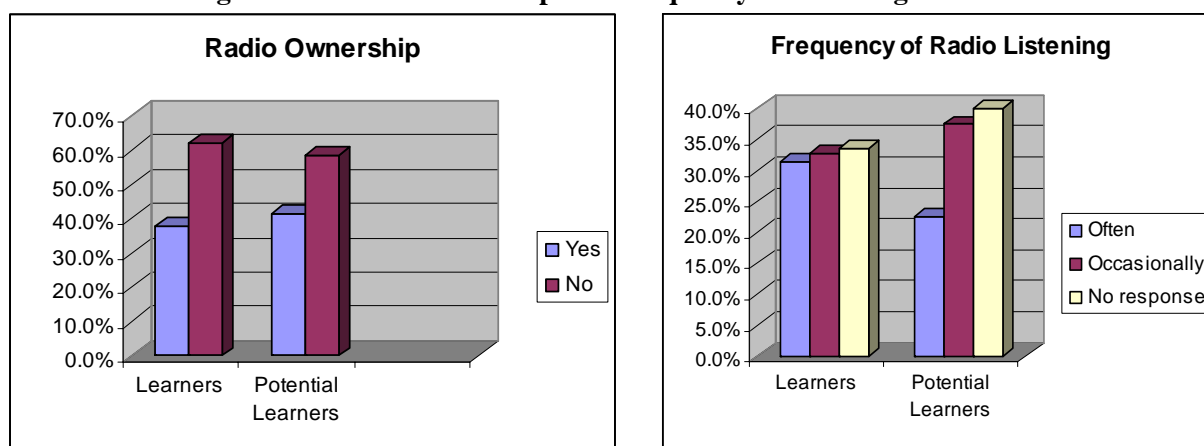
**Figure 3.3: Source of Water Used by Literacy Learners and by Potential Learners**



**Radio ownership**

Radio ownership was used both as a socio-economic indicator and for information to guide decision on the potential use of radio as a medium or a complement for literacy acquisition and development. For the second purpose the study also sought to understand the radio listening habits of the learners and potential learners. The findings on radio ownership and radio listening frequency are presented in Figure 3.4. Radio ownership at about 40% and frequent radio listening at around 60% are both fairly low. The listening among current learners is slightly higher by 4%, but that may be too little to lead to the conclusion that participation in the literacy programme leads to higher listening frequency.<sup>7</sup>

**Figure 3.4: Radio Ownership and Frequency of Listening to Radio**



People listen to radio mainly at home (learners 43.3%, potential learners 39.2%) or at their neighbours' homes (learners 32.4%, potential learners 37.5%). The radio stations they listen to are presented in Table 3.3 Radio Rwanda is very widely listened to and is apparently the only sure channel for reaching the majority, since the other stations are listened to by 10% or less.

**Table 3.3: Radio Stations Listened to**

Radio Station	Learners %	Potential Learners %
Radio Rwanda	74.3	72.5
BBC	7.9	10.0

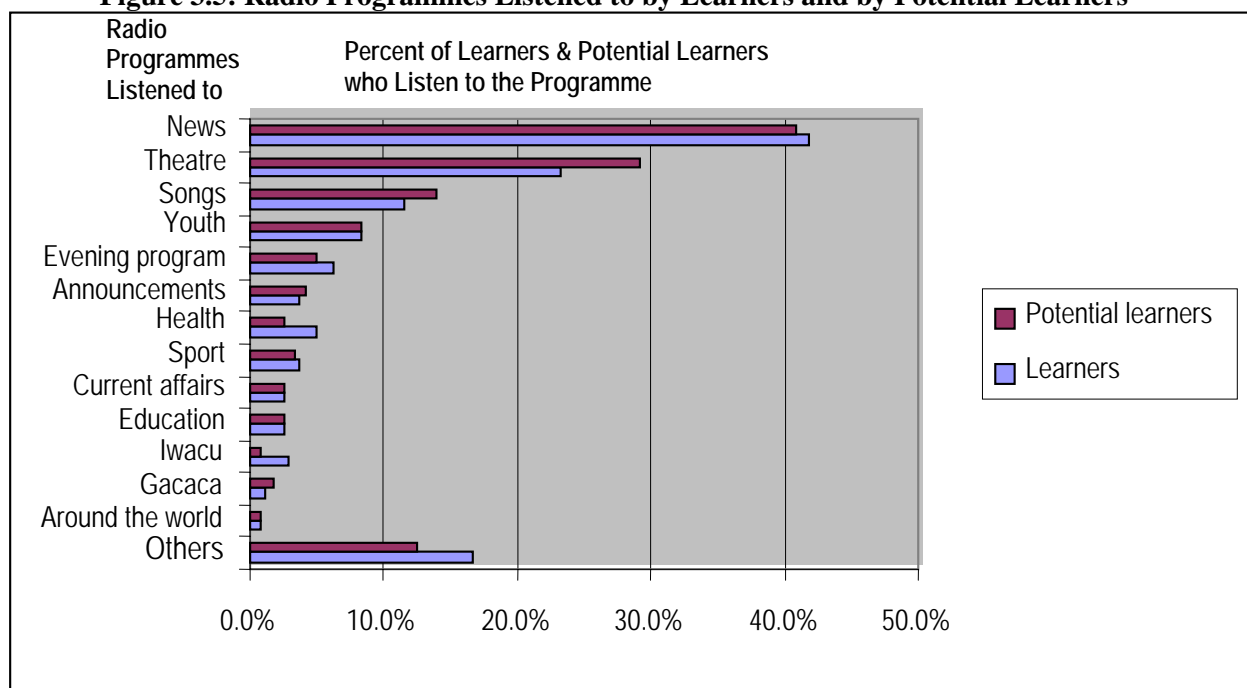
<sup>7</sup> As discussed in Chapter 8, we identified a significant difference between learners and instructors in terms of owning a radio.

## MINEDUC Literacy Study 2005

Provincial radio stations	6.6	7.5
Private radio stations	6.2	5.0
Voice of America	4.6	5.0
Neighbouring country stations	1.2	2.5
Other stations	2.5	1.7

The programmes listened to are presented in Figure 3.5. Apart from news, and to a lesser extent theatre and songs (music), there are no programmes that attract a large percentage of the listeners. There is accordingly no programme that one could link with immediately to be sure of a majority of listeners. The response pattern displayed in Figure 3.5 seems to indicate that many people listen to radio without any particular programme of focus. When this is coupled with the fact that apparently only slightly over 60% listen to radio at all, the idea of using radio as a medium for literacy becomes quite challenging and requires, in any case, more and better information and attention.

**Figure 3.5: Radio Programmes Listened to by Learners and by Potential Learners**



### ***Computer awareness and use***

Since the Government of Rwanda is greatly interested in developing national capacities in the fields of science and technology, and specifically in the development of modern Information and Communication Technologies (ICT) (see *Vision 2020*), it was felt important that the study should find out the learners' awareness concerning computers and their capacity to use it. Only 12% of the learners know what a computer is.<sup>8</sup> The fact that only 0.5% of the learners had ever used the computer is revealing both about capacity in this regard and about accessibility to the computer in the country.

### ***Participation in previous literacy programmes***

<sup>8</sup> The question, in Kinyarwanda, was: "Uzi icyuma kabuhariwe cyitwa ordinateri/kompyuta?." As is the case in many African languages, French or English words are borrowed to refer to information and communication technologies, and adapted to suit the phonological and morphological rules of the national or local languages.

Nearly 20% of the potential learners reported that they had previously participated in some adult literacy programme. Almost 50% of those had attended classes for less than one month, while a cumulative total of 91.3% had participated for up to four months. A question to the instructors on the completion of the literacy programme by the learners revealed that there is quite a notable drop out. This will be discussed in the section dealing with learners.

### 3.2 Problems of Illiteracy as Perceived by the People

There is a high awareness among potential learners that not being able to read and write is a problem: 96.6% of them said it is. The same percentage said that they had ever regretted not being able to read and write. Table 3.4 gives the problems associated with not being able to read and write, and the reasons why not being able to read and write has been regretted. Communication problems feature highly among the problem, while the main regret is the *inability to keep one's secrets*. **It is clear from both lists that the main concern related to inability to read and write is social rather than economic.** The economic reasons appear much less prominently. This may be a useful indicator for the type of programmes the people would be interested in, as is further clarified in the next chapter that deal with the people's learning desires and needs.

**Table 3.4: Problems Associated with Illiteracy and Reasons why Illiteracy has been Regretted**

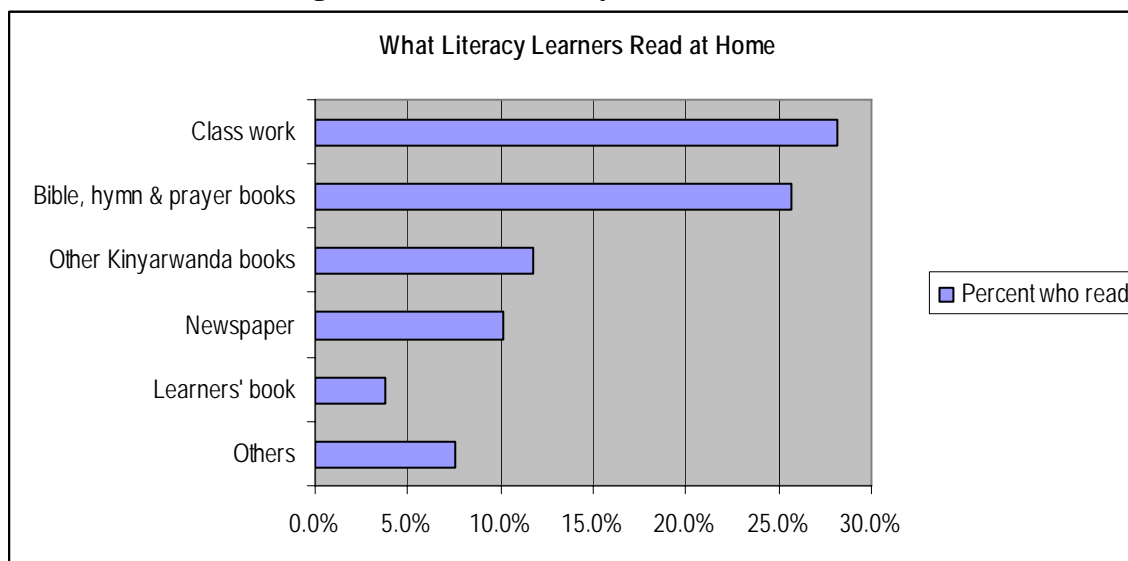
<b>Problem associated with illiteracy</b>	<b>%</b>	<b>Reasons why illiteracy has been regretted</b>	<b>%</b>
1. Communication problems	51.7	1. Failing to keep personal secrets	49.2
2. Lack of confidentiality	23.3	2. Being ridiculed	26.3
3. Hinders progress in life	18.3	3. Feel inferior to others	21.2
4. Limited job opportunities	12.5	4. Being conned	4.2
5. Poor management of resources	10.8	5. Can't sign, use finger print	1.7
6. Feeling of inferiority	9.2		
7. Risk of being conned	6.7		
8. Inability to carry out business	6.7		

### 3.3 How the Literacy Learners use Literacy

#### *Reading at home*

In an effort to understand people's literacy needs and practices better, the adult literacy learners were asked whether they read at home. 70% of them said they do. Asked what they read, they responded as presented in Figure 3.6. *Class work* dominates the learners' reading practice and it seems that they read little else. The religious influence is visible in the fact that the *bible, hymn books and prayer books* come highest in frequency of reading apart from class work. This is most likely also because these may be the most readily available materials and because over 50% of the literacy programmes are currently offered by faith-based organisations and directly by the churches, as can be seen in Chapter 5 of this report.

Figure 3.6: What Literacy Learners Read at Home



Asked why they do not read at home, the 30% who had said they do not read gave lack of reading materials as the main reason. **Lack of materials is, no doubt, a serious handicap in the effort to promote literacy.** A few respondents said they could not yet read on their own. A few others said they had no time, and two respondents even reported that they were not interested! One may then wonder why they were undertaking the adult literacy class.<sup>9</sup>

### **Reading newspapers**

Special attention was paid to the reading of newspapers: 30.6% of the learners said that they read newspapers, 26.1% of them said they read the given (34.9%) Government newspaper *Imvaho*<sup>10</sup>, and 11.3% said they read other newspapers. Those who do not read newspapers were asked why not: the main answer was no access to newspapers, with another 2.5% saying they lacked the means to buy the newspaper. A fairly significant 21.4% acknowledged not yet having enough skills to read newspapers. The newspaper reading habits seem not to focus on anything in particular. The highest responses to the question on what they like to read in the newspaper were *sports* with 5.9% and *news* with 3.4%. They mentioned also the following in order of magnitude: games, ministers' work, announcements, comics, agriculture and education.

### **Writing at home**

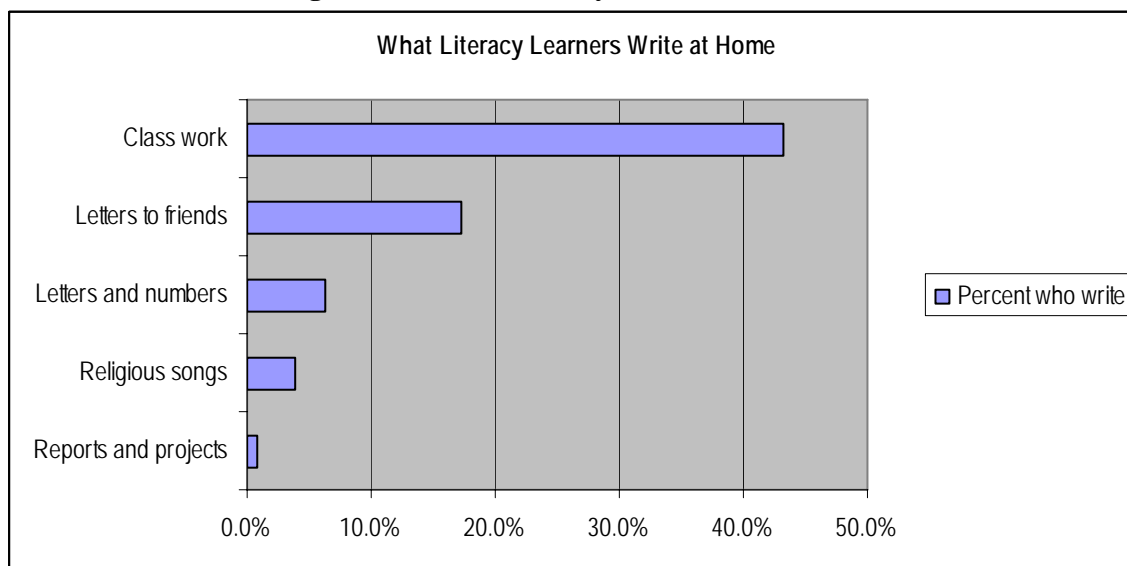
About the same percentage of learners said they write at home (69.4%) as those who read. Figure 3.7 shows what they reported they write. Once again it is dominated by *class work*, this time at a much higher percentage. It is interesting to note that 17% were already writing *letters* to friends and that almost 4% were writing *religious songs*. Use of literacy for economic purposes, which does not appear at all in the reading, appears here very marginally with only two respondents mentioning writing related to projects, presumably economic.

<sup>9</sup> In this respect, it is worth noting that for many adults, and especially for women, an important motivation to attend literacy classes is socialization, meeting with peers, getting out of the house and of daily routines. This type of motivation behind literacy programmes has been highlighted in many studies on adult literacy worldwide.

<sup>10</sup> *Imvaho*, see. <http://rwanda-rugari.tripod.com/rwandarugari/index.html>



Figure 3.7: What Literacy Learners Write at Home



The 30.6% who said they did not write at home were asked why. The response with the highest frequency (8%) was that they did not have time. A few reported that they had not yet acquired enough skills to learn and some said they still needed someone to help them while writing. Five respondents said they had nothing to write about and one reported not being written to by anybody.

When asked about written calculations, 54.5% said they did any at home. In this case economic uses came to the forefront, with 26% doing *written calculations in commerce*, 5.5% in *money transactions* and one respondent in *project analysis*. Another interesting use that did not appear for reading or writing but appeared quite significantly here, is *checking children's school work or helping them with it*, reported by 10.9%. Two respondents said they use written calculations in connection with their *children's school fees*. 13% related their written calculations with *agriculture* and one respondent reported using them in *project analysis*. Those who did not do any calculation gave the main reason that they did not yet have enough skills (33.2%), but some said they had nothing to calculate (3.8%) or no materials (2.9%). Here too there were a few (2.1%) who said they were not interested in calculations.

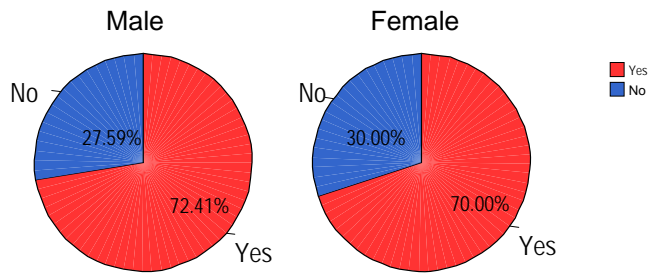
## CHAPTER 4: PEOPLE'S LEARNING DESIRES AND READINESS TO LEARN

### 4.1 Expressed Learning Desires and Readiness to Learn

#### *Desire to learn to read and write*

**An overwhelming 97.5% of the potential learners' sample said yes when asked whether they wanted to learn to read and write.** The majority of them were unable to read (83.3%) or write (90.8%). They had earlier been asked what they wanted to learn first if given a chance to learn anything they wanted to learn. To that question 71.7% had put *reading and writing* as first choice, distributed among male and female as presented in Figure 4.1

Figure 4.1: Potential learners choosing to learn reading and writing first



The desire to learn is also illustrated by what is on the ground when adequate opportunity is offered. Statistics from the 12 provinces provided by the provincial officers alongside this study give a total of 307,445 youth and adults participating in functional literacy education, with Gisenyi alone having 166,040 because of the presence of a large number of partners offering the opportunities. (See Figure 5.1 in Chapter 5)

**Class enrolment**

The survey gave an average class enrolment of 38 per class, 24 women and 14 men. The statistics from the provinces gave a higher average enrolment of 49 with a wide variety ranging from a very low 6 per class in Cyangugu to a very high 132 per class in Kibungo.

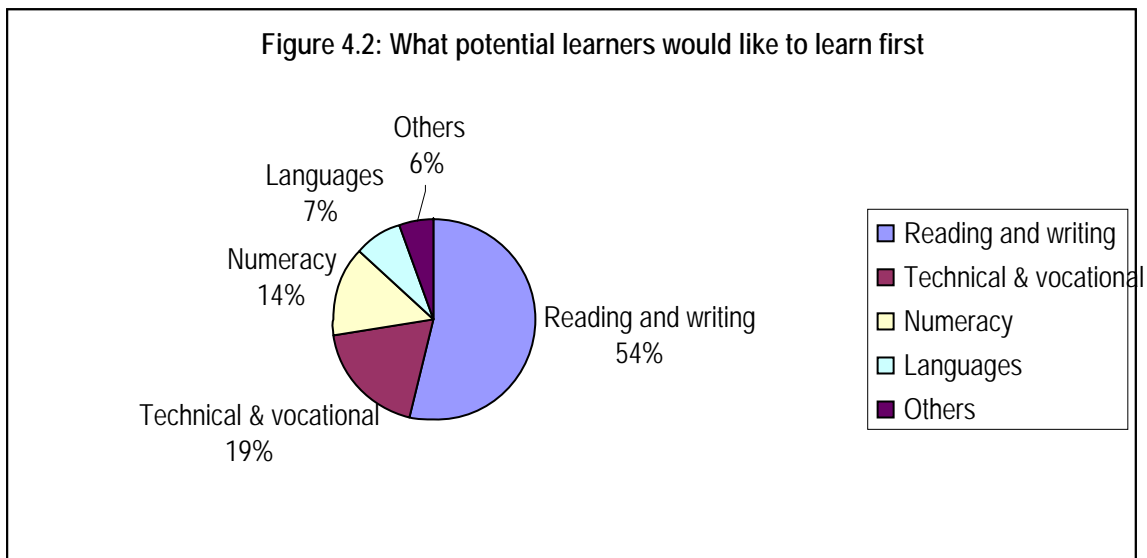
**Learners' attendance**

Only 11% of the instructors rate their learners as always regular in attendance; 86% rate them as sometimes irregular; and 3% as very irregular. However 49% rate learners' interest in learning as very high and 48% as high.

The reasons given by the learners for the irregular attendance will be discussed in chapter 7. They do not, however, seem to indicate any lack of interest.

**Learner's learning priorities**

The potential learners are, as already stated, interested above all else in learning to read and write. Figure 4.2 shows what other subjects they are interested in learning first.



The fact that so few think of *numeracy* as what they would like to learn first, shows that they do not link numeracy closely with literacy. However, when specifically asked about numeracy later on, they practically all indicated wanting to learn to do written calculations just as they all wanted to learn to read and write or to improve their reading and writing.

When asked why they wanted to learn those things they had indicated, their response again leant towards reading and writing rather than the other areas. They wanted to *read on their own* (44%), to *communicate easily* (29%), to *carry out projects* (15%), to *get information easily* (13%), to *sustain their life* (9.2%) and to *keep secrets* (5.8%). When asked specifically why they wanted to learn to read and write they gave the reasons listed in Table 4.1.

**Table 4.1: Reasons Why Potential Learners Want to Learn to Read and Write**

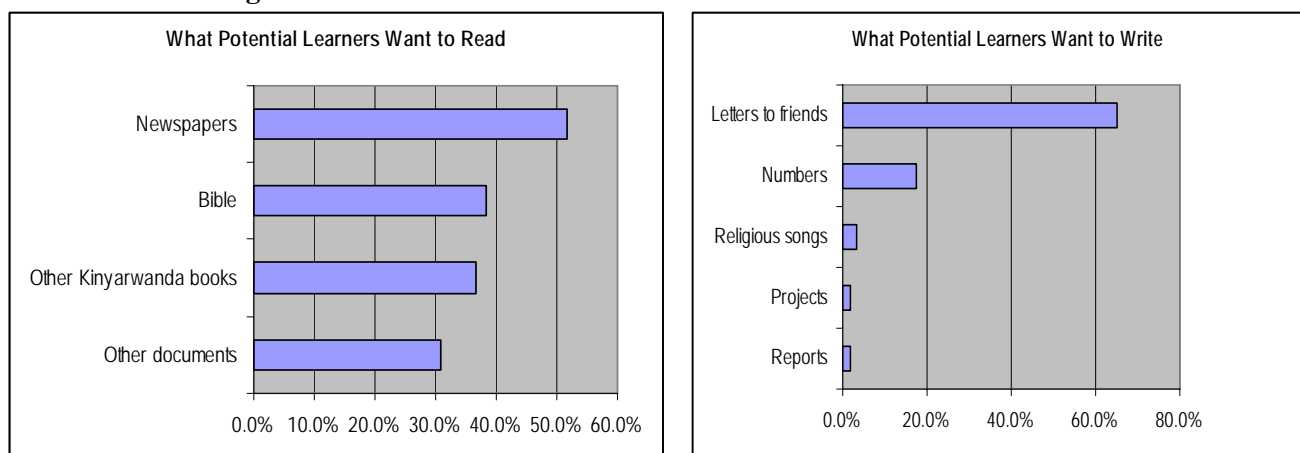
Reason	Percent
1. To come out of ignorance	29.2
2. For use in daily life	28.3
3. To do things by myself	11.7
4. For easy communication	10.8
5. For development	7.5
6. To become civilised	7.5
7. To change my life	5.0
8. To be able to get a job	3.3
9. For consideration in society	2.5
10. Other reasons	12.2

These reasons seem to show that the people are interested in learning to read and write in order to improve their daily lives, communicate better and acquire more knowledge. The more instrumental reasons which see literacy as leading to other benefits like jobs or change in life were mentioned by very few people. **Their expectations of literacy are thus realistic and require learning that is relevant to their current life and activities.**

***Learners’ preferences in terms of reading and writing***

The potential learners were also asked what they want to read and what they want to write. Their answer is displayed in Figure 4.3.

**Figure 4.3: What Potential Learners Want to Read and Write**



**The reading and writing desires expressed by the potential learners also show that they are thinking more about the social benefits of literacy than about the economic**

**instrumental uses.** The high *interest in reading newspapers* is good news for literacy programme providers in Rwanda where it should be possible without too much difficulty to provide a newspaper for use at each literacy centre given the fact that everyone speaks Kinyarwanda, the national language and one of the three official languages. The frequent mention of the bible may, as already suggested, be due to the influence of the churches and faith based organisations. But it may also be due to the fact that the bible or parts of it are the most common books available in many parts of the country.

When asked specifically whether they wanted to learn to do written calculations, 97.4% of the potential learners said they did. They explained that they wanted to learn in order to *master calculating* (30.5%), to be able to do exact calculations especially in *business management* (30.5%), to *keep business records* (16.9%) and for *job opportunities* (2.5%). In numeracy, too, the people are looking for knowledge that will enable them to do better those things that they are already doing as opposed to looking for new activities or opportunities. **The signal for the literacy programmes is that learning should be as much as possible integrated with the people’s ongoing activities and life.**

#### 4.2 Expected Benefits from Learning

The potential learners were asked what benefits they expected from learning. Their responses to this question, presented in Table 4.2, are in line with the reasons they gave for wanting to learn. They see learning as something that will make them better people, able to communicate and adapt, more educated (“*civilise*” was the phrase recorded by the French-speaking interviewers) and with enhanced social status. It is to a lesser extent that they look at the returns in terms of wealth and jobs. According to explanations received, the concept of “becoming or being civilised”, which appeared a number of times in the people’s responses, reflects the desire by the people to change from their traditional way of life and adopt what they see as a more polished, modern, imported way of life. It is the desire to emulate what formal schooling has done to many people: alienated them from their traditions and society. It is encouraging that only a small percentage of the population expressed such a desire.

**Table 4.2: Benefits Expected From Learning**

<b>Expected Benefits</b>	<b>Percent</b>
1. Improve personal knowledge	22.9
2. Easy communication and adapting	19.5
3. Wealth, sustaining life	11.9
4. Get a job	10.2
5. Become civilised	9.3
6. Enjoy enhanced social status	9.3
7. Keep records, avoid forgetting	7.6
8. Keep secrets	5.1
9. Help children with homework	4.2

An important consideration by planners and providers is to be able to match what they offer with the potential learners’ learning desires and objectives. The findings in this section are useful for assessing the relevance of the programmes. This will be discussed later in connection with what is actually taught and the benefits that the participating learners feel they are enjoying from the programmes.

Education providers, and especially adult education providers, usually claim to consider the needs of the prospective participant while designing the learning programme. This is often more said than practised because of the many challenges one faces in trying to accommodate the various needs and desires of the different potential learners.

### 4.3 Desired Learning and Teaching Arrangements

Information sought on the people's desired learning and teaching arrangements covered (a) the person they would prefer to teach them, (b) the required number of days they would prefer to learn in a week, and (c) the desired duration of the learning session per week.

#### *Who they would like as teacher*

##### *Qualification*

The majority of the people (61.9%) were ready to be taught by whoever is *qualified*. A small percent specified preference for a qualified *man* (21.2%), *woman* (5.9%) or *young man* (5.1%). The choice of the majority was based on the need to have someone with adequate knowledge who could help them. The preference for men is also clear.<sup>11</sup>

##### *Availability*

They also valued the *availability* of the preferred person. A few specified that they wanted someone who was able to *advise* them or whose behaviour was similar to theirs.

##### *Preferred number of classes per week and hours per day*

Table 4.3 shows the people's availability for class in terms of days per week and hours per day. The largest percent of the people prefer to have classes *twice a week* for *2 hours per day*, which also happens to be the most common practice today. A significant percent are available *3 days a week* and *3 hours a day*, with a smaller but noteworthy percent opting for *4 days a week* and *4 hours a day*. Those opting for the same number of days a week and hours per day do not necessarily coincide. The current practice is that the number of days per week and hours per day are arrived at through negotiation between the instructor and the specific group of learners. However, these general indications of potential learners' availability are helpful for overall planning and budgeting purposes. Further relevant information was obtained from current learners and will be discussed in Chapter 7.

**Table 4.3: Potential Learners Availability for Class in Days per week and Hours per Day**

Days per week	Percent	Hours per day	Percent
1	13.3	1	3.3
2	41.7	2	41.7
3	22.5	3	30.8
4	10.0	4	12.5
5	3.3	5	7.5
6	0.8	8	0.8
7	5.0		

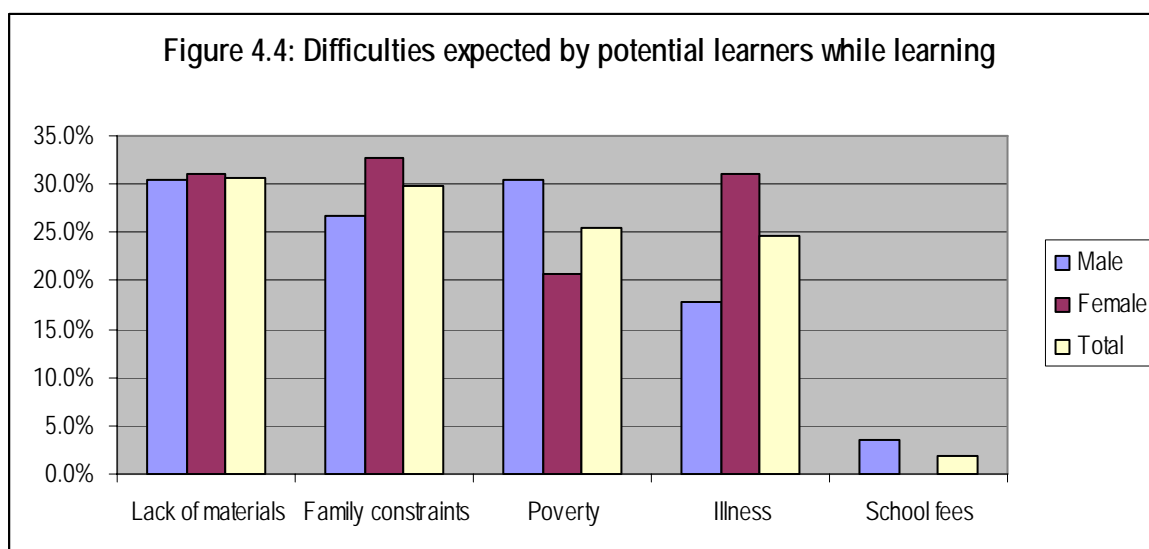
#### *How long will it take them to learn to read and write*

<sup>11</sup> It is important to note that in the primary school system in Rwanda there is currently gender parity in terms of male and female teachers.

The potential learners were also asked how long they estimated it would take them to learn to read and write. About 25% said they would require up to *6 months*, about 20% estimated up to between *6 and 12 months*, another 25% stated they would require 1 year, while the rest thought they would need *more than 1 year*. The different estimates may be partly due to the people’s different levels of confidence, but could also be a result of the people’s different learning desires and understandings of “learning to read and write”. Adult learners come to the programme with different objectives as to how much and how far they want to learn. So they feel that they can achieve what they want in a shorter or longer period as may apply. This is a challenge for the adult literacy planner to see how to take care of these different expectations.

#### 4.4 Expected Difficulties while Learning

It was also important to understand what the potential learners saw as the difficulties they could face when learning. Figure 4.4 displays their responses



##### ***Lack of materials***

Potential learners are familiar with one of the main difficulties faced by literacy programmes for youth and adults, which is lack of materials. This could be partly because they have associated with current or past learners, partly because some of them have participated in literacy education or because they see what happens in schools. They may also be worried about materials in the belief that they may be required to pay for them, which the current government practice in Rwanda does not require. As expected, family responsibilities weigh more heavily on the minds of the women than that of the men. What is surprising is that the difference between the male and female responses is not bigger in this case.

##### ***Poverty***

The male population is much more concerned about poverty than the female population. It is the women who usually feel the brunt of poverty and one would have expected them, more than the men, to see it as a possible hindrance to their learning. We lack enough elements to speculate on these gender differences vis a vis poverty and their social meanings in Rwanda today.

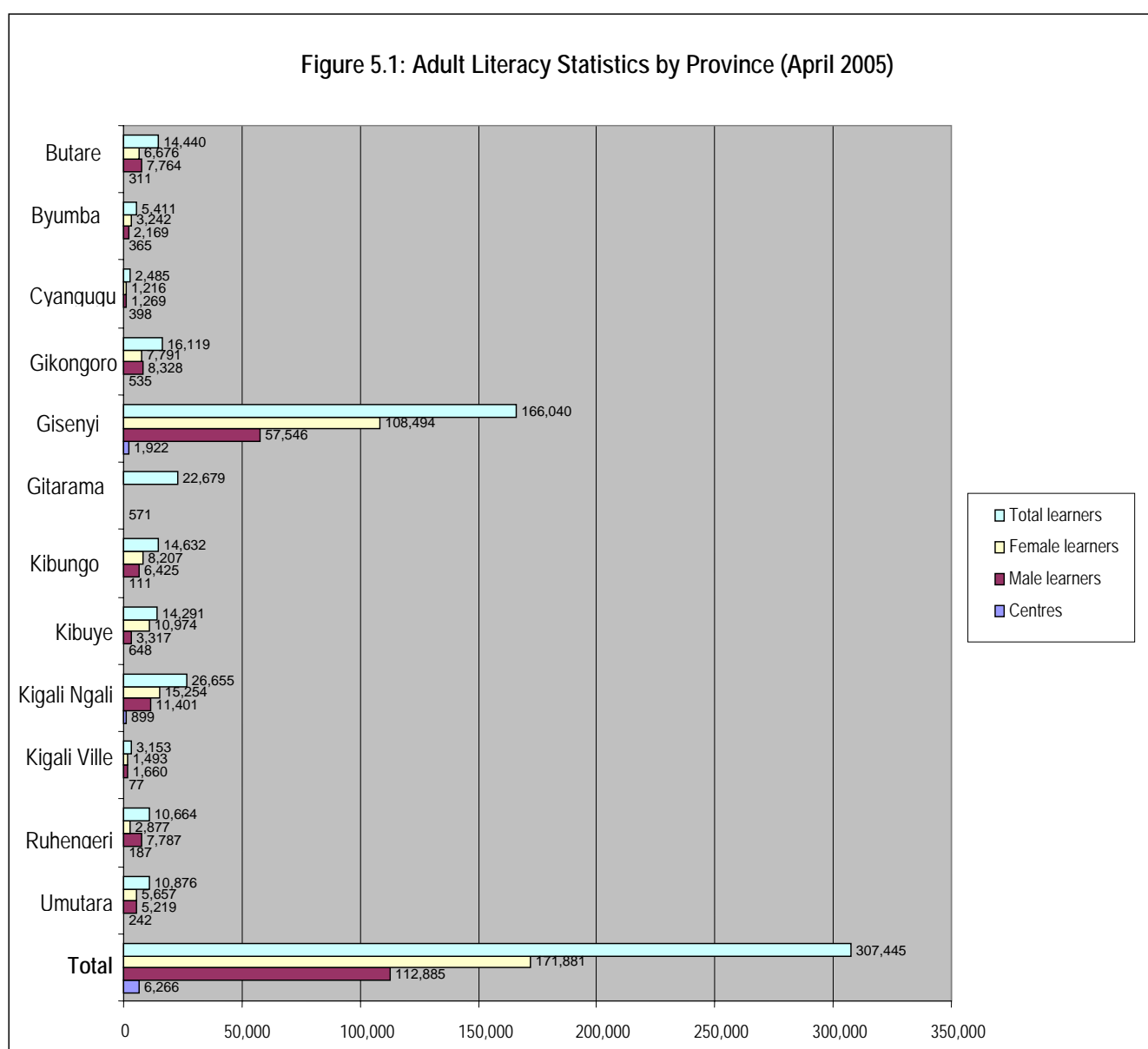
##### ***Illness***

Based on wide empirical evidence elsewhere, we may assume that when so many women mention illness as a possible hindrance to learning as displayed in the chart, they are most likely not thinking of their own illness but the illness of the other members of the family as well, especially the children. Illness most probably features so much lower among the concerns of the men because they are thinking only of their personal ill health rather than that of the rest of the family.

## CHAPTER 5: CURRENT YOUTH AND ADULT LITERACY PROGRAMME ARRANGEMENTS

### 5.1 Overview of Current Programmes

Statistics obtained from the 12 provinces during this study are displayed in Figure 5.1. The total number of literacy centres is 6,266.



**Notes:**

- a) Gitarama data is not disaggregated by sex
- b) Data for Kigali Ville (MVK is incomplete; only ADEPR data submitted for 6 of the 8 Districts)

In view of the discussions that follow in the next section, it is important to take the statistics obtained from the provinces with much caution. The reality on the ground may, in some cases, be quite different. It was obvious, from the amount of effort it took to obtain the statistics from the provinces, that the education offices at both provincial and district levels did not have statistics that could be readily accessed and lack the mechanism and institutional tradition to collect, process and make available such information on a regular basis.

## 5.2 Programme Arrangements

### *Lack of clear policies and guidelines for partner collaboration*

As indicated, so far there has been no official policy and strategy framing literacy and non-formal education provision. There are no standardised formal arrangements for the provision of literacy programmes for youth and adults, unlike for the formal school system. There are even *no guidelines* to be followed by those offering literacy education. As a result every organisation and agency that decides to offer the service does it in the way that it judges best. Some of them borrow from what has been done by their agencies elsewhere. The Adventist Relief and Development Agency, for example, brought in their staff from neighbouring Uganda to help establish their literacy provision in Rwanda. The Action Aid REFLECT programme was also initiated in Rwanda from neighbouring Uganda where it had been piloted and scaled up. Care International also benefited from its experience in Uganda to establish the provision in Rwanda.

The ideas behind the government Functional Adult Literacy (FAL) programme also have similarities to the Uganda FAL programme. They include the interpretation of the *functional* approach as involving other areas of knowledge and skills that help to meet not only the economic livelihoods of the learners but also their other social, civic and psychological needs. They include also the approach of working with the communities to identify suitable learning centres and instructors, preferably from within the communities. They further include arrangements to invite various technical and administrative personnel to come to the learning centres to talk about the various topics in their area of service and specialisation. In this way a useful South to South transfer of skills is taking place, that needs to be greatly strengthened.<sup>12</sup>

The government programme had at the time of this study only the previous year been transferred from the Ministry of Local government, Social Affairs and Information (MINALOC) to the Ministry of Education, Science, Technology and Scientific Research (MINEDUC) and was still in the process of settling down in the new ministry. In MINEDUC the programme is under the Directorate of Non-formal Education and handled by the Functional Adult Literacy Unit in this directorate. At the provincial and district levels, the programme is to come directly under the structure that is responsible for formal education. This study was an opportunity for the provincial and district education personnel to become better acquainted with the FAL programme and their role in it. Among those roles are supervision and monitoring.

### *Lack of supervision*

---

<sup>12</sup> Several examples of literacy experiences in developing countries in Africa, Asia, and Latin America and the Caribbean, are included in the Policy and Strategy Paper for Functional Literacy for Youth and Adults (2005), providing concrete examples of the diverse strategies and modalities that have been adopted, and that may be considered in the Rwandan context.



One of the problems mentioned by both instructors and learners was the *lack of supervision* of the adult literacy programme. This was true of both the government and the partner programmes. Only 66.7% of the instructors in the survey had ever received a supervisor's visit; 20% of those had received the visit more than 6 months earlier; only 25% had received a supervisor during the current and previous months; the remaining 55% had received a supervisor between 2 and 6 months earlier. In most cases, the class centre activities seem to have to manage as best they can without any supervisory support. It was also interesting to find out what the supervisor did the last time he or she came.

**Table 5.1: Supervisors' activities during class visit as reported by instructors**

n = 121

	<b>What the supervisor did during the last visit</b>	<b>Frequency</b>	<b>%</b>
1.	Sensitising learners	24	20
2.	Giving advice	23	19.2
3.	Inquiring about learners' & instructor's problems	17	14.2
4.	Motivating learners with books and chalk	12	10
5.	Providing certificates	10	8.3
6.	Talking about HIV/AIDS & Malaria	2	1.7

### 5.3 Programme Contents and Methods

#### *Contents*

Adult literacy programmes do not always have a curriculum or syllabus that they follow. Some adult educationists argue that a ready-made curriculum hinders the flexibility that is required to respond to adult learners' learning needs that are usually oriented to specific solutions. In this study, 83% of the instructors said they have some syllabus or programme they follow. However, there is no overall curriculum and what is taught differs according to the different programme providers, as can be seen in the Annex describing the activities of the various "literacy partners". The only commonality is introduced by the primer and teachers' guide prepared by the Government and used in government classes and some partner classes, but not widely available.

Together with reading and writing a number of other subjects are taught:

**Table 5.2: Topics taught as reported by instructors**

n = 121

<b>Subject</b>	<b>Frequency</b>	<b>%</b>
Agriculture and livestock	81	67.5
Health, family and nutrition	76	63.3
Social relations and peace	18	15.0
HIV/AIDS	18	15.0
Social behaviour and religion	16	13.4
Savings and cooperatives	10	8.3
Environment, science and technology	6	5.0

The reasons given for teaching those subjects are indicative of the instructors' objectives and decisions.

**Table 5.3: Why instructors teach certain subjects/topics**

n = 121

<b>Reason</b>	<b>Frequency</b>	<b>%</b>
Relevance to people's work and life	62	51.7

Necessary for adults	21	17.5
Exposure to the world and life	18	15.0
According to syllabus	12	10.0
Relevant to faith; because I am a Christian	12	10.0
Increases learners' understanding, awareness	7	5.8

When what is taught is compared to what the potential learners reported that they want to learn (Figure 4.2) and what they reported wanting to read and write (Figure 4.3), there seems to be discrepancies. Current learners were asked what more they wanted to learn and they came out with the varied responses displayed in Table 5.4. The responses they gave are again rather different from what the instructors reported that they taught. This will be further discussed in Chapter 7 which presents and discusses findings on the learners.

**Table 5.4: Additional learning desired by learners**

	Subject	Frequency	%
1.	Reading and writing	76	31.5
2.	Crafts	56	23.2
3.	French	31	12.9
4.	Numbers and written calculations	27	11.2
5.	English	26	10.8
6.	Foreign languages	21	8.7
7.	Sewing	18	7.5
8.	Kinyarwanda	11	4.6
9.	General knowledge	8	3.3
10.	Microfinance	7	2.9

**This discrepancy between the people's desired learning and what is taught (apart from reading, writing and numeracy) calls for serious consideration among planners and providers.**

### *Methods*

Alphabetic and syllabic approaches to literacy education predominate, even when the materials are designed for the sentence and whole word approach. During the visits to some youth and adult literacy classes in session, the researchers observed that the practice of making the learners recite the syllables mechanically in a sing-song manner was rather common. Descriptions of what takes place in the REFLECT-based classes indicate that the approach there is more topic-centred and global in literacy education. It is today generally accepted that conventional alphabetic and syllabic approaches to literacy teaching are old-fashioned and not suitable, neither for children nor for adults. Thus the need to give special importance to a thorough renovation of literacy methods and practices, and thus to the training of both literacy instructors and school teachers responsible for teaching to read and write.

In all cases there is some effort to combine literacy education with other knowledge and skills, as has already come out in the subjects taught. This is how the government and many of the partners understand the *functional* approach, where it is expected that the instructor, unable to adequately cover all the topics, should sometimes invite resource persons available in the location to supplement their teaching on the different topics. Such resource persons would be the extension staff, the local government officials and other partners specialising in certain programme areas such as health, agriculture, civic education, etc. The extent to which this is happening is discussed under cooperation in Chapter 6.

## 5.4 Learning Assessment and Certification

### *Learning assessment by instructors*

There is no standardised proficiency test or examination and certification, just as there is no standardised curriculum. Thus, learning is assessed in *ad-hoc* and various ways by the instructors. These include continuous classroom feedback and exercises, tests and examinations. At the end of a prescribed period of learning some organisations assess the learners and give them a certificate.

**Table 5.5: How instructors assess learning as reported by learners**

Method/Activity	Frequency	%
Tests	166	68.9
Class work	64	26.6
Homework	28	11.6
Examinations	15	6.2
Small quiz	13	5.4
Oral questions	9	3.7
Dictations	3	1.2

60% of the learners who are given tests said they like them, 60.6% said they liked them very much, and 14.9% said they liked them a little. Only 1.7% said they do not like tests at all. They explained that they like tests mainly because it helps them to assess themselves and their progress and because good results motivate them.

## CHAPTER 6: ORGANISATIONS AND RESOURCES AVAILABLE FOR YOUTH AND ADULT LITERACY PROGRAMMES

### 6.1 Current Literacy Programme Providers

Adult literacy, as already explained, was until 2004 the responsibility of the Ministry of Local government, Social Affairs and Information (MINALOC). In April 2004 the management of adult literacy moved to the Ministry of Education, Science, Technology and Scientific Research (MINEDUC). By the time this study was conducted (early 2005), the adult literacy unit, within the Directorate of Non-formal Education, was thinly staffed (one man and one woman), and so was the NFE Directorate as a whole. Like many government services in Rwanda today, adult literacy is a decentralised service and thus this staffing may be considered sufficient to cover the needs.

Decentralisation means that the central government has only limited regulatory and promotional roles while the provinces and districts have strong implementation roles. These roles have, however, not been clearly defined, thus prevailing inadequate coordination among government agents at the different levels as well as inadequate policy, programming and implementation capacities at all levels.

The fact that Non-Formal Education (NFE) is new at MINEDUC and that the on-going civil service reform has brought many new people into several positions at provincial and district levels, has resulted in weak understanding and weak appropriation of NFE, and of literacy specifically at MINEDUC and in the provinces and districts. There is also lack of clarity about what needs to be done to promote it so as to achieve the goals established. Inadequate coordination and networking with other partners in the field has also limited the government's

capacity to benefit from the experience and resources that may be available among these partners. As a result of these and other factors, there is currently limited institutional capacity for youth and adult literacy targeting the result of 80% literacy rate in Rwanda by 2010. Such institutional capacity must be strengthened at all levels and is a requisite if the country is to face this challenge effectively.

A sample of 12 out of about 30 partners offering adult literacy in Rwanda today was surveyed to understand their capacity and the extent of their activities. The details of the information obtained from them is given in the Annex.

## 6.2 Partnerships in Current Provision

### *Partner institutions and organisations*

As previously stated, there are over 30 “partner” organisations engaged in literacy education in Rwanda. Many of them are *faith-based organisations* and, in some cases, the Churches directly. There are also a number of *international NGOs*, *national NGOs* and *community-based organisations (CBOs)*. Their programmes and scopes vary considerably in scope and quality, as can be seen in the Annex that describes 12 such partners (organisations that filled in the Literacy Partners Questionnaire prepared within this study).

According to the survey, and to the instructors, other partners were providing 55% of the literacy activities, 60% according to learners, with government providing between 40% and 45%. These partners are also providing more training of instructors (80%) than the government. To some extent therefore it can be said that there is cooperation in adult literacy provision. The cooperation is, however, *ad hoc* and not well coordinated for maximum benefits on all sides. Whether there is cooperation or not, and how effective it is, seems to depend more on the individuals involved than on any institutional mechanism in place.

### *People invited to contribute to literacy classes*

An important mode of cooperation is the invitation of various people with information, knowledge and skills to make inputs in the classes. In the survey, 61.7% of the instructors reported they had invited people to talk to the class, while 43% had never invited anyone. The instructors gave various reasons for inviting those they invited.

**Table 6.1: People the instructors invited to talk to their literacy class**

	<b>People invited</b>	<b>Frequency</b>	<b>%</b>
1.	Local and religious leaders	32	26.7
2.	Coordinator of cell/sector	28	23.3
3.	Education, social affairs officials	20	16.7
4.	Partners (Care, ADEPR, Concern etc)	15	12.5
5.	Health officials, teachers	3	2.5
6.	Agriculture technicians	2	1.7
7.	CNLS (National Anti-AIDS Commission)	2	1.7
8.	Head of anti HIV clubs	1	0.8

The invitations displayed in Table 6.1 show that there is a tendency for the instructors to invite *administrative officials* and *religious leaders* rather than other partners in literacy or *technical staff* with specialised information. The technical personnel are, in fact, hardly invited at all. The reasons given for the invitations are presented in Table 6.2. As can be seen, the invitations are more for sensitisation and religious teaching than for providing access to other functional or technical knowledge.

**Table 6.2: Reasons instructors gave for inviting people to talk to their class**

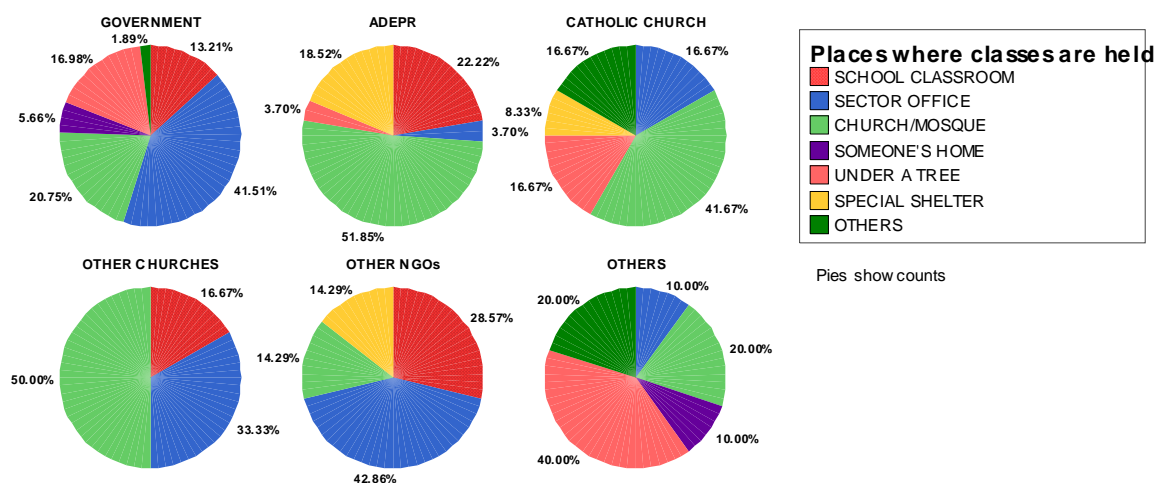
	Reason	Frequency	%
1.	Sensitisation	44	36.7
2.	Religious teaching/preaching	10	8.3
3.	Listening to learners' problems	9	7.5
4.	Health, hygiene, HIV/AIDS	6	5.0
5.	Agricultural production	2	1.7

### 6.3 Facilities Available for Youth and Adult Literacy

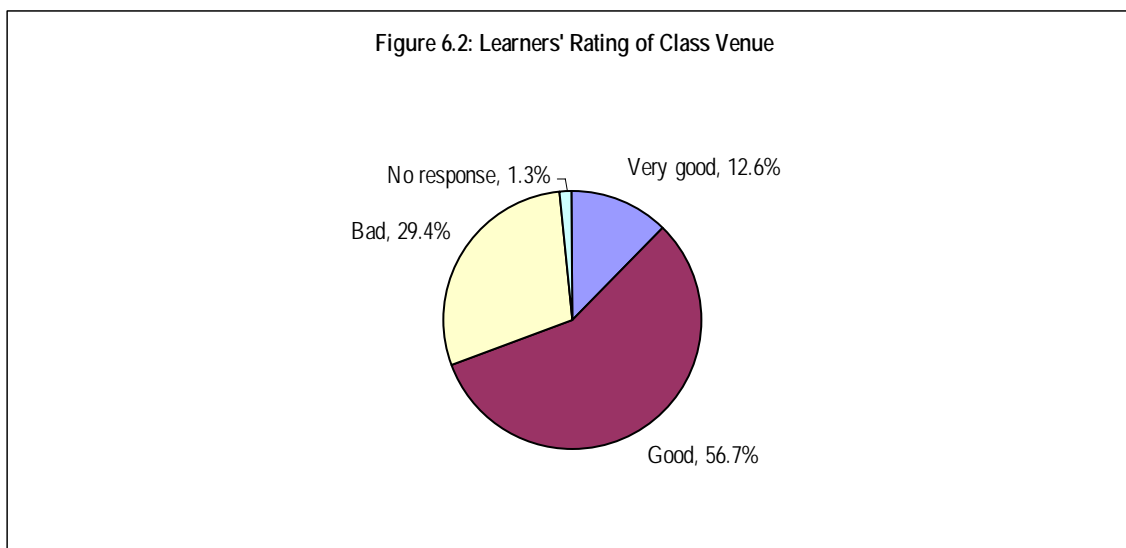
#### Venues

There are no specific venues formally designated for youth and adult literacy education. Classes are held wherever the instructors and learners find it viable and practical to hold the classes. The instructors interviewed hold classes in: *churches/mosques* 33%; *Sector offices* 26%; *school classrooms* 13%; *under a tree* 13%; *special shelters* 6%; *someone's home* 4% and others 4%. Figure 6.1 show the venues where the classes are held disaggregated according to the agency or organisation offering the programme. The Churches and faith-based organisations, as would be expected, use mainly churches for the classes. However, all providers use churches to some extent. Next to the churches the most frequently used premises are the Sector offices, which are also used by all the providers. Only some of the providers use school classrooms. The Catholic Church and the other organisations that do not use school classrooms, are the ones that hold many of their classes under a tree.

Figure 6.1: Class Venue by Programme Owner



Both the instructors and the learners were asked to rate the venue where the classes were held. Only 24% of the instructors rated the venue as appropriate and only 8% as very appropriate. The main reasons they gave for the venue not being appropriate were poor equipment and uncertain accessibility. The learners' rating of the venues is given in Figure 6.2. Their rating of the venues is higher than the rating by the instructors, possibly because they do not see the many defects that the instructors, with their wider exposure, are able to see. Still, with about 30% rating the venue as bad, there is no doubt that the state of the venue affects their learning.



The reasons given by learners for their rating of the class venue were partly the lack of a *classroom* (16.8%), inadequate *building* (12.2%) but mainly the lack of *equipment* (87%). Here their reason coincides with that of the instructors and confirms that equipment of the literacy centres is a source of great dissatisfaction. Many adult literacy centres lack the minimum conditions necessary. Those held under a tree, of course, lack even the basic shelter apart from the shade provided by the leaves. In other cases, only the shelter is available.

Only 13% of the instructors interviewed use *schools* as adult literacy centres. The main complaint they had about the schools is their *unavailability* at times that are convenient to adults. It seems that if schools are to become a more used venue for youth and adult literacy programmes, there would have to be modification in the school culture, regulations and programmes. This may be possible but rather difficult, given the situation where some of the schools are now forced to run double shifts to have adequate space for their large enrolment.

### 6.4 Equipment and Materials

It has already come out of the responses on the class venue that the biggest problem felt by both instructors and learners is that they are poorly equipped. More specifically, information obtained from the instructors on the availability and suitability of equipment and materials is displayed in Table 6.3.

**Table 6.3: Availability and Sufficiency of Equipment and Materials as Reported by Instructors**

Item	Availability	Sufficiency
Blackboard	93%	33%
Chalk	78%	22%
Benches	60%	25%
Teachers' guide	80%	23%

#### *Teacher's guide*

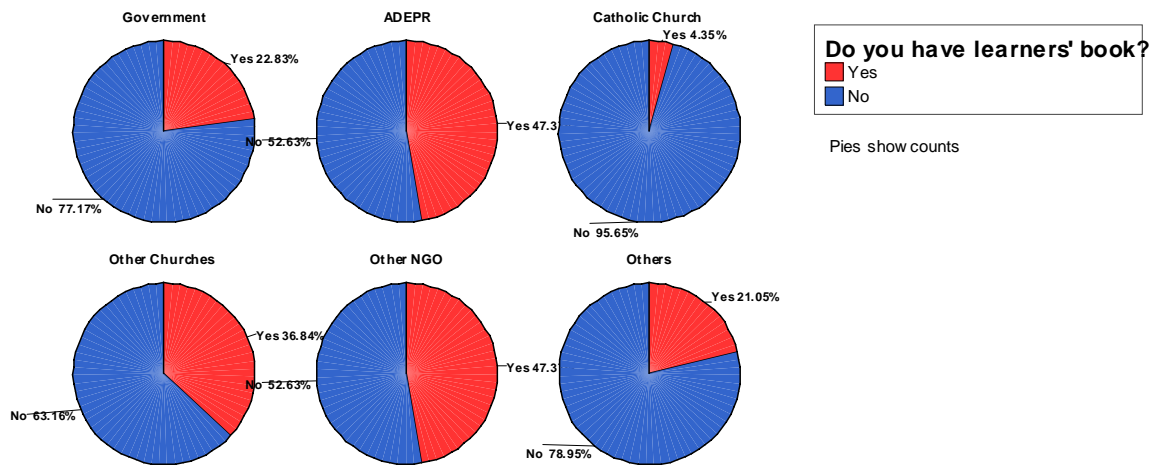
Although 80% of the instructors reported that they had access to some form of teacher's guide that they use in class, it would seem that they do not have access to the guide on a full time basis. That may explain why only 23% of them said the teachers' guides were *enough*. In addition, only 18% of the instructors said that they find the guide *appropriate*. It is also

interesting to note that 87% of the learners reported that their instructors use some printed book while teaching them.

**Learner's primer**

On the other hand, few learners have access to the learner's book, the primer. According to the learners' responses (see Figure 6.3), availability of primers is lowest in programmes offered by the Catholic Church and the Government. Several NGOs have the highest availability mainly because they produce their own primers. Also, many partners use the government primer - *Gusoma, Kwandika No Kubara* (there is a book for the teacher and a book for the student) - initially produced in 1997 with support from UNESCO, UNICEF and the Norwegian Refugee Council. However, overall only 29% of the learners have a learner's book or primer. Of these, only 12% use the book alone, the others have to share, with up to 6 others and in one case up to 30 others! The materials used by the learners are well rated: 17% of the instructors find them very interesting, 39% interesting but 23% find them not interesting; 64% find them easy or very easy to use.

**Figure 6.3: Availability of Primer by Programme Provider**



**Supplementary reading materials**

Only 23% said they had (supplementary) reading materials, but only 7% said they were adequate, and 4% that they were appropriate. A few centres have access to some *newspaper*, especially *Imvaho*, the national newspaper. Newspapers in Rwanda have a great potential because of the fact that everyone speaks one language, Kinyarwanda. As revealed earlier by the potential learners, the majority of them want to learn to read because, above all else, they are interested in reading newspapers. Inadequacy of instructional and reading materials is a great obstacle. It is not possible to learn or use literacy without good interesting materials to use for learning to read and to read for learning and leisure.

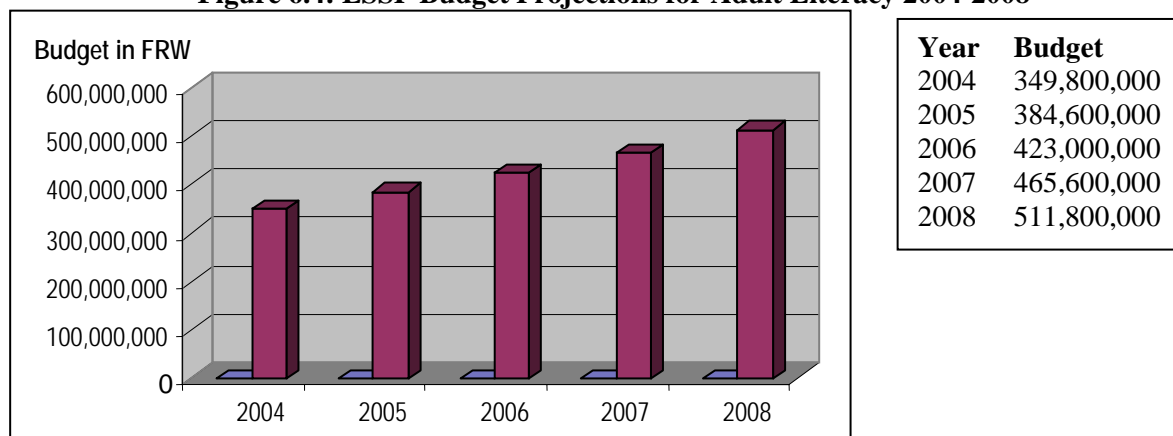
**6.5 Financing for Literacy**

Rwanda's Education Sector Strategy Plan -ESSP (2004-2008) has an encouraging financial projection for adult literacy. This budget for adult literacy under MINEDUC is not to be used for implementation of activities in the field but for materials production, training of trainers, monitoring and other activities at the central government level. In spite of this budgetary allocation, during 2004 no adult literacy materials were produced. The actual money was not

made available. The high expectations and goals that the country is putting into developing a policy and strategies for youth and adult literacy, require that budgeted money be available.

The money for implementation of activities in the field is disbursed directly from the Ministry of Finance to the provinces and districts. How exactly this money is channelled for the implementation or how much will in fact be disbursed for youth and adult literacy implementation, remains unclear and needs to be fully clarified. Indications from the field are that there is very little government expenditure on literacy in the districts. In fact, instructors in most government programmes receive no or very little remuneration, if any (see Chapter 8); as already stated, classes are very poorly equipped; only very few learners have access to primers; and there is little supervision and monitoring of literacy activities (see Chapter 5).

**Figure 6.4: ESSP Budget Projections for Adult Literacy 2004-2008**



Some of the non-government providers seem to spend more per unit on youth and adult literacy provision than the government does. Here too the figures are not readily available although some effort was made to obtain information on finances from the 12 sampled partner organisations.

Without an idea of the amount of money available for implementation of activities, and of its effective allocation to the various components and levels, it is not possible to assess the financial capacity available for meeting the proposed literacy challenge. What is presented here is an estimation based on experience in neighbouring African countries.

A very detailed comprehensive costing of the adult literacy programme in Uganda in 1999 came to the conclusion that, “The realistic annual recurrent costs of a sustainable programme, with reasonably committed and qualified instructors, would then be about US\$14 per participant per year” (Okech et al 1999:170). That figure was calculated on an annual enrolment of around 150,000 only; a higher enrolment would benefit from the economies of scale and make the unit cost cheaper. It is a figure that would ensure modest but adequate instructional equipment and materials and a modest incentive for the instructor, who should have received adequate training for the task.

The conditions in Rwanda are, of-course, not exactly like those in Uganda, but there are similarities. At this stage, one must also consider the fact that there will have to be a significant amount of initial investment as the youth and adult literacy programme is scaled up and initial training of trainers and instructors is carried out. With all that, one could still



reasonably put the unit cost per learner spread over the five years at an average not much higher than the US\$14, raising it to, perhaps, US\$15 (RWF 8500) per learner per year.

If we assume that the funds that are available from central and local government for the direct implementation of youth and adult literacy provision is at least as much as that budgeted for the activities through MINEDUC, then at the highest point in 2010 there would be RWF 1,000,000,000 for youth and adult literacy. At the rate of 8500 per learner, that government budget would cover only about 120,000 learners.

Assuming that the partners continue doing as much as they are now doing, that is, about 50% of the total intervention, then the number of learners per year could be doubled to 240,000 per year, making a total of 1,200,000. (Incidentally, this is the number that the Uganda programme, currently funded under the country's Poverty Action Fund, has been able to make literate over a period of 10 years!)

For Rwanda to be able to make 400,000 youth and adults literate per year at the cost of RFW 8500 per learner would require an overall annual budget of RFW 3,390,000,000 for youth and adult literacy provision. How much of that would the government be able to allocate and how much would the partners be able to contribute?

## **CHAPTER 7: LEARNERS AND THEIR PARTICIPATION IN CURRENT LITERACY PROGRAMMES**

### **7.1 Learners' Characteristics and Reasons for Joining the Literacy Programme**

#### ***Gender***

Women often constitute the majority of illiterates but also the majority of learners in adult literacy centres in developing countries, and Rwanda is no exception. While women's illiteracy rate remains higher than men's (52,3% according to the Household Living Condition Survey, 2000), female learners constitute 58.8% of the survey sample, compared to 41.1% who were male. This was quite representative of the gender ratio among the total learner population in the country as revealed in the statistics (2005) from the 11 provinces that provided gender-disaggregated data, which showed that 60.36% of the learners were women, while 39.64% were men. This participation pattern reflects also to a great extent the distribution of illiteracy among the population of Rwanda.

#### ***Age***

Table 7.1 presents the distribution of the learners by age groups. The great majority of the learners (about 50%) fall in the category of the youth as defined internationally (15-24 years of age), while by the classification used in Rwanda of youth (15-34 years of age) youth would constitute about 75% of the sample. Therefore, and although the programme is currently known as Functional Adult Literacy, it was decided to refer to it as Functional Literacy for Youth and Adults. Even if one were to consider youth as a sub-category of adults, the explicit reference to youth should help planners to keep in mind youth specific requirements.

Learners beyond 35 years of age constitute a considerable 25%, and are concentrated especially in the 35-54 age span, so their educational demand cannot be dismissed. Also, there are students that are younger than 15 years and although in the sample they represent less than 1%, in many literacy centres visited one may find adolescents and even children as learners.

**Table 7.1: Age Distribution of the Learners**

n = 241\*

Age in years	Frequency	Percent	Cumulative Percent
Less than 15	2	0.8	0.8
15-24	116	48.7	49.6
25-34	63	26.5	76.1
35-44	38	16.0	92.0
45-54	15	6.3	98.3
55 and above	4	1.7	100.0
Total	238	100.0	

\* 3 responses were not valid

***Marital status***

Slightly over half of the learners were married (52.6%) and had children (51.9%). With about 50% of the sample below 25 years of age, this percentage of the sample not married should at first sight not be surprising. However, one hears and reads so much of early marriages in Africa, especially among the poor, that the rather high percentage not married that is revealed by this statistic turns out to be interesting.

***Prior school attendance***

A significant percentage of the learners interviewed had ever been to school (42.3%), but mostly up to Primary 3 (36.9%), while the remaining 5.4% had gone beyond that, but the highest had gone up to Primary 6. Over half of those who had attended school had left it more than ten years earlier. The likelihood was therefore that the little literacy they had acquired in those few years of primary education may have eroded with the passing of time and the lack of effective use of such literacy skills.

Some of the other characteristics of the learners were presented in Chapter 3 beside those of the potential learners for comparative purposes. The comparison, as discussed there, showed more similarities than differences.

***Reasons for joining the literacy class***

The reasons given by learners for joining the literacy class correspond to a great extent to the reasons given by potential learners for wanting to learn. About the same percentage of the learners (68.1%) said they joined the literacy class to know how to read and write, as that of the potential learners who wanted to learn to read and write before everything else (71.7%). Other reasons the learners gave that are similar to those given by potential learners were to “get out of ignorance” (10.9%) and to “refresh” their knowledge (8.4%). As discussed in Chapters 3 and 5, it is interesting to note that the more instrumental reasons like to be able to get a job (8.4%) come much lower in the general expectations of learners.

The discussion in Chapter 5 showed how the response to the question on what more the learners wanted to learn reinforced this preoccupation with wanting to learn to read and write as it was, there too, the most frequently mentioned.

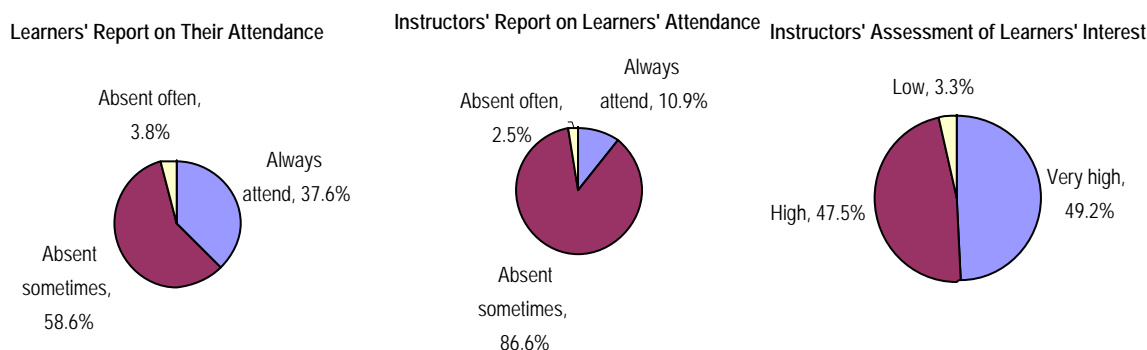
**7.2 Learners’ Participation and Learning Experience**

***Learner’s attendance of class***

According to the instructors’ assessment, learners are interested in learning, and attend regularly. On their part, 99.6% of the learners reported that they enjoy learning and attend

regularly. The instructors' assessment of the learners' interest and the assessment of learners' regularity in attendance by themselves and their instructors are displayed in Figure 7.1.

**Figure 7.1 Learners' Attendance and Interest as Assessed by Themselves and their Instructors**



As would have been expected, learners rate their attendance higher than instructors rate them. This is not only because the learners may be more generous to themselves but also because the instructors rate the whole class while the learners rate their individual attendance. Whereas the same individuals may not be frequently absent, some will often be absent. Looking at the whole class, therefore, the instructor is right to say that learners are often absent, even though the individual learners may only be occasionally absent.

**Reasons for absenteeism**

Even though very few instructors report that learners are always present, they still overwhelmingly rate the learners' interest as very high or high. They see the frequent absenteeism among the learners not as due to lack of interest but due to other reasons which they spelled out and which are discussed below. Table 7.2 shows an interesting difference between the instructors and learners in assessing the reasons that make learners absent from classes. The instructors rate *family commitments* much more highly than the learners. *Illness* is mentioned by about the same proportion of the two groups, although slightly more by the instructors. A much higher percentage of the instructors mention *poverty* than that of the learners. It is also interesting that instructors come out with several more reasons than those mentioned by the learners themselves. One assumes that the reasons the instructors gave for learners' absence is what they had been told by the learners. They may have been able to come out with more reasons because they are exposed to more learners than those sampled.

**Table 7.2: Reasons for Learners' Absence from Class According to Learners and Instructors**

Reasons given by learners		Percent	Reasons given by instructors		Percent
1.	Illness	37.4	1.	Family commitments	45.0
2.	Family duties	18.5	2.	Illness	43.3
3.	Too much work	10.5	3.	Poverty	18.3
4.	Survival reasons	7.1	4.	Earning a living	14.2
5.	Poverty	5.0	5.	Agricultural seasons	7.5
6.	Rain	1.7	6.	Social problems	5.0
7.	Other reasons	5.9	7.	Discouraged by others	2.5
			8.	Official duties	1.7
			9.	Other reasons	18.3

**Drop out**

Similar reasons were given by the instructors for learners dropping out of the programme as those given for their absences: *poverty, family and social duties, illness, migration, looking*

for a job and discouragement by neighbours. In addition 7.5% mentioned girls getting married, 10% lack of monitoring and three mentioned lack of a learning room as some of the causes for learners dropping out of the programme. Unfortunately, no statistics were available for completion and drop out rates. There were also no statistics for the programme over the past few years from which one could calculate the completion and drop out.

**Learners’ interest and joy to learn**

The reasons given by the learners why they said they enjoy the adult literacy class are presented in Table 7.3 side by side with the instructors explanation of why they rated the learners as interested in learning or not.

**Table 7.3: Learners’ Reasons for Enjoying Class & Instructors’ Explanation of Learners’ Interest**

Learners’ reasons for enjoying learning		Percent	Why instructors rate learners as interested in learning or not		Percent
1.	I can avoid embarrassments	25.6	1.	They are eager to learn and know	45.8
2.	I am coming out of ignorance	18.5	2.	They admire reading and writing	16.7
3.	The learning helps in my daily life	17.6	3.	They want to emulate others	7.5
4.	I gain something new (daily)	8.4	4.	The lessons are interesting	4.2
5.	Can read direction signs	7.6	5.	They lack motivation	4.2
6.	Can write letters to friends	6.7	6.	They expected more	3.3
7.	Able to exchange ideas	4.2	7.	They like their teachers	1.7
8.	Able to solve business problems	3.8	8.	The learning is free	1.7
9.	Can count my property	1.3			

The reasons given by the learners show that they enjoy the class not because of the class itself but because of the learning and the *benefits that accrue from the learning*. Their joy is not linked so much to material benefits but to *educational, social and psychological benefits*. The instructors also gave responses along the same lines apart from the very few who said the learners are interested because the lessons are interesting or because they like their teachers.

A few instructors said the learners’ interest was low. They explained that the learners lack motivation and expected more. Although mentioned by only a few people each time, the point of *unfulfilled expectations* was raised several times and may therefore be useful to keep in mind and probe further when planning future programmes.

**What is easy or difficult to learn**

The learners were also asked what they found easy or difficult to learn. The responses are displayed in Table 7.4. **More learners find reading and writing easier to learn than numbers. Also, writing is considered more difficult than reading.** Quite a number of learners find everything easy, while a very few find nothing easy.

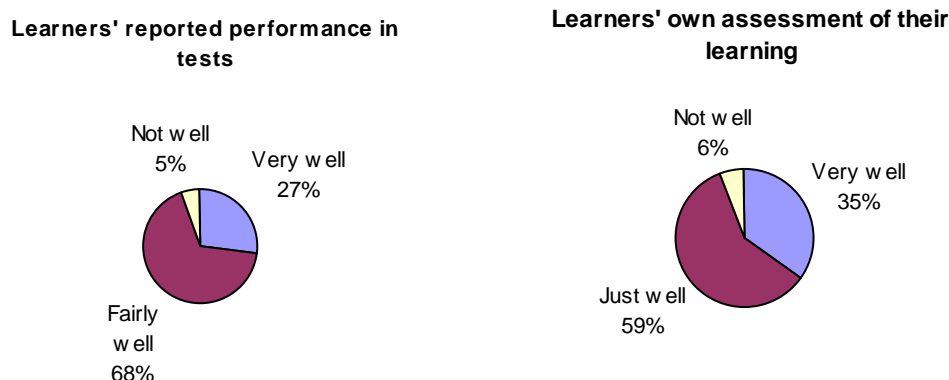
**Table 7.4: What Learners’ Reported Finding Easy or Difficult to Learn**

What learners found easy		Percent	What learners found difficult		Percent
1.	Read and write	26.5	1.	Numbers	36.6
2.	Read only	21.4	2.	Writing only	21.8
3.	Numbers	17.6	3.	Nothing	12.8
4.	Everything	13.4	4.	Reading only	6.3
5.	Kinyarwanda	13.0	5.	Read and write Kinyarwanda	5.5
6.	Nothing	2.5	6.	French	3.8
7.	Religion & culture	2.1	7.	Reading and numbers	2.1
			8.	Everything	1.7

*Learners' satisfaction with their performance*

The learners are on the whole satisfied with their performance (see Figure 7.2)

Figure 7.2: Learners' Own Self-Assessment and Assessment through Tests



The learners felt they were learning very well or fairly well. They were able to report the benefits from their participation in the literacy programmes as presented in Table 7.5. Asked whether what they had learnt had helped them, 85.5% of them said it had helped and they were able to explain how it had helped them (see table 7.5) beside the benefits of participation that they had mentioned. The learners see the main benefits as being able to read, write and calculate and the resulting skills in reading and writing as *helping them in their daily life* and *enabling them to move out of ignorance and deepening or improving their knowledge*.

*Perceived benefits from literacy*

This appreciation of learning to read and write is in harmony with what they gave in answer to related questions already discussed: what they want to learn and why, whether they enjoy learning and why and what more they would like to learn. Their interest in having the knowledge and skills to read, write and calculate is consistent before, during and after the learning. **The benefit they see in this is not linked to new occupations or positions but rather to freedom and improvement in knowledge to enable them perform better in their daily life, especially socially.** This is an important signal for the kind of functional literacy that should be promoted.

Table 7.5: Learners' reported benefits from participation in literacy class

Benefits from participation	%	How what has been learnt helps	%
1. Can read, write and calculate	66.6	1. Provides me skills in reading and writing	48.5
2. I know the letters of the alphabet	10.4	2. Helps me in my daily life	12.4
3. My knowledge has deepened	9.5	3. My knowledge is improving	10.8
4. Self development	3.3	4. I am coming out of ignorance	8.3
5. I learn the topics	2.9	5. The world is open to me	7.1
6. The centre is a meeting place	2.5	6. I can do calculations	5.1

*Learning conditions*

The study also sought learners' views on the conditions under which they learn. On the whole, as discussed in Chapter 8, they highly *appreciate the work of their instructors*. Generally, they also *approve the time the classes are held*. The main reason for this is that the time is of their choice. The practice in practically all the programmes is that the instructors

decide together with the learners on the days and times when the classes should be held. The learners accordingly explained that the time fits well with their free time, it is a time when they have completed their agricultural field work and it does not take a lot of time after all. In a few cases, however, the learners are not quite satisfied with the timing and suggested that it would be better in the afternoon and that the time is not enough.

**Literacy venues**

There was much less satisfaction with the places where the classes are held. 30% of the learners rated the place they held the class as *bad* mainly because of the *lack of equipment* and, in some cases, *lack of a building*, so that the classes are held under a tree. Those who appreciated the place the class is held similarly said that it was because it was well equipped. The serious inadequacy of equipment in the literacy centres was already discussed in Chapter 6. This has negative implications on both teaching and learning conditions.

**CHAPTER 8: LITERACY INSTRUCTORS AND THEIR PERFORMANCE**

**8.1 Literacy Instructors' Characteristics**

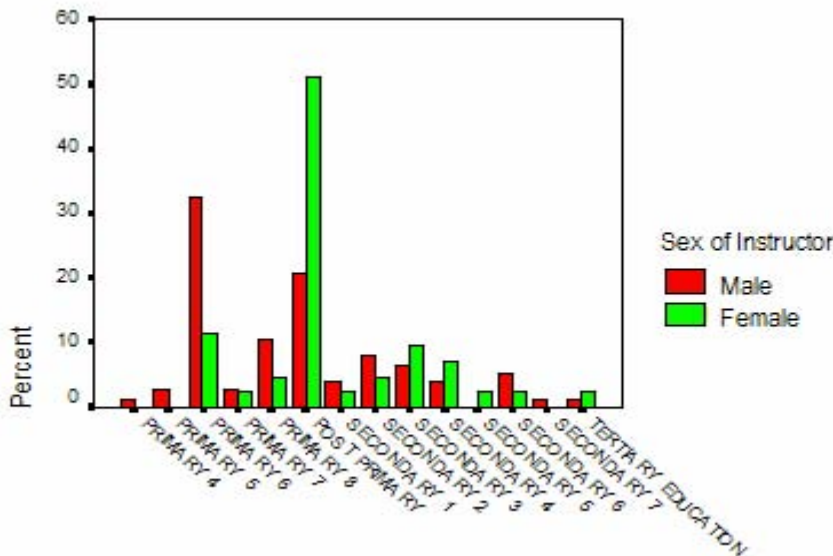
**Age and gender**

Literacy instructors in place are mainly *young people*: the cumulative percent at age 30 is 27%, at age 35 is 45% and at age 40 is 60%. While the majority of the learners are women, the majority of the instructors are *men* (64%). This is probably due: a) the lower educational levels among women and b) their greater involvement in domestic work, which makes it more difficult for them to seek employment or render regular service outside the home.

**Educational level**

The educational level of the instructors is on the whole *low*. Almost 40% of them completed only *primary education*, with another 30% completing some form of post primary vocational or professional training. The rest had secondary education, except for two individuals with tertiary education. Primary schooling, especially when the whole cycle is not completed, is not an adequate general education base for a functional literacy instructor, unless supplemented by substantial specific training and stimulus for ongoing learning.

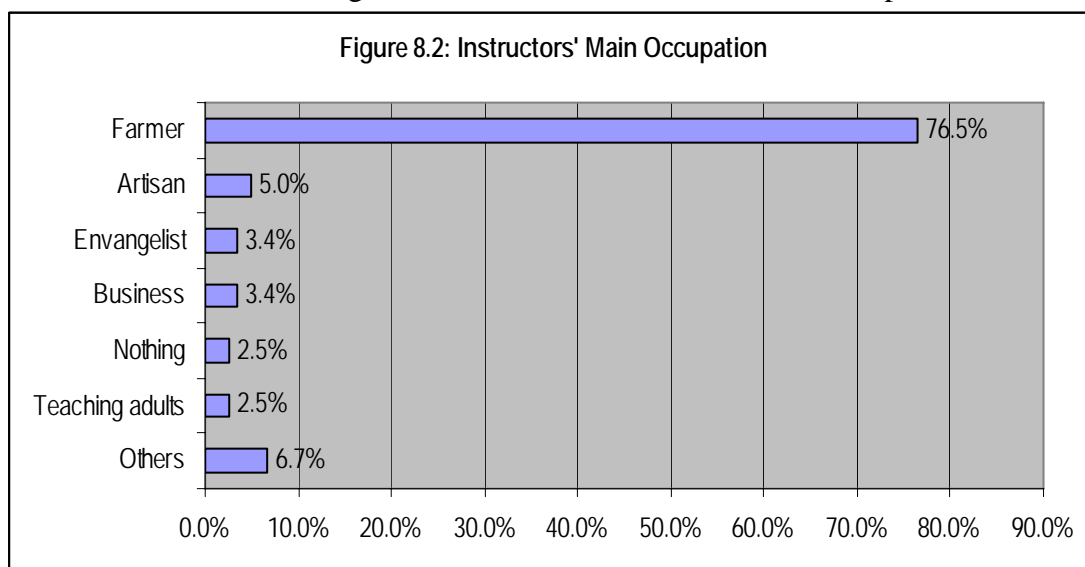
**Figure 8.1: Instructors' Highest Level of Education by Gender**



Most of the instructors had attended some course or training. Training for adult education featured highest among the training they had attended; other courses included technical training, courses related to HIV/AIDS, governance and human rights, unity and reconciliation, and family planning. Most were short courses lasting only a few days or weeks. Many instructors had attended more than one such course or training.

**Occupation**

The great majority of the literacy instructors are *farmers*, which in their case means small-scale cultivators farming mainly for subsistence. The farming percentage among them, 76%, falls between that of the learners at 80% and potential learners at 73%. (see Figure 8.2). In this, therefore, the instructors are not different from their learners and suffer the same constraints of subsistence agriculture in Rwanda, as discussed in Chapter 3.



Asked what other activities they carried out, the few who indicated they had other activities came out with activities similar to the above. Farming was mentioned by 17.5%. By coincidence the same percentage of 8.3% mentioned *business*, *artisan work* and *evangelism* as their other activity. A significant 27.5% said they did not have any other activity, while 6.7% mentioned teaching adults as their other activity.

**Radio, television and cellular phone**

To understand the instructors' socio-economic conditions better, the survey asked them about ownership of radio, television and cellular phone: 91.3% own a radio, compared to about 40% of the learners and potential learners;<sup>13</sup> 13.2% own a cellular phone;<sup>14</sup> 6.7% own a television, but even that should be quite high by the national average.

<sup>13</sup> This was also confirmed in our visits to communities and literacy learning centres, while talking and asking directly to people. Owning a radio in Rwanda remains evidently a socially stratified issue, unlike other countries (such as many in Latin America and the Caribbean) where radio is widely extended among the population and the poor, in both urban and rural areas.

<sup>14</sup> Cellular phones are common and their numbers increasing in Rwanda, especially among middle-income sectors, especially due to the weak regular telephone infrastructure in the country. According to UNDP's Human Development Index, by the year 2002 (last data available) Rwanda had 3 telephone lines for every 1,000 people and an average of 14 cellular phones for every 1,000 people. (See [http://cfapp2.undp.org/hdr/statistics/data/rc\\_report.cfm](http://cfapp2.undp.org/hdr/statistics/data/rc_report.cfm)) The availability of cellular phones has increased and continues to increase in the past few years.

**Computers**

Only 5.3% of the instructors said they could use the computer. Considering that only one learner of the sample had ever used a computer and only 11.6% of the learners even knew what a computer is, Rwanda’s Government goal of promoting the use of computers as a driving force in Rwanda’s development will require a major effort to be realised.

**What instructors read and write**

An overwhelming majority of the instructors do some reading and writing that is not part of their teaching (see Table 8.1). Because of the many different types of information that was already being sought from them, the study avoided to prolong the interview by asking about the frequency of their reading and writing. However, their high interest in reading *newspapers* suggests that if they had regular access to newspapers they would read them.

**Table 8.1: What Instructors Read and Write**

n = 120

Reading		Writing	
Books	79.2%	Letters	64.2%
Newspapers	78.3%	Reports	35.0%
Letters	70.8%	Poems, stories, songs	15.0%
Leaflets	68.3%	Lessons	10.0%
Other	23.3%	Other documents	
	10.0%		

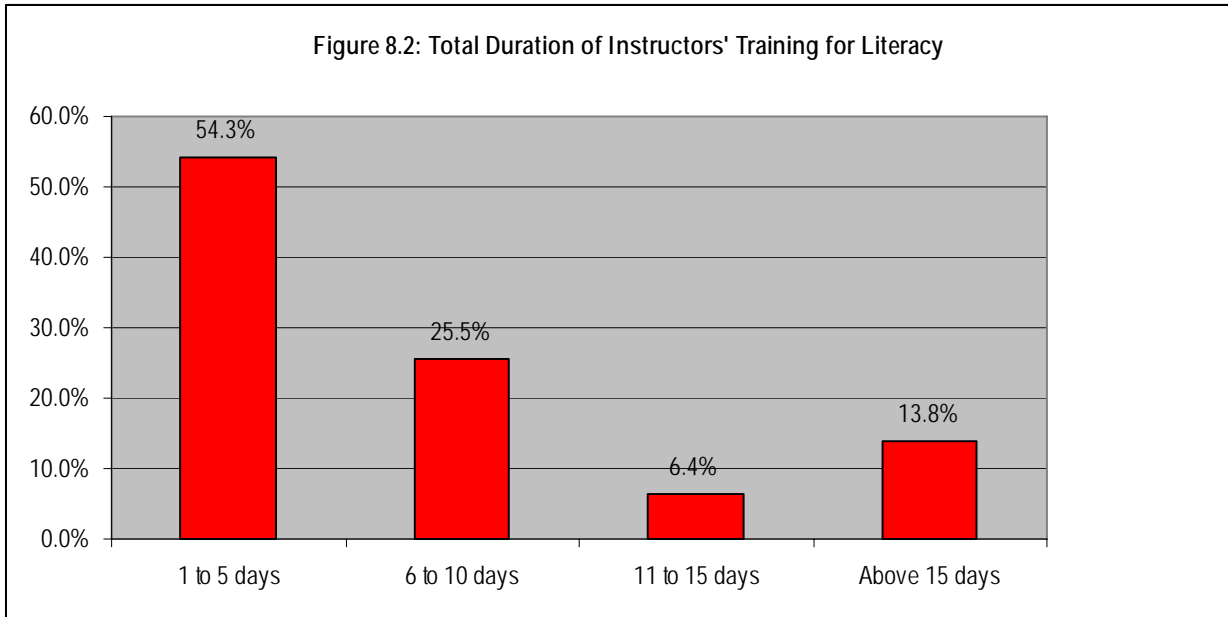
As expected, reading and writing practice among the instructors is significantly higher than among the learners (see Chapter 3). If the instructors read and write, it is more likely that they will encourage the learners to do the same. The main reasons they gave for deciding to volunteer to teach literacy show that the instructors are people who value reading and writing.

**8.2 Instructors’ Training for Literacy Work**

Good literacy instruction, and youth and adult instruction specifically, require trained instructors in the necessary knowledge and skills. It is therefore gratifying to learn that 80% of the instructors had received some specific training for teaching adult literacy. However, the training received lasted only up to 5 days for the majority, up to 10 days for about 25% and only very few had received training above 15 days (see Figure 8.3). This figure presents the cumulative duration of the training that the instructors had ever received, not only the initial. The findings in fact show that there is very little follow-up training.

The study found that the government had provided only 22.5% of the training received by the instructors. The remaining 77.5% of the training was provided by Churches and non-governmental organisations engaged in adult literacy. In fact, many of the instructors in government-run literacy centres have not had any training at all.

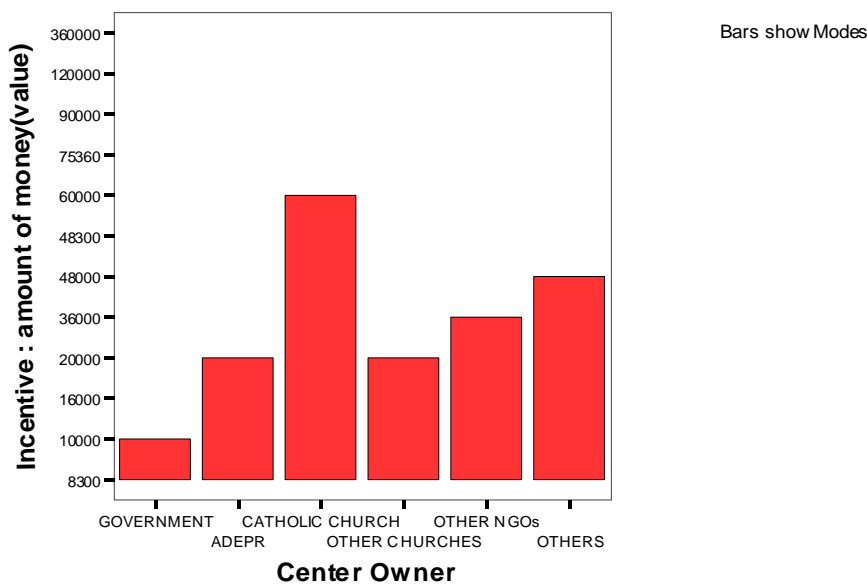




### 8.3 Instructors' Motivation and Incentives

Illiterate youth and adults are taught largely by unpaid volunteers. Only 23% of the instructors interviewed receive any *incentive*: 16.7% receive a *cash income* and 52% of these receive only up to 20,000 FRW per year. Figure 8.4 shows the average amount paid by the different organisations that remunerate the instructors in cash, often because they count on external aid. The difference between instructors working under government and under NGOs is problematic. This was discussed in meetings with NGOs, which often provide such incentive and are thus in a better position to attract, retain and train their instructors. There are also important differences within the non-governmental sector (see Annex). Providing an incentive to all instructors working for government centres was a recommendation done by the research team. This must thus be included in the cost estimations for literacy over the next 10-15 years.

**Figure 8.4: Amount of Money Paid to Instructors by Programme Sponsors**



**Work satisfaction**

Although few instructors receive any incentive for the work, and where they do it is so little, yet 63% of the instructors said they are very happy with the work, 29% said they are happy while 8% said they are a little happy. The study tried to understand better what motivates instructors to undertake this voluntary work and what makes them happy about it. Table 8.2 gives the reasons why they undertook the work in the first place side by side with the reasons why they feel happy with it.

There is some correspondence between the reasons given for having decided to teach the literacy class and those for being happy with the work. Practically the same percentage of instructors gave the responses of *fighting illiteracy* and *promoting development* to both questions. The reason given by most instructors for having decided to teach literacy, that is, helping others, does not reappear in the reasons for their happiness with their work. Instead the main reason for happiness with their work is that they are *proud of their achievements*. Some of these achievements are of course that they have helped others, but it is interesting that this is not specifically mentioned.

**Table 8.2: Instructors Reasons for Deciding to Teach Literacy and for Happiness with the Work**

		n = 120	
Reasons for deciding to teach	Percent	Reasons for happiness with the work	Percent
1. Help others	40.8	1. Happy with achievements	42.5
2. Fight illiteracy	25.0	2. Fighting illiteracy	25.0
3. Promote development	15.0	3. Promoting development	16.7
4. Patriotism	10.8	4. Social relations	7.5
5. Was requested	8.3	5. Lack of job	0.8
6. Evangelism	4.2	6. Others	24.2
7. Hobby	3.3		
8. Others	3.3		

At first sight some of the reasons given may seem too noble and selfless to be genuine. However, the fact that the majority of these instructors have taught for years without any material or financial remuneration gives great credibility to these noble reasons. They would not have persisted if their motives had been based more on the material expectations. **There is thus a strong volunteer spirit that deserves to be further strengthened by some incentive.**

Incentives must be thought of since 77.5% of the instructors mentioned no rewards as the personal problem they meet, and 40% said government should reward them or pay a regular salary. Let us remember that these instructors are people who are not very well off materially; many of them are young people with growing families to take care of. It is not therefore easy for them to be seriously committed to providing good quality literacy education when the time spent on the work does not help them to improve their living conditions and provide more adequately for the needs of their families. Concern should not only be with the fact that they teach but also at the amount and quality of commitment they put into the work. Information related to these concerns is presented in the next section.

**8.4 Instructors' Participation and Performance**

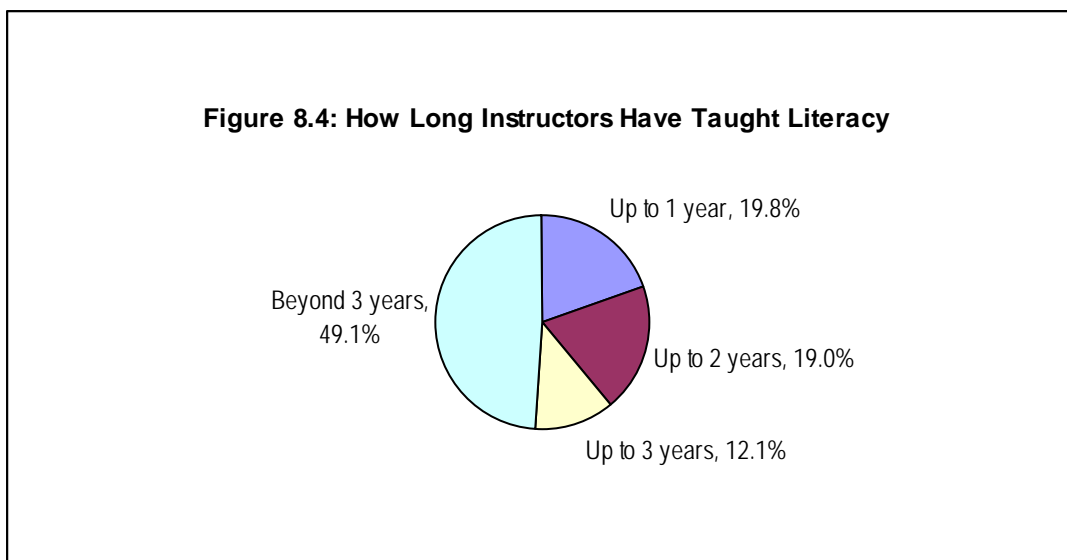
Some programme managers mentioned a problem of a high turn over rate among the instructors. Figure 8.5 does not, however, indicate this as a big problem going by the high percentage of instructors who have taught for over three years; only 20% of the sample had

taught for one year or less. This seems to suggest a significant account of continuity and a sign of commitment to the task on the part of the instructors.

**Attendance**

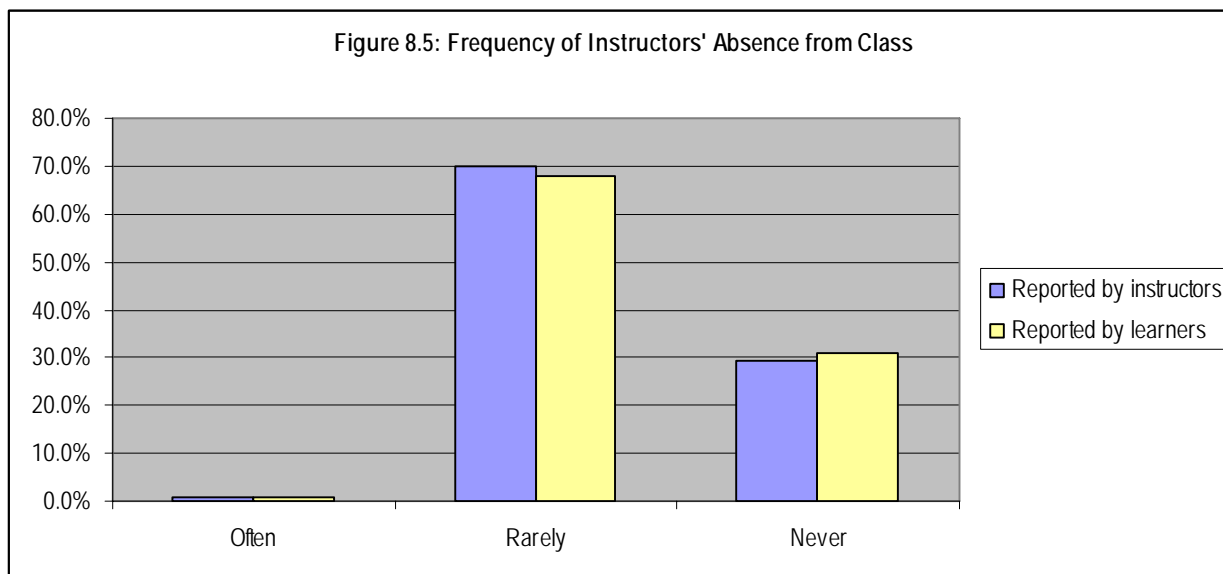
The commitment is also manifested by the *regularity of their attendance* to their class duties. To cross-check the information given on this by the instructors themselves, the learners too were asked about the regularity of their instructors. The rating given by both groups is amazingly similar (see Figure 8.6). Although the question was put differently to the two samples, the responses have been harmonised for comparison. The instructors were asked how frequently they miss teaching and the responses categorised as often, rarely and never; while the learners were asked to rate the regularity of their instructor’s attendance and their responses categorised as bad, good or very good. Where the learners rated their instructor’s attendance as bad this was interpreted as the instructor being absent often; where the rating was good, this was interpreted as the corresponding percentage of rare absence; while a very good rating was interpreted as the corresponding percentage of never absent.

**The almost perfect agreement between the responses from the instructors and learners on the instructors’ attendance seems to confirm the genuine quality of the responses and high degree of regularity in the instructors’ attendance.**



**Absenteeism**

The main reason that the instructors gave for absence is *illness*, mentioned by 47.5% of them. This was followed by *family commitments* (16.7%) and *official duties* (15.0%). *Ceremonies* were mentioned by 9.2% and *rain* by 2.5%. The low percent mentioning family commitment could be partly explain by the fact that the larger percentage of the instructors is male.



**Performance**

Learners were asked to rate their instructors also in other aspects of their performance, specifically: their teaching style, ability to make the learning interesting and relationship with the learners. The instructors scored highly in all three cases (see Table 8.3).

**Table 8.3: Learners' Rating of their Instructors**

n = 241

	Teaching style	Making lesson interesting	Relationship with learners
Very good	63.9%	63.4%	77.3%
Good	34.0%	34.9%	21.0%
Bad	1.7%	0.8%	0.8%
No response	0.4%	0.8%	0.8%

The information about the instructors' performance shows that they are committed to the work and perform to the learners' satisfaction. This does not necessarily mean that they are providing good quality instruction. The learners may not be in a position to assess that properly. The few sessions that the researchers were able to observe briefly suggested, as discussed in Chapter 5, that the literacy methodology used is not appropriate, and that it is very similar to that used to teach reading to children in schools, which is often also inappropriate. Obviously, if instructors have had very little, if any, specific training for facilitating adult learning, they can only fall back to what they themselves were exposed to in school. **What the instructors possess abundantly in commitment is therefore most likely seriously undermined by lack in professional training for adult literacy education, thus calling for enhanced training efforts.**

**CHAPTER 9: CURRENT PROVISION AS A RESPONSE TO THE LEARNING NEEDS AND DESIRES**

**9.1 Programme arrangements**

Literacy education for youth and adults in Rwanda is offered in a ratio of about 1:1 by Government and other organisations, following approaches that differ in varying degrees among the different providers. There are no standard formal arrangements being used in the

country, even by the government providers since the actual implementation is decentralised and the roles played by the central and provincial or district governments is not clearly spelled out. There is, moreover, no evidence that the central government that should provide the guiding policy, supervise and monitor the programme is seriously involved. The programme was newly transferred to MINEDUC (from MINALOC) and is still in the process of settling down in its new place. The inadequate supervision was noted by both learners and instructors.

### *Resources and venues*

Very limited resources are provided for literacy education. In Rwanda and elsewhere it is traditionally assumed that teaching and learning for adults can be organized in any place that the learners and their instructors can access. Many of the venues that are accessible are very inappropriate, lacking even the basic facilities like a shelter. They are poorly equipped and lack instructional materials. The lack of facilities, equipment and materials is greatly lamented by the learners. Even the potential learners are apprehensive that the lack of materials would be one of their problems if they started participating in learning. There is no doubt that lack of facilities, equipment and materials significantly affects both teaching and learning.

### *Learner's satisfaction with their instructors*

The learners are otherwise satisfied with other aspects of the learning arrangements. They rate their instructors as *good* or *very good*. There seem to be no problems that arise from the fact that the majority of the instructors are male and yet the majority of the learners are female. The potential learners also indicated that they would be happy to be taught by whoever is qualified: anyone with adequate knowledge who can help them.

### *Learner's satisfaction with the schedules*

The learners are also happy with the arrangements for the days, the duration and the times of the day when the literacy classes take place. They particularly appreciate the fact that they are given the opportunity to make the choice of days and hours for classes. This enables them to choose the days and times when they are least engaged in other activities and to agree on time that is just enough for them. It is not surprising that the number of days per week and hours per day that the literacy classes are held corresponds to the days and hours preferred by the potential learners.

### *Discrepancies between educational supply and demand in terms of contents taught*

As discussed in Chapter 5, apart from reading, writing and numeracy, there seems to be a discrepancy between what is taught and what the potential learners reported that they want to learn or to read and write. The responses the current learners gave about what more they are again rather different from what the instructors reported that they taught. The discrepancy may not be very serious considering the fact that the greatest learning desire is for reading and writing. Nevertheless, it is notable and may be a sign of insufficient consultation with the potential learners and learners with regard to contents of the literacy programme. **The learning desires for the potential learners (Chapter 4) and for the learners (Chapter 5) indicate the need for more consultations with the learners in designing the programme curriculum.**

## **9.2 Programme achievements**

### *Statistics availability*

It has not been possible to establish the quantitative achievements of the literacy programmes for youth and adults because of the unavailability of programme statistics. The only statistics

available are what was collected during this study. The current (April 2005) reported enrolment of 307,445 learners, according to those statistics, is very impressive. Attracting so many learners is in itself an achievement. However, the extent of the achievement can only be meaningfully assessed when statistics for previous years are made available.

### ***Learning achievement and satisfaction***

The survey also assessed the qualitative achievements of the programme in terms on learning using both self-assessment by the learners and the instructors' assessment of their learners. The learners reported that they perform well in tests and on the whole assessed themselves as learning well. They also reported overwhelmingly (97%) that they enjoy the literacy programme and gave reasons showing that they enjoy the programme mainly because of the benefits they obtained in terms of the new knowledge and skills they acquired and the use they are able to make of the knowledge and skills in their daily lives. This reconfirmed and concretised their assessment of themselves as *learning well*.

The fact that one of the reasons the instructors gave for being happy in their work is that they are proud of their achievement further reinforces this assessment that there is learning taking place. They find that their learners admire reading and writing and are eager to learn and know. One could therefore conclude that the literacy programme for youth and adults is producing learning, which both learners and instructors find satisfactory.

### **9.3 Problems in the current provision**

The problems raised by the instructors in the four categories of administrative, teaching, learners' and personal problems are presented in Table 9.1, while the learners' general comments that also turned out to be a list of problems are given in Table 9.2. Obviously, the key problems seen by both instructors and learners are in the area of *materials, facilities and instructors' remuneration*.

#### ***Lack of facilities***

As already discussed, lack of facilities at the venues is a source of much dissatisfaction among both the learners and instructors. It is a big challenge that the government had deal with through use of school classrooms. This would, however, require different arrangements than those which exist now and would negatively affect the school programme that is already crowded and itself needs significant improvement. School classrooms seem to be a very difficult option at the moment and yet there is no other option readily available.

#### ***Lack of incentives for the instructors***

Lack of incentives for the instructors is an equally serious problem mentioned by an overwhelming majority of the instructors and also by a few learners. As discussed in Chapter 8, there is a tremendous spirit of voluntarism that has kept many of these instructors at the task without remuneration for an impressive number of years. However, it is clear that they are not totally satisfied. The contribution of this voluntarism needs to be boosted by some form of incentives. Learners are poor people eking out a living from subsistence agriculture in a thickly populated land with very little agricultural technology. Many of them are part of the majority of Rwandans who fall below the poverty line.

**Table 9.1: Problems Raised by the Instructors**

n = 120

<b>Administrative Problems</b>	<b>%</b>	<b>Teaching Problems</b>	<b>%</b>
1. Lack of classrooms	29.2	1. Lack of teaching materials	56.7
2. Lack of teaching materials	16.7	2. No incentives	6.7
3. Lack of follow up	12.5	3. Varied age groups	5.8
4. Lack of incentives	8.3	4. Lack of classrooms	2.5
5. Untrained teachers	7.5	5. Teaching too many learners	1.7
6. Time wasting	3.3	6. No teaching problems	6.7
7. Poor communication with programme managers	3.3		
8. No administrative problems	20.8		
<b>Learners' Problems</b>	<b>%</b>	<b>Personal Problems</b>	<b>%</b>
1. Insufficient materials	48.3	1. No rewards	77.5
2. Poverty	24.2	2. Transport and communication	17.5
3. Lack of interest/motivation	10.8	3. No training	14.2
4. Absenteeism	8.3	4. Poverty	14.2
5. Different ages and knowledge levels	6.7	5. No materials	8.3
6. Family commitments	5.0	6. Family commitments	5.8
7. No learners' problems	3.3	7. No personal problems	4.2

**Table 9.2: Learners' general comments on literacy provision**

n = 241

	<b>Problem</b>	<b>%</b>
1.	Need learners' books	32.0
2.	Need stationery	13.7
3.	Need building for literacy class	12.9
4.	Instructors should be given incentive	5.0
5.	Need encouragement (sometimes feel frustrated)	2.1
6.	Need to sensitise people about literacy	2.1
7.	Need examinations	1.2
8.	Need to be grouped according to abilities	1.2
9.	Need money to buy a sewing machine	0.8
10.	Need to learn to use a computer	0.4

### ***Methodology and contents***

There are also problems related to programme methodology and contents and to the quality of instruction that are not readily visible to the instructors and learners but are nevertheless real as already discussed in this report. There seems to be general agreement among the programme providers that the primer and teachers' guide prepared by the government and used by a number of other providers as well is a useful starting point. However, optimal use of these materials is only possible if the instructors are adequately trained, which is not the case in Rwanda today. There is need for training, not only at the instructors' level but also at the level of trainers and trainers of trainers, who are not currently available. There is a similar need to develop the capacity in Rwanda for designing the literacy programme for youth and adults. That capacity is also lacking. Finally, there is also need to develop capacity for managing the programme, as well as for ongoing research and evaluation.

### **9.4 People's suggestions for improvement**

Table 9.2 presents learners' comments on what needs to be done to improve the literacy programme. The instructors' comments and suggestions are presented in table 9.3. The instructors were asked first to comment on the adult literacy programme and then to make any other comments they may have had. Responses to the two questions together offer a wider

variety of suggestions that either of them does alone. From the suggestions by learners and instructors, the suggestions are grouped into four categories and discussed below.

**Table 9.3: Instructors' Comments and Suggestions for Improvement**

n = 120

Comments on Adult Literacy Programme		Other Comments and Suggestions	
Comment	%	Suggestion	%
1. Government must fund the activity	31.7	1. Government must reward instructors	32.5
2. Launch a mass literacy campaign	28.3	2. Launch a mass literacy campaign	19.2
3. Motivate the adults	9.2	3. Build classrooms & fix timetables	12.5
4. Pay instructors regular salaries	7.5	4. Financial support from Govt & NGO	11.7
5. Train instructors	5.0	5. Increase training of instructors	10.8
6. Need for supervision of instructors	5.0	6. Identity cards and uniforms for instructors	3.3
7. Avail the equipment	2.5	7. Pay newspaper subscriptions for instructors	1.7
8. All NGOs should intervene	0.8	8. Include new themes in the syllabus	1.7

### *Scale of the programme*

As stated at the beginning of this report, Rwanda has set itself an ambitious literacy target that would require enabling about 400,000 youth and adults to attain literacy every year until 2010 in order to achieve a literacy rate of 80% by that year. This does not amount to an all our mass literacy campaign as has been carried out in countries like Cuba, Nicaragua, Ecuador and to a less extent in Tanzania. However, in the context of present-day Rwanda and all its multi-faceted challenges, it comes to something close to a mass campaign. **The instructors are ambitiously suggesting a mass literacy campaign, which the country is currently not ready for, unless a high-level specific decision and effort is taken in this regard.**

All countries in the region, including Tanzania have in recent years opted for a low-intensity programme to be sustained over a long period, which has proved more realistic in the circumstances. It is already quite a challenge to attain sustain an annual output of 400,000 youth and adults with a reasonable mastery of literacy. The quantity and quality of the current output could not be ascertained by this study, as already discussed earlier in this chapter. Indications are however that it leaves much room for improvement and is likely below what would constitute effective literacy practice. **Rather than scaling up the magnitude of the provision, what may be more needed is to address those aspects that can contribute to more effective and qualitative learning.**

### *Instructors, supervisors and managers*

#### *Training*

Surprisingly few instructors mention the need for *training*, although many of them have no training at all and most have insufficient training. It would seem they do not realise that they are lacking in this aspect, which is a matter of concern. They do not realise that the service they are providing needs specialised knowledge and skills, which they do not have.

#### *Rewards and incentives*

The issue of remuneration came out much more prominently. It is interesting that rather few of the instructors propose a regular salary. Many simply talk of some *reward* or *incentive*. This should be a good opening for the government and other programme providers who are understandably wary of increasing the number of people on their regular payrolls. The instructors would be satisfied with some form of recognition of their effort. They certainly



need something that helps them supplement their meagre livelihoods, but other forms of recognition and incentive would also be a welcome reward for their dedication and efforts.

### ***Supervision***

A few instructors felt the need for *supervision*, which, according to the findings, is seriously lacking among all the programme providers. Here too, it is a matter of concern that only a few instructors recognised this need. With their very little training and the challenges they face teaching under difficult circumstances, they would benefit from regular supervisory support that could help to build their capacity for the work. Some instructors mentioned poor communication with programme managers as an administrative problem. One of the ways in which this problem could be overcome is through regular supervision.

### ***Non-human resources***

Building classrooms, provision of equipment and materials and increased financing of the programme came out of the suggestions of both learners and instructors. There is no doubt, as already discussed, that the deficiency in these resources is adversely affecting learning. The strong emphasis by the instructors that government must finance the programme is very much in order. Government funding, as already reported, is hardly reaching the real learning situation at the moment. It does not even seem to be contributing to the training of instructors or production of materials even though those items are clearly budgeted for.

### ***Learner sensitisation and motivation***

A few learners said there is need to *sensitise the people about literacy*. They also called for encouragement because they sometimes get discouraged. The instructors support them by suggesting that the learners need to be *motivated*. Two learners specifically mentioned that they needed money to buy a sewing machine. Some of the programmes are linked to *small grants* or micro-finance schemes and these two may have been thinking of such programmes. This may, however, not be feasible in a large-scale programme.

## **CHAPTER 10: CONCLUSIONS AND RECOMMENDATIONS FOR THE WAY FORWARD**

### **10.1. Conclusions**

#### **10.1.1 Policy and planning framework**

- Various Government of Rwanda policy and planning framework documents put some priority on literacy for poverty reduction and development. Part of the *Vision 2020* objective is a literate Rwanda, offering quality and relevant basic education to all its people. It is stated that in order to achieve this objective, the country will have to undertake a large-scale literacy programme in favour of adults at the same time that it strives to achieve universal primary education in collaboration with parents and their associations (Paragraphs 102, 103, 268).
- From an economic and poverty reduction perspective, it has been noted (Poverty Reduction Strategic Paper, 2002) that adult education needs to be integrated with socio-economic activities (§64), and literacy rates increased at least to 80% by 2010 (§167), for which the following actions have been proposed:
  - Better coordination with NGOs and other partners responsible for adult literacy and education.

- Increased funding to be provided mainly for pedagogical materials to support the national programme of popular education.
- Primary school teachers to be trained for adult education, starting in 2003.

- Rwanda’s Education for All Plan (2003) adopted the six Education for All (EFA) goals set in Dakar in 2000 and added one on HIV/AIDS. Under Objective 4: Improvement of levels of adult literacy, especially for women, and equitable access to basic and continuing education for adults, the Plan noted the following constraints:
  - Constraints related to culture, tradition, ignorance, and poverty.
  - Lack of specialised agencies to teach literacy.
  - Weaknesses in sensitising target populations in the program for elimination of functional illiteracy.
  - Lack of motivation of the “literacy trainers”.

The Plan then proposed a set of 13 strategies to deal with the constraints and promote adult literacy as has been discussed in Chapter 2 of this report.

- The Education Sector Strategic Plan (2004-2008) reaffirmed Rwanda’s commitment to the Millennium Development Goals for Education and to the Education for All goals. Reducing the number of illiterates by half and ensuring learning opportunities for youth and adults will thus be greatly increased until the year 2015. Adult literacy was rightly placed within Basic Education, with the following policy objective and indicative targets:

Policy objective	Indicative targets (2004-2008)
<b>Basic Education</b> Provide education to all people – women and men, boys and girls - through functional literacy	1. Adult literacy rate of 75% 2. National literacy policy document available 3. Curriculum and common curriculum guide at 5000 Adult Literacy Centres (ALCs) 4. 5000 ALCs provisioned 5. 224 trained literacy workers 6. 5000 small literacy libraries

### 10.1.2 Literacy needs and practices

Statistics for Rwanda’s literacy environment, e.g. newspaper circulation, book production, library and computer usage, etc., are not available. Keen observation however shows that the literacy environment is poor. Indications from the survey also show that there is very little to read in the environment. That is the reason some learners gave for not reading at home: they have nothing to read. However, the people see not being able to read and write as a problem and they have concrete reasons to support this position. The learners give concrete ways in which they benefit from being able to read and write. The needs range from daily life to social, religious and economic activities.

### 10.1.3 Learning desires and programme preferences

The survey showed that there is a strong desire to learn to read and write among the illiterate and the potential learners. The high enrolment in on-going literacy activities in many places confirms that people will take advantage of the opportunity if made available. The main problem lies thus not on the side of the educational *demand*, but rather on the side of the educational *supply*. And this supply includes not only the availability of youth and adult literacy classes, but also the sustained quantitative expansion and qualitative improvement of the school system and of primary education in particular.

The people prefer to learn a few days a week for two or three hours per day. They do not seem to have special preferences about who should teach them, provided that the person is qualified and able to help them learn.

The survey confirmed what is well known worldwide: the intimate linkage between illiteracy and poverty. Both current and potential learners are very poor people, the majority of whom cannot even afford to use a hurricane lamp for lighting at night. Only about 40% of them have a radio at home but about 60% listen to the radio. Accommodating to the learners' real situations, needs and possibilities, at all levels and in all dimensions, making sure that the decision they take to join in and the effort they do to learn is compensated with relevant and joyful learning, is essential to minimize dropout and frustration, and maximize learners' satisfaction and desire to continue learning.

#### **10.1.4 On-going programmes and activities**

##### **Adult literacy centres/classes**

According to the statistics collected by MINEDUC during the course of this study, there are at present over 6,000 literacy centres reaching over 300,000 youth and adult learners in the country. 4,000 more centres would be required, an average of about 40 per district, to reach the desired target. With appropriate coordination with the various partners, the government should be able to do this. However, the centres are currently not evenly distributed in all the districts. A compensatory policy and plan will therefore be necessary, so as to open more centres in the districts that are underserved and to provide adequately for every district.

There are currently more centres run by organisations of the civil society (OSC) and by religious organisations than by government. It should, however, be kept in mind that some NGOs provide service on a project basis and there is no guarantee that they will persevere until the targeted literacy rates are achieved. Continued reliance on NGO provision rather than government provision may therefore be risky. The challenge is therefore for the government to take measures to reverse this situation. The right to education remains essentially a State/government responsibility.

##### **Instructors for youth and adult literacy classes**

Literacy instructors are also very poor, as are their students. They are mainly young people below 40 years of age. Most of them have only primary school education or a few years of post primary training. They manifest a strong spirit of voluntarism, patriotism and social considerations driving thousands of them to give their time and energy to enable others to become literate. About 50% of them have taught for over three years mainly without any form of remuneration. However, the fact that 77.5% of them mentioned lack of reward as the personal problem they encounter while teaching shows that in spite of the volunteer spirit, they still need some incentive.

An equally urgent problem to be addressed is the inadequate training or no training at all that they receive. As revealed by abundant research, the quality of face-to-face education depends largely on the quality of the educators engaged. In this case, the instructor is the core of the literacy class, more so when reading and writing materials are scarce or non-existent. Without well motivated and trained instructors, it is difficult to get good quality results. However, it is encouraging to know that the majority of instructors do some reading and writing on their own, thus showing their own interest to continue learning and setting a good example for their learners.

Many of the instructors' socio-economic characteristics are similar to those of their learners and potential learners. One significant difference is in radio ownership where the percentage of ownership is much higher among the instructors, and so is the percentage of frequent radio listening. This too is a good sign and a good example to their learners.

### **Facilities, books and other materials at the literacy centres/classes**

The survey shows that there is a serious lack of facilities at the literacy centres. Classes are held in all sorts of places, including 13% under trees. Where something to sit on is available, it is usually inadequate or insufficient for the number of learners. In general the literacy centres are very poorly equipped, and they are also very poorly supplied with instructional and reading materials, thus making teaching and learning very difficult tasks, and very difficult for the learners to retain and use the newly acquired literacy skills. The situation is worsened given the fact that there are none or very few reading materials in the learners' own homes and surroundings.

### **Curriculum and methodology**

There is an overwhelming desire by the people to learn to read and write or to improve on their reading and writing. Reading and writing is offered by all adult literacy programmes. There, however, seems to be some discrepancy between the topics taught and what the learners want to learn. Although agriculture is their main occupation, they do not feel any urge to read about it. Nor do they feel any urgent need to learn about health. Those who participate, however, come to appreciate what is offered. They feel they are benefiting from it and learning well and say that it helps them in their daily life and in a number of other ways.

There is no common curriculum or syllabus, except the guidance given by the materials prepared by the government, which are used also in many partner programmes. Various programmes offer some form of certificate at the end of the prescribed period of learning, with or without some form of a proficiency test (See the Appendix). Since the learners report that they are happy with tests, there is room for use of proficiency tests if some form of standardised measurement is required.

Literacy instruction uses predominantly alphabetic and syllabic approaches, even when the materials are designed for the sentence and whole word approach. Learners are made to recite the syllables mechanically in a sing-song manner. Descriptions of what takes place in the REFLECT-based classes indicate that the approach to literacy there is more topic-centred and global. The pedagogy of literacy needs major revision not only in youth and adult literacy but also in the school system, which remains the matrix of pedagogical ideologies and practices.

### **Regulation, coordination, supervision and monitoring**

As can be seen in the Annex with the description of activities carried out by several literacy partners, youth and adult literacy education is provided in a liberal environment where the different organisations are free to offer what they think best in a way they think most appropriate. There are no regulations or guidelines. This has the advantage of encouraging organisations to include literacy education in a manner that suits their different mandates and objectives; the disadvantage is the lack of some common premises and standards, no quality control and no guarantee that what is offered is good for the learners and the country.

The evident lack of coordination and networking among the different agencies involved in literacy education is a loss in terms of efficiency and mutual enrichment of the efforts. Enhanced coordination and networking would promote maximising results.

Also, the lack of supervision and monitoring is a significant constraint in terms of quality and even effectiveness. It is important to note that a number of instructors and learners feel the loss through this gap.

### **10.1.5 Available institutional capacity and resources**

#### **Institutional capacity**

As a result of the very thin staffing for non-formal education, and specifically for youth and adult literacy at MINEDUC headquarters, the fact that adult literacy is new in the Ministry and the ongoing civil service reform at all levels, the institutional capacity in government for youth and adult literacy is extremely weak. In addition, lack of coordination with other partners in the field means that the government is not benefiting from the capacities, resources and experience that are available among many such partners. It is evident that others do not seem to have much specific capacity for literacy education either, and they rather look up to the government for guidance and resources, but neither of them is available.

#### **Financial capacity**

As previously explained, part of the annual government budget for adult literacy education is set aside to be used centrally for policy development, coordination, monitoring, materials development and production, and training. The other part is meant to go directly to the provinces for implementation. However, it remains unclear how much money is actually spent on literacy, whether centrally or for direct implementation of activities on the ground. This made it difficult to assess the financial capacity available for meeting the challenge of youth and adult literacy.

According to information provided by MINEDUC's Functional Literacy Unit, cost estimations include so far:

- Production and distribution of literacy teaching and learning materials, mainly the instructors' manual (unit cost: FRW 6,500) and the learners' primer (unit cost: RFW 4,000). Therefore, at least RFW 800,000 should be available for material production and distribution until the year 2000.
- Training of the literacy instructors suggests the need of at least RFW 500,000 to be invested in training workshops (initial and ongoing) to cover the 10,000 literacy instructors needed until 2010.

The overall calculation that has been presented in Chapter 6 of this report, using comparisons from the Ugandan situation, indicates that the current government budget for literacy education in Rwanda would only be able to meet about 60% of what is required to bring the literacy rate in Rwanda to 80% by the year 2010. There would have to be about 80% budget increase to meet the target, assuming that the partners will continue at least at the same level of intervention.

## **10.2 Recommendations for the way forward**

### **10.2.1 Policy and strategy development**

The National Policy and Strategy for Functional Literacy for Youth and Adults in Rwanda, developed by the MINEDUC/Non-Formal Education Directorate in the framework of this

study (2005), highlights the following orienting guidelines for policy formulation and implementation in this field:

- Literacy is a right and a need for personal, family, community and national development.
- Literacy must respect and be linked to national culture(s) and history.
- Literacy must not be viewed in isolation, but in the framework of basic education and of Education for All (EFA).
- It is essential to encourage an inclusive, non-discriminatory and positive approach to literacy and to the illiterates.
- The only way to deal effectively with illiteracy is to embrace a two-pronged approach to literacy: with children in schools (preventive strategy), and with youth and adults out of school (remedial strategy).
- Policy development and implementation, information, training, sensitisation and social mobilisation, monitoring, evaluation and research, must be ongoing activities.
- Literacy and broader educational interventions must go together with sound economic, social and cultural policies and reforms.
- South-South cooperation must be enhanced.

➤ *The policy and strategies being developed for youth and adult functional literacy must be fully integrated within the overall education policy, and articulated with school education. The policy must lead to, and be accompanied by, the immediate adoption of regulations and mechanisms for the promotion, coordination, supervision, monitoring and evaluation of literacy programmes in the country, at the central, provincial, district and cell levels.*

➤ *A inclusive and non-discriminatory approach to age is strongly recommended, not limiting the age of learners to the so-called “younger adults” (15-24), but enabling access to all those interested in learning below and beyond those ages. The 12-15 age group is critical and a special programme should be devised for this age group. Special programmes may be also devised for the elderly.*

➤ *Adopting a cross-sectoral and holistic approach to youth and adult education, literacy and basic education, literacy and life skills, basic education and vocation training, etc, results in wider, more diversified and appropriate programmes to meet and expand the diverse need of the youth and adult population. This implies coordination across Ministries and with civil society organizations. This also results in dealing together with Education for All Goals 3 and 4 for the year 2015 (“ensuring the learning needs of young people and adults through equitable access to appropriate learning and life skills programmes” and “achieving a 50% improvement of adult literacy, and equitable access to basic and continuing education for all adults”).*

➤ *An area-based approach is recommended for literacy and for educational interventions in general in order to ensure synergy of efforts, best use of resources, and a sense of ownership, collaboration, achievement and pride. Education and learning activities are organised as a territorial intervention - whether cell, sector or district – engaging the whole population in the area. The target is that every cell or sector becomes a “learning community”: all children attend school and all adults learn, while peer and inter-generational learning are encouraged (children teaching parents and grandparents, children teaching other children, etc.). Itinerant services may be considered within this area-based approach (e.g. rather than having people come to the library or the telecentre, bring them to the people through itinerant services offered regularly to various neighbouring communities).*

### 10.2.2 Improving on-going literacy provision

- For instructors, continued use of community members with an adequate educational base, at least professional/vocational post primary or complete secondary education is recommended, with adequate specific face-to-face training of at least 4 weeks, not necessarily continuous, supplemented by distance learning and leading to some recognised certificate.
- Although current plans are leaning towards engaging school teachers in adult literacy activities, this study confirms that is a rather difficult option in Rwanda today, for various reasons, among others: school teachers must also be trained; they would definitely require some monetary compensation for the extra hours dedicated to teaching adults; they are overloaded, most of them teach two shifts, and with high pupil-teacher ratio (in primary education, the average is 60 pupils per teacher); the times they might be available (mainly evenings and weekends) are not suitable for the adult learners; finally, and most importantly, adding an extra load to the regular teachers may undermine their role in the school and contribute to further lowering the quality of literacy outputs from schools.
- The option of students, especially upper high school students and those waiting a whole year to join tertiary/university education, should be seriously considered. In many developing countries, young people have been and continue to be the main social force mobilized for adult literacy campaigns and programmes, and the results often go beyond expectations.
- Whoever is engaged should be given some incentive of a type acceptable to the instructors and affordable to the country.
- Youth and adults seem to accept the various types of venue they are using, on the condition that they have facilities and equipment conducive to effective teaching and learning. Every effort should be made to ensure such facilities within one year for all 10,000 centres in order to meet the 2010 target.
- Instructional materials (primers and teachers' guides) must be available in sufficient quantities in all centres as soon as possible. Instructors and learners rate the materials they are currently using highly and the first step should therefore be to reproduce these, while efforts are made to improve upon them to discourage the tendency of applying undesirable methodology.
- Reading materials, and especially newspapers, should be made more available to the classes and in the community. The proposal in the ESSP for the creation of community libraries, as a complement to the literacy efforts, should be vigorously followed up.
- Consultations among all providers are essential to come up with a harmonised core curriculum for youth and adult functional literacy education leading to a national standardised assessment (not necessarily in the form of conventional tests) and certification.
- More global and practice-oriented literacy education methods must be emphasised over the alphabetic and syllabic drill approach that predominates at present both in and out of schools.

### 10.2.3 Responding appropriately to people's learning needs and desires

- Government must, in systematic collaboration with partners, respond to the overwhelming desire by youth and adults to acquire and use literacy.
- The contents of the functional literacy education should take into consideration the people's learning needs with emphasis on reading, writing, written calculations and technical and vocational education, with other topics that help people in their daily life and to develop themselves and their society.
- Every effort should be made to open up literacy centres for youth and adults within easily reachable distances all over the country, to a total of 10,000 centres within one year, if the target of 80% literacy is to be met by 2010. This means an average of 40 **new** centres per district.
- The use of schools as centres for youth and adult literacy can be further investigated but seems to be a difficult option as most schools are in use until it is too late for the youth and adult literacy activities. On the other hand, churches and other sub utilized buildings should be encouraged to offer their facilities for community purposes and learning activities specifically.

### 10.2.4 Financial and technical co-operation

- There is urgent need for capacity building among education staff at all levels to be able to handle youth and adult literacy education in a professional manner. External facilitation will be required for this in the initial stages.
- Budgetary allocations for youth and adult literacy education must be at least doubled in order to meet the target of 80% literacy rate by 2010, while partners must be encouraged to sustain their provision at an equal level with the government as they are doing at present. Government of Rwanda is strongly encouraged to make youth and adult literacy education the kind of priority for which the government is willing to seek alternative budget allocation priorities and additional external support.
- *The alternatives to doubling the budget are:*
  - i) To continue as at present running the programme with very little government input, with the risk of high drop out and discouraging results.
  - ii) To target a much smaller number per year so that they can benefit from adequate government input per unit and so significantly raise the quality of the output.In case the budget cannot be doubled, then the second alternative above is preferable to the first.

### 10.2.5 The way forward

- The process of which this study was a component produced an information database, a policy and broad strategies for youth and adult functional literacy for the year 2010 and beyond.
- Within that framework, and with the new information and knowledge available, next steps will include: delineating detailed and specific plans and regulations for the various



agents, zones, levels and programme components; devoting strong and sustained efforts to building capacities for implementation at all levels; and developing a suitable curriculum with adequate and appropriate materials.

➤ To that end, the following is proposed for the way forward:

**1. An initiation or launching task force**

*Objective:* To draw up a detailed five-year implementation plan, with diversified strategies and practical steps, based on knowledge on the situation on the ground.

**2. A training task force**

*Objective:* To undertake an assessment of the learning needs of managers and other implementers, both governmental and non-governmental, at the different levels; develop training packages; envisage diverse modalities for the training at the different levels; and do the training. A wide national dissemination of this report (translated into Kinyarwanda) to all actors engaged in literacy at all levels, can multiply its social impact and serve as an important learning and training tool.

**3. Curriculum development task force**

*Objective:* To facilitate a process through which the government and all partners will work to develop and adopt a core curriculum for functional literacy in Rwanda leading to the acquisition of defined competencies and recognised certification acceptable to the youth and adults, and ensuring international comparability.

REFERENCES

- ABAGI, O.; Rubagiza, J.; Kabano, J. 2002. *Baseline study of basic education for girls and other vulnerable groups in Rwanda*. Kigali: MOESTSR/UNICEF.
- AGNIHOTRI, A.; SIVASWAMY, G. 1993. *Total Literacy Campaign in the Sundergarh District of Orissa*. New Delhi: Government of India/Directorate of Adult Education.
- Aide et Action. 2001. *Rapport d'activités 2000*. Kigali.
- ALMAZAN-KHAN, M. L. 2000. "Does EFA Stand for 'Except for Adult'?", *Adult Education and Development*, N° 55. Bonn: IIZ/DVV.
- ARCHER, D.; Cottingham, S. 1996. *The REFLECT Mother Manual, A New Approach to Literacy*. ActionAid: London.
- ARNOVE, R.; Graff, H.J. (eds.). 1987. *National literacy campaigns: historical and comparative perspectives*. New York: Plenum Press.
- BOTSWANA National Commission for UNESCO. 1999. *National Plan of Action for Adult Learning*. Gaborone.
- CARR-HILL, R. et al. 1991. *The Functioning and Effects of the Tanzanian Literacy Programme*, Research Report, N° 93. Paris: IIEP-UNESCO.
- (ed). 2001. *Adult Literacy Programs in Uganda: An Evaluation*. Washington: The World Bank.
- CASTELLS, M. 1996. *The Information Age: Economy, Society and Culture*. Cambridge: Blackwell Publishers Inc. 3 volumes.
- COMMISSION OF THE EUROPEAN COMMUNITIES. 2000. *A Memorandum on Lifelong Learning*. Brussels: Commission Staff Working Paper.
- CONFINTEA V (Fifth International Conference on Adult Education). 1997. *Adult Learning and the Challenges of the 21<sup>st</sup> Century*. Series of 29 booklets.
- DELORS, J. et. al. 1996. *Learning: The Treasure Within*. Report to UNESCO of the International Commission on Education for the Twenty-First Century. Paris: UNESCO.
- DELLAIRE, Romeo (Gral). 2003. *Shake Hands with the Devil: The Failure of Humanity in Rwanda*. Toronto: Random House of Canada. [http://en.wikipedia.org/wiki/Romeo\\_Dallaire](http://en.wikipedia.org/wiki/Romeo_Dallaire)
- DFID-Sida, *Opinion Survey on Participation in Gacaca and National Reconciliation*, January 2003.
- ECUADOR/Ministerio de Educación/UNICEF. 1990. *Informe de Evaluación Final de la Campaña Nacional de Alfabetización "Monseñor Leonidas Proaño"*. Quito.
- EFA FORUM. 2000d. *The Dakar Framework for Action*, World Education Forum (Dakar, 26-28 April, 2000). Paris: UNESCO.
- FAO/UNESCO/IIEP, *Education for rural development: Towards new policy responses*, 2003.
- FRETWELL, D.H.; Colombano, J.E. 2000. "Adult Continuing Education: An Integral Part of Lifelong Learning. Emerging Policies and Programs for the 21<sup>st</sup> Century in Upper and Middle Income Countries", World Bank Discussion Paper. Washington, D.C: The World Bank.
- FUJISAWA, M. 2000. *Rural Women's Perspectives on Adult Literacy Education and Development in Kenya*. A Master's Research Paper. Minnesota: University of Minnesota (mimeo).
- GABORONE, S.; Mutanyatta, J.; Youngman, F. 1987. "An evaluation of the National Literacy Programme" (Submitted to the National Literacy Committee, March 1997). Gaborone: Institute of Adult Education/University of Botswana.
- IBE-UNESCO. 1991. *A literate world*. Geneva.
- LAUGLO, J. 2001. *Engaging with Adults. The Case for Increased Support to Adult Basic Education in Sub-Saharan Africa*. Africa Region Human Development Working Paper Series. Washington D.C: Africa Region The World Bank.
- LIND, A. 1996. "Free to Speak Up" *Overall Evaluation of the National Literacy Programme in Namibia*. Namibia: Directorate of Adult Basic Education (DABE), Ministry of Basic Education and Culture.
- 2004. "Notes on Literacy for All in Rwanda", Kigali, May 2004.
- NCDC (National Curriculum Development Centre). 2002. Report of the National Curriculum Conference held at KIST 14-15 May 2002. Kigali.
- OBURA, A. 2003. *Never again: educational reconstruction in Rwanda*. Paris: IIEP.

## MINEDUC Literacy Study 2005

- OECD/Statistics Canada. 1995. *Literacy, Economy and Society: Results of the First International Adult Literacy Survey*. Ottawa.
- 1997. Second Report of the International Adult Literacy Survey (IALS). *Literacy Skills for the Knowledge Society*. Paris.
- 1997. *Literacy Skills for the Knowledge Society: Further Results from the International Adult Literacy Survey*. Paris-Ottawa.
- 2000. *Literacy in the Information Age*. Final Report of the International Adult Literacy Survey -IALS. Paris. <http://www1.oecd.org/publications/e-book/8100051e.pdf>
- OKECH, A.; Carr-Hill R.A.; Katahoire A.R.; Kakooza T.; Ndidde A.N. 1999. *Report of Evaluation of the Functional Adult Literacy Programme in Uganda 1999*. Kampala: Ministry of Gender, Labour and Social Development and World Bank Mission in Uganda
- OMOLEWA, M. 2000. "The Language of Literacy", *Adult Education and Development*, , N° 55. Bonn: IIZ/DVV.
- OXENHAM, J. 2000. "Signals form Uganda: What an Evaluation Suggests for Adult Education", *Adult Education and Development*, N° 55. Bonn: IIZ/DVV.
- OXENHAM, J.; Aoki, A. 2001. *Including the 900 Million+*. Washington, D.C.: World Bank.
- OXENHAM, J.; Diallo, A.H.; Katahoire, A.R.; Petkova-Mwangi, A.; Sall, O. 2002. *Skills and Literacy Training for Better Livelihoods. A Review of Approaches and Experiences*. Washington: Africa Human Development Sector, Africa Region, The World Bank.
- PARSURAMEN, A. 2000. "UNESCO's Programme in Technical and Vocational Education and Training (TVET)", Conference delivered at Education International's World Round Table on "Vocational Education and Training", Brussels, 1-3 March, 2000. (Director, Division for Renovation of Secondary and Vocational Education, UNESCO). <http://www.unevoc.de/annex/Parsuramen.pdf>
- PATEL, S.; Balate, B.; Tembe, F.; Bazima, M. (Action Aid); Macabi, G.; Sánchez, M. 2000. *Evaluation Report of Adult and Non- Formal Education Programs in Mozambique*. Maputo: Republic of Mozambique, Ministry of Education/ World Bank (mimeo).
- RIDDLE, A. 2001. *Sector Wide Approaches to Education: Implications for Donor Agencies and Issues Arising from Case Studies of Zambia and Mozambique*. Stockholm: Sida/DESO.
- RUMBLE, G.; Mead A. 2004. "ODEL (Open and Distance Education and Learning) Strategic Framework", Kigali.
- RUNNER, P. 2002. "Adult literacy programmes in Morocco", in: *IIEP Newsletter*, Vol. XX, N°2, April-June 2002. Paris: IIEP.
- RWANDA- GoR (Government of Rwanda). 2000. *Rwanda Vision 2020*, July 2000
- 2001. *Core Welfare Indicators Survey: Rwanda 2001*.
- MOE (Ministry of Education). 1998. *Plan of Action for Education in Rwanda 1998-2000: Recovery and development of education in Rwanda 1998-2000*. Kigali: MOE/UNESCO/UNDP.
- MINEDUC (Ministry of Education, Science, Technology and Scientific Research). 2002. *Education Sector Policy 2002*. Kigali.
- MINEDUC. 2002. *Education Sector Review: The current situation* (draft). Kigali.
- MINEDUC. 2002. *Education Sector Strategic Plan (ESSP) 2004-2008*, Sep. 2002. Kigali.
- MINEDUC. 2005. *Education Sector Strategic Plan (ESSP) 2005-2010*, April 2005 (draft). Kigali.
- MINEDUC. 2003. *Education for All: Plan of Action*, June 2003. Kigali.
- MINEDUC. 2003. *National Curriculum Development Centre (NCDC) 6 year plan: 2004-2009*, Dec. 2003. Kigali.
- MINEDUC. 2003. *The provision of textbooks for primary and secondary schools in Rwanda, 2003-2012*, CfBT, Sep.2003. Kigali.
- MINEDUC. 2005. *Setting minimum quality standad package in education and mechanisms for monitoring quality outcomes in Rwanda*, Document presented by Ch. Gahima, Inspector General of Education, at the Joint Review of the Education Sector, Kigali, 25-29 April 2005.
- MINEDUC/Non-Formal Education Department. 2005. *Functional Literacy for Youth and Adults in Rwanda: National Policy and Strategy*. Document presented by Narcisse

## MINEDUC Literacy Study 2005

- Musabeyezu, Coordinator of the Non-Formal Education Department, at the Joint Review of the Education Sector, Kigali, 25-29 April 2005.
- MINECOFIN (Ministry of Finance), Rwanda: *Poverty Reduction Strategy Paper (PRSP)*, June 2002.
- MINECOFIN. 2003. Rwanda: *Poverty Reduction Strategy – Progress Report*, (June 2003).
- Save the Children. 1999. *Learning from Experience: Children and Violence*. London.
- SENEGAL/Gouvernement du Senegal/Gouvernement du Canada/UNICEF. n.d. *TOSTAN. Nanu Xayma! Kiiso-Den!*. Dakar.
- Sida (Swedish International Development Agency) . 2001. *Education for All: A Human Right and a Basic Need*. Policy for Sida's Development Cooperation in the Education Sector. Stockholm.
- 2002. *Education in situation of emergency, conflict and post-conflict*. Stockholm.
- SWEDEN- National Education Agency. 2000. *Lifelong Learning and Lifewide Learning*. Stockholm.
- THOMPSON, E.J.D. 2001. "Transforming the Adult Education Agenda through the Kenya Post-Literacy Project", *Adult Education and Development*, N° 56. Bonn: IIZ/DVV.
- TORRES, R.M. 1985. *Nicaragua: revolución popular, educación popular*. México: CRIES/ Línea.
- 1990. *El nombre de Ramona Cují (Reportajes de la Campaña Nacional de Alfabetización "Monseñor Leonidas Proaño")*. Quito: ALDHU/ El Conejo.
- 1990. "Latin America in the Advent of the International Literacy Year: Lessons of the Ecuadorian Experience", *Adult Education and Development*, N° 34. Bonn: IIZ/DVV.
- 1992a. "Eradicators of illiteracy", *Adult Education and Development*, N° 38. Bonn: IIZ/DVV.
- 1994. "Democratizing Education Through Newspapers", in: *The Forum*, Vol. 3, N° 4. Cambridge: Harvard Institute for Educational Development-ABEL
- 1995. *Why adult education for Universal Primary Education (UPE)?*. New York: UNICEF (mimeo).
- 1997. "Adult Literacy: No One Should Be Amazed at the Results", *Adult Education and Development*, N° 48. Bonn: IIZ/DVV.
- 2000. *One Decade of Education for All: The challenge ahead*, IIEP-UNESCO Buenos Aires.
- 2001. *Learning Community: Re-thinking Education for Local Development and for Learning*. Paper presented at the International Symposium on Learning Communities, Barcelona Forum, Barcelona, 5-6 October, 2001.
- 2001. "Lifelong Learning in the North, Education for All in the South?", in: *Proceeding*, International Conference on Lifelong Learning: Global Perspective in Education (Beijing, 1-3 July 2001). Beijing: BAES.
- 2002. "Intergenerational learning in Latin America and the Caribbean: Examples and trends." Paper presented at the International Conference "Connecting Generations – A Global Perspective", ICIP/UIE-UNESCO/Beth Johnson Foundation, Keele University, UK, 2-4 April 2002. (mimeo)
- 2002. *Literacy for All. Base Document. United Nations Literacy Decade*. Document prepared for UNESCO.
- 2004. *Lifelong Learning in the South: Critical Issues and Opportunities for Adult Education*, Sida Studies 11. Stockholm: Sida.  
[http://www.sida.se/content/1/c6/03/06/18/SIDA403en\\_Studies11.pdf](http://www.sida.se/content/1/c6/03/06/18/SIDA403en_Studies11.pdf)
- UIE (UNESCO Institute for Education). 1997. *Adult Education. The Hamburg Declaration. The Agenda for the Future*. Fifth International Conference on Adult Education. Hamburg: UIE.
- UIE. 1998. *Adult Learning and the Changing World of Work*. Fifth International Conference on Adult Education. Hamburg: UIE.
- 1999.. *CONFINTEA Follow Up Report*. Fifth International Conference on Adult Education. Hamburg : UIE.
- 1999. *Creative Learning and Active Ageing*. Hamburg: UIE.
- UNDP. 2001. *Human Development Report 2001 "Making New Technologies Work for Human Development"*. New York. <http://www.undp.org/hdr2001/>
- 2004. *Human Development Report 2004*. New York. <http://hdr.undp.org/reports/global/2004/>
- UNESCO. 2000. *World Education Report 2000*. "The right to education: Towards education for all throughout life". Paris:UNESCO.

## MINEDUC Literacy Study 2005

- 2000. *The Dakar Framework for Action “Education for All: Meeting Our Collective Commitments”*, World Education Forum (Dakar, Senegal, 26-28 April 2000) Paris:UNESCO.
- 2000. *Final Report. World Education Forum* (Dakar, Senegal, 26-28 April 2000). Paris:UNESCO.
- 2000. *Literacy for All: A United Nations Literacy Decade* (2003-2012).
- 2002. Education for All Global Monitoring Report. *Education for All: Is the Word on Track?* Paris.  
[http://portal.unesco.org/education/en/ev.php-URL\\_ID=11283&URL\\_DO=DO\\_TOPIC&URL\\_SECTION=201.html](http://portal.unesco.org/education/en/ev.php-URL_ID=11283&URL_DO=DO_TOPIC&URL_SECTION=201.html)
- 2003. Education for All Global Monitoring Report. *Gender and Education for All: The Leap to Equality* Paris.  
[http://portal.unesco.org/education/en/ev.php-URL\\_ID=23023&URL\\_DO=DO\\_TOPIC&URL\\_SECTION=201.html](http://portal.unesco.org/education/en/ev.php-URL_ID=23023&URL_DO=DO_TOPIC&URL_SECTION=201.html)
- 2005. Education for All Global Monitoring Report. *The Quality Imperative*. Paris.  
[http://portal.unesco.org/education/en/ev.php-URL\\_ID=35874&URL\\_DO=DO\\_TOPIC&URL\\_SECTION=201.html](http://portal.unesco.org/education/en/ev.php-URL_ID=35874&URL_DO=DO_TOPIC&URL_SECTION=201.html)
- UNESCO-BREDA (Regional Bureau for Education in Africa). 2005. *EFA: Paving the way for action; Education for All in Africa*. Dakar: UNESCO-BREDA; Pôle de Dakar; France Ministère des Affaires Etrangères; World Bank; UIS; Agence Intergouvernementale de la Francophonie.  
<http://www.poledakar.org/>
- UNHCR. 2002. “Protecting refugee children”, *Prima Facie*, April 2002.
- WAGNER, D. 2001. *Literacy and Adult Education*. Thematic Studies. World Education Forum. Education for All 2000 Assessment. Paris: UNESCO.
- World Bank, *Education in Rwanda: World Bank Report*, June 2003.

### Web sites

- ACTION AID/REFLECT <http://www.reflect-action.org>
- ADEA: Association for the Development of Education in Africa <http://www.adeanet.org/>
- ALADIN: Adult Learning Documentation and Information Network <http://www.unesco.org/education/aladin>
- Annuaire Afriques-Republique Rwanda: <http://www.rwandaphonebook.com>
- BREDA: UNESCO Regional Office in Dakar [http://www.dakar.unesco.org/bureau\\_reg\\_en/breda.shtml](http://www.dakar.unesco.org/bureau_reg_en/breda.shtml)
- Pôle de Dakar /Rwanda profile: <http://www.poledakar.org/IMG/pdf/UNE- Rwanda.en.pdf>
- CfBT – Centre for British Teachers: <http://www.cfbt.com>
- DFID – UK Department for International Development: <http://www.dfid.gov.uk/>
- ERNWACA: Educational Research Network for West and Central Africa <http://www.ernwaca.org/>
- ICAE: International Council for Adult Education <http://www.web.net/icae/index.html>
- Instituto Fronesis: <http://www.fronesis.org>
- Millennium Development Goals – United Nations: <http://www.un.org/millenniumgoals/>
- Pôle de Dakar/UNESCO-BREDA: <http://www.poledakar.org/>
- Sida: Swedish International Development Cooperation Agency <http://www.sida.se/>
- The Commonwealth of Learning: <http://www.col.org/programmes/capacity/collit.htm>
- UIE: UNESCO Institute for Education <http://www.unesco.org/education/uiie/>
- UNDP: <http://www.undp.org>
- UNDP: Human Development Reports <http://hdr.undp.org/>
- UNDP: Human Development Statistics to be built for every country:  
[http://cfapp2.undp.org/hdr/statistics/data/rc\\_select.cfm](http://cfapp2.undp.org/hdr/statistics/data/rc_select.cfm)
- UNESCO: <http://www.unesco.org>
- UNESCO Institute for Statistics – UIS: <http://www.uis.unesco.org>
- UNESCO / Education for All: <http://www.unesco.org/education/efa/index.shtml>  
[http://www.unesco.org/education/efa/wef\\_2000/index.shtml](http://www.unesco.org/education/efa/wef_2000/index.shtml)
- UNESCO /United Nations Literacy Decade:  
[http://portal.unesco.org/education/en/ev.php-URL\\_ID=5000&URL\\_DO=DO\\_TOPIC&URL\\_SECTION=201.html](http://portal.unesco.org/education/en/ev.php-URL_ID=5000&URL_DO=DO_TOPIC&URL_SECTION=201.html)
- UNESCO / HIV/AIDS and Education:  
[http://www.unesco.org/education/efa/known\\_sharing/flagship\\_initiatives/hiv\\_education.shtml](http://www.unesco.org/education/efa/known_sharing/flagship_initiatives/hiv_education.shtml)
- UNICEF: United Nations Children Fund: <http://www.unicef.org/>
- World Bank <http://www.worldbank.org/education/>

## ANNEX: LITERACY PARTNERS

### 1. Action Aid - Rwanda

Operating in Rwanda since: 1997

International. Headquarters in: U.K (London) and France (Paris)

Operating in 34 countries for Action aid and more than 15 for Aid et Action.

Number of staff in Rwanda (total): 9 local staff and 2 expatriates

#### **Type of organization**

- International (operating in more than one country)
- NGO Non-profit
- Works in rural and urban areas in Rwanda. All provinces but mainly in Kigali Ngali, MVK and Butare. For Kigali Ngali – Bicumbi, Kabuga and Gasabo district Butare – Maraba and Nyamata

#### ***How is the institution involved with literacy?***

##### What?

- Education/training
- Support in learning material, rehabilitation of Reflect circles and support to action

##### Who are the learners?

- Adolescents/young people
- Adults in general

##### Where?

- Out of school

##### With whom? (partnerships)

- community/grassroots organizations
- other non-governmental organizations
- governmental organizations
- international organizations

##### Who are the literacy instructors?

- Trained community members
- They receive a monetary compensation (between 5000 and 8000 Francs a month), in Nyamata only.
- They also receive bicycles and support to their income-generating activities.
- They are trained by Action Aid staff, the Reflect coordinator and Action Aid partners from trained members of local associations (CAURWA-Communauté des Autochtones Rwandais). The training is for two weeks.

##### The programme

- The programme lasts between 6 and 12 months.
- Classes take place 2 days and 8 hours a week.
- It uses the REFLECT methodology, which promotes the use of local materials.
- The topics included in the literacy programme are: Peace and reconciliation – *Gacaca*, poverty analysis, protection of the environment, how to address poverty.
- A test is applied after completion of the literacy programme.
- Sometimes a MINEDUC certificate is given to learners upon completion of the programme.



**MINEDUC Literacy Study 2005**

Follow up

The programme provides newspapers (*Imvaho* and *Urubuga rw'abagore*) for reading. And people continue to be part of the REFLECT Circles.

**Institutional activity related to the promotion of reading and writing**

LEARNERS	What has your institution done regarding reading and writing in the past few years?	What do you plan to do in the next 5 years?	What would you recommend government authorities to do in in the next 5 years?
Young people (15-24)	Five REFLECT Circles built and equipped.	- Development of Post REFLEC activities - Support to proposals written by the trained young people - Development of experience between young people and adult.	
Adults (24 years onwards)	- 50 REFLECT Circles in Kigali Ngali, 59 in Butare. - Support to income generating activities (active points) for each Center and for REFLECT facilitators - Provision of newspaper.	- Organisation of study tours for reflect facilitators and members within and out of the country. - Put emphasis on support to income generations - Develop documentation on reflect circles activities.	

Person who filled in this questionnaire

M. Mediatrice, Head of Partnership Development Unit  
Action Aid /Aide et Action Rwanda  
Postal address: 3707, Kigali  
Telephone : 503877 - 503878  
Fax: 503879  
Email: [aea@actionaid.org](mailto:aea@actionaid.org)  
E-Mail: [mediatrice@yahoo.com](mailto:mediatrice@yahoo.com)

**PLACE AND DATE: Kigali 12/04/05**

## 2. Adventist Development and Relief Agency (ADRA)-- Rwanda

Operating in Rwanda since: 1987  
Country (HQ): USA City: New York  
Operating in Africa, Asia and Latin America  
Number of staff in Rwanda (total): 97

### **Type of organization**

- International (operating in more than one country)
- Religious organization
- Non-profit
- Works in rural and urban areas, in the Provinces of Kibuye, Kigali, Kigli Rural, Kibungo, Umutara.

### ***How is the institution involved with literacy?***

#### What?

- Education/training
- Production of materials

#### Who are the learners?

- All (children, young people and adults)

#### Where?

- In school and out of school.

#### With whom? (partnerships)

- community/grassroots organizations
- governmental organizations

#### Who are the literacy instructors?

- community members
- They do not receive a monetary compensation, but rather an incentive (60,000 Francs per year)
- They are trained on *Urwego* methods by organization staff.

### **The programme**

- The literacy programme lasts 3 years
- Classes are held 2 days a week, 6 hours a week.
- They use MINEDUC materials.
- The name of the primer used is *Ubwenge ni ubukire/Ongera ubumenyi*
- The learners do not have to buy such materials.
- The programme includes reading, writing and calculating.
- The topics included in the literacy programme are: agriculture, sanitation, health, animal husbandry, environmental protection, crop husbandry, body cleanliness, HIV/AIDS, disease control.
- They apply a test after completion of the literacy programme
- Learners get a MINEDUC certificate upon completion.

### **Follow up**

- Learners are provided booklets to further reading and *FAL Newsletter*.
- The organization produces booklets on agriculture, animal husbandry etc. and the Newsletter.



**Institutional activity related to the promotion of reading and writing**

LEARNERS	What has your institution done regarding reading and writing in the past few years?	What do you plan to do in the next 5 years?	What would you recommend government authorities to do in in the next 5 years?
School-age children	126	1000	Support with monitoring and advice
Young people (15-24)	2645	4000	Support with approval of training materials
Adults (24 years onwards)	5229	7000	Work together

**Comments**

- The government could spread this system of literacy learning ADRA is using, in a short time adults and children learn to read, write ad count.
- Train more instructors on this system.
- Build more learning centres.

Person who filled in this questionnaire

Mr. Ivan Niyiguha  
 In charge of Literacy programme in ADEPR Association  
 Postal address: Gikondo Industrial Estate, B.P 2 Kigali, Rwanda  
 Telephone : 574770  
 Fax:(250)72571  
 Email: [cd@adra.org.rw](mailto:cd@adra.org.rw)

**PLACE AND DATE: Kigali, 1e14/03/05**

**Association des Eglises de Pentecote du Rwanda (ADEPR)**

Operating in Rwanda since: 1999  
Country: Rwanda City: Kigali  
Number of staff in Rwanda (total): 4

**Type of organization**

- National
- Religious organization
- Non-profit
- Works in rural and urban areas.

***How is the institution involved with literacy?***

What?

- Education/training
- Production of materials

Who are the learners?

- Adolescents/young people
- Adults in general

Where?

- Churches used for literacy classes

With whom? (partnerships)

- other non-governmental organizations
- governmental organizations
- volunteers persons and evangelists

Who are the literacy instructors?

- community members
- They do not receive a monetary compensation. At the end of the cycle, groups are encouraged by giving them hoes one by one.
- Instructors are trained during 5 days in *Urwego* methods.

**The programme**

- The programme lasts 6 months, 3 days per week (6 or 8 hours), depending on learners' needs and desires.
- MINEDUC primer is used to teach to read and write.
- In 5 provinces they use the *Mvugarimwe* government methodology, and in 7 provinces they use a new methodology *Urwego Rwo Gusoma*.
- Learners do not buy their materials.
- The programme includes reading, writing and calculating.
- Topics included in the literacy programme are: health, agriculture, fight against HIV.
- A test is applied after completion of the literacy programme.
- Learners get a MINEDUC certificate upon completion.

**Follow up**

- Some of them are Christians and continue to read the Bible, others read newspapers. After getting their certificates they are given Newsreaders, booklets and copies for Health and Agriculture book.

## MINEDUC Literacy Study 2005

□ Reading materials are produced. There are 3 primers for beginners, 2 books for calculating, 1 booklet for Health and Agriculture, and one booklet for New readers.

### Institutional activity related to the promotion of reading and writing

LEARNERS	What has your institution done regarding reading and writing in the past few years?	What do you plan to do in the next 5 years?	What would you recommend government authorities to do in the next 5 years?
Young child (0-6)		<ul style="list-style-type: none"> <li>- Start Urwego programme in remaining province (Kibungo, Byumba, Kibuye, Butare, Gikongoro)</li> <li>- Train others who will become also trainers (about 93 trainers in all 5 provinces)</li> <li>- Create 15 professional formation centres as post literacy program for those who finished the Urwego programme to help them get skills in order to earn their living.</li> </ul>	<ul style="list-style-type: none"> <li>- Sensitize and mobilize local authorities to take the literacy problem seriously and be involved by encouraging the monitors and give them enough logistical materials.</li> <li>- Put more effort to sensitize the population concerning the importance of knowing how to read and write. Help and motivate the private initiative in order to work effectively.</li> </ul>
Adults (24 years onwards)	<p>1762 centers and 1762 trained monitors.</p> <p>In the last 5 years we have taught 51.845 finished to read, to write and to calculate. 176.491 continue to learn in the centers in all provinces.</p>		

Person who filled in this questionnaire

Mrs. Josephine Mukarugwiza  
 In Charge of Literacy programme in ADEPR Association  
 Postal address: B.P 404 Kigali  
 Telephone : 08467086  
 Email: [mukajose2000@yahoo.fr](mailto:mukajose2000@yahoo.fr)

**PLACE AND DATE: Kigali, 4/03/05**

#### 4. Association Rwandaise pour le Développement Rural (ARDR)

Operating in Rwanda since: 1999

Number of staff in Rwanda (total): 7 (Rwamagana)

##### **Type of organization**

- National
- Religious organization
- Non-profit
- Works in rural areas: Muhazi District and Rwamagana Ville, Kibungo Province, Murambi, Gabiro, Kibare, Muvumba District and Umutara Ville in Umutara Province
- Health centres

##### ***How is the institution involved with literacy?***

###### What?

- Education/training

###### Who are the learners?

- Adolescents/young people
- Adults in general

###### Where?

- In school
- Out of school: sector offices and under the trees

###### With whom? (partnerships)

- community/grassroots organizations
- Volunteers persons and evangelists

###### Who are the literacy instructors?

- community members
- Post-primary trained
- They receive a monetary compensation (1500 Fr.) after the completion of the programme (in Umutara) with PDRCIV.
- MINALOC (Ministry of Local Government, Social Affairs and Information) and ARDR (Association Rwandaise pour le Développement Rurale) train the literacy instructors, using the teaching method appropriate to adults and PRA..

##### **The programme**

- The literacy programme lasts 9 months.
- Classes take place twice week, 4 hours a week.
- MINEDUC materials are used (MINALOC materials previously)
- The name of the primer used is *Gusoma, kwandika no kubara Igitabo cy'Umwigisha*
- Learners do not have to buy such materials.
- The programme includes reading, writing and calculating.
- Topics include: Human rights, Rwanda culture and democracy, water and sanitation, hygiene, role of associations, gender as concern and others like HIV/AIDS prevention.
- They apply a test after completion of the literacy programme.
- Learners get a MINEDUC certificate upon completion.

##### **Follow up**

## MINEDUC Literacy Study 2005

- Donor support only for literacy and not for post-literacy, except those who benefit the vocational training and associate into groups.
- Reading materials are produced or available, such as booklets on reading writing and simple calculation for the beginners.

### Institutional activity related to the promotion of reading and writing

LEARNERS	What has your institution done regarding reading and writing in the past few years?	What do you plan to do in the next 5 years?	What would you recommend government authorities to do in in the next 5 years?
Young people (15-24)	<ul style="list-style-type: none"> <li>- Selection of teachers</li> <li>- Training of teachers</li> <li>- Identification of students</li> <li>- Monthly assessment meetings</li> <li>- Trimester evaluation test</li> <li>- Final test</li> </ul>	<ul style="list-style-type: none"> <li>- Continue with the same activities and have the post-literacy programme</li> <li>- Have many days a week for learning</li> </ul>	<ul style="list-style-type: none"> <li>- Be involved in the program</li> <li>- Put into consideration the functional literacy</li> <li>- Pay salary to teachers</li> <li>- Support local NGO in this program</li> </ul>
Adults (24 years onwards)	<ul style="list-style-type: none"> <li>- Selection of teachers</li> <li>- Training of teachers</li> <li>- Identification of students</li> <li>- Monthly assessment meetings</li> <li>- Trimester evaluation test</li> <li>- Final exam</li> </ul>	<ul style="list-style-type: none"> <li>- Continue with the same activities and have the post-literacy program</li> <li>- Have many days a week for learning</li> </ul>	<ul style="list-style-type: none"> <li>- Allow the provision of means of transportation to teacher</li> <li>- Let this program to be there</li> </ul>

### Suggestions

- The Ministry in charge should put into consideration the literacy programme as any other programme they do have
- The line Ministry should allow and support for paying a monthly salary to teachers. And plan for other activities for the function eg. Post-literacy /vocational training support groups of association of trainees.
- Avail a training center or room of training and equipment in every sector officer.

Person who filled in this questionnaire

Mr. Jean Munyurangabo, Executive Director  
 Association Rwandaise pour le Developpement Rural (ARDR)  
 Postal address: B.P 1228 Kigali  
 Telephone : (250) 567476 Mob. 08530382  
 Fax: (250) 567476  
 Email: [ardrrwa@rwanda1.com](mailto:ardrrwa@rwanda1.com) or [jean-m-ardr@yahoo.com](mailto:jean-m-ardr@yahoo.com)  
 Web page: [http : www.ardr.or](http://www.ardr.or)  
 E-Mail: [jean\\_m\\_ardr@yahoo.com](mailto:jean_m_ardr@yahoo.com)

**PLACE AND DATE: Rwamagana 05/04/2005**

## 5. CARE International

Operating in Rwanda since: 1984

Country (HQ): USA City: Atlanta

Operating in other regions/countries: Kenya, Angola, Peru, Burundi, Nepal, Thailand, India, Malawi

Number of staff in Rwanda (total): 282

### **Type of organization:**

- International (operating in more than one country)
- Non-profit
- NGO or civil association (non-profit)
- Works in rural and urban areas

Is is present in 9 provinces in Rwanda: Butare, Gikongoro, Cyangugu, Kibuye, Gitarama, Gisenyi, Umutara, Byumba, Kigali Ngali.

### ***How is the institution involved with literacy?***

#### What?

- Research
- Education/training
- Production of materials
- Advocacy

#### Who are the learners?

- Adolescents/young people
- Adults in general

#### Where?

Out of school: Intervention is mainly focused on orphans, vulnerable children and youth who missed out on formal education. Some learners follow the study in the churches, others in their homes.

#### With whom? (partnerships)

- community/grassroots organizations
- other non-governmental organizations
- governmental organizations
- international organizations

#### Who are the literacy instructors?

- community members
- trained school teachers (retired)
- NGO or civil association (non-profit)
- Literacy instructors receive no monetary compensation. They receive support for income generating activities equivalent to about 5,000 Frw per month.
- Vocational skilled trainers receive a monetary compensation (15,000 a month).
- They hire a consultant to train literacy instructors and Vocational Skills trainers on Paul Freire methodology.

### **The programme**

- The literacy programme lasts 6 months initially and 6 months of vigorous practicing skills.
- Classes are held 2 days a week, 4 hours a week.
- They use MINEDUC materials and developed their own module to teach to learn and write.

## MINEDUC Literacy Study 2005

- The programme includes reading, writing and calculating.
- Topics included are: Natural Sciences, Language, Social Sciences, HIV/AIDS, reproductive health, child care, nutrition, agriculture, environment, gender, conflict resolution, etc.
- They apply a test after completion of the literacy programme.
- Learners do not get a MINEDUC certificate upon completion. But Care plans to request/advocate for MINEDUC's certification of such a program.

### Follow up

- They provide learners with a variety of reading materials and facilitate them to aspire for vocational training after mastering reading, writing and numerical skills.

### Institutional activity related to the promotion of reading and writing

LEARNERS	What has your institution done regarding reading and writing in the past few years?	What do you plan to do in the next 5 years?	What would you recommend government authorities to do in the next 5 years?
Young people (15-24)	We designed learning materials, trained instructors, established learning centres and reached about 3000 learners	We plan to improve quality of the learning materials, strengthen the income generating activities for economic sustainability of both learners and instructors	Put in place a national policy supporting and strengthening non-formal education for all out-of-school youths and adults

### Suggestions

- Government authorities must aid the Rwandese society to learn how to read and to write, must provide the teachers with the materials as books the schools and others. That will help to arrive to the *Rwanda 2020* vision. It would be better if the government at first MINEDUC takes the situation in charge.
- We would like to ask the government to take in charge the adolescent/young people education.
- Instructors must be paid or receive monetary compensation or some kind of incentive.
- Government must build many schools for adolescents/young people, better if for all Rwandese.
- Design radio programmes to accelerate literacy teaching in hard to reach areas.

Persons who filled in this questionnaire

Mr. Peter Nkurunziza, Program Officer  
 Mrs. Marie Christine Barere, Superviseur  
 CARE International  
 Postal address: P.O.Box 550 Kigali  
 Telephone : 583147/48/49  
 Fax: (250) 520038  
 Email: [care@care.org.rw](mailto:care@care.org.rw)  
 E-Mail: [petern@care.org.rw](mailto:petern@care.org.rw)

**PLACE AND DATE: Nyamugali 15 March 2005**

## 6. Communauté des Autochtones Rwandais (CAURWA)

Operating in Rwanda since: 1995

Number of staff in Rwanda (total): 49

### **Type of organization**

- National
- NGO non-profit
- Works in rural areas in the following provinces and districts in Rwanda: MVK: Kacyiru, Gikondo, Butamwa, Gitarama, Ntenyo, Mugina (Ruyumba), Gikongoro, Mubasomwa, Nyaruguru, Cyangugu, Gashonga, Gisenyi, Kayove, Kigali Ngali, Bgenda, Nyamata, Gasabo, Byumba, Humure et Bungwe, Nyamure et Karaba.
- Health Centres

### ***How is the institution involved with literacy?***

#### What?

- Education/training
- Advocacy

#### Who are the learners?

- Adults in general

#### Where?

- Out of school : Below the tress, but CAURWA (Communauté des Autochtones Rwandais) is trying to build hangars for the circles.

#### With whom? (partnerships)

- other non-governmental organizations
- Volunteers persons and evangelist

#### Who are the literacy instructors?

- community members
- They receive a monetary compensation (5000 Frw a month)
- Literacy instructors are trained by CAURWA trainers and also in the REFLECT approach by Action Aid Rwanda.

### **The programme**

- The programme lasts 8 months.
- Classes are held 2 days a week, and 4 hours a week.
- No primers are used.
- The programme includes reading, writing and calculating.
- Topics included are: Identification of environmental problems, analysis for utilizing the MARP methodology (Methode Acceleree de Recherches Participatives).
- They use a literacy primer, but not MINEDUC's. The facilitator uses local materials together with the learners.
- They apply a test after completion of the literacy programme.
- Learners get a MINEDUC certificate upon completion.

### **Follow up**



## MINEDUC Literacy Study 2005

□ As part of the follow up, the learners elaborate an income generating project (grouped in associations). The purchase of reading materials like the newspaper, books, etc, are under the responsibility of the associations.

### Institutional activity related to the promotion of reading and writing

LEARNERS	What has your institution done regarding reading and writing in the past few years?	What do you plan to do in the next 5 years?	What would you recommend government authorities to do in in the next 5 years?
Young child (0-6)	Sensibilisation des parents a metre les enfant a l'ecole ne scolaire	Mettre les enfants a l'ecole ne scolaire (sensibilisation)	Education gratuit pour les enfant batwa a l'ecole ne scolaire
School-age children	Sensibilisation des parents – enfants pour l'interest de l'education Suivi des enfants a l'ecole Entretiens avec les enseignants	Sensibilisation Appui de enfants moralement et materiels	Bourses aux etudiants batw a l'ecole secondaire Education gratuit pour les enfant batwa a l'ecole
Young people (15-24)	Appui ( bourses d'etudes minerval, materiel scolaire, reunions suivi des etudiants	Appui (minerval & materiels) au secondaire Appui des jeunes au centre des metiers	Bourses aux enfant batwa aux ecoles superieurs (Universite prive et national
Adults (24 years onwards)	Alpha par la methode REFLECT Activites generatrices de revenu avec appui des semences, materiels scolaires et arataires	Alpha par la methode REFLECT ; Associations Achat des livres pour la lecture apres le post also	Appui financier Appui pour les formateurs Integration des vos beneficiaires dans les centres d'alpha ou la CAURWA n'arrive pas suivi et evaluat ; donner des certificats

#### Comments

- On a prefere d'utiliser la methode REFLECT car ca permet aux apprenants de deceler les points negatifs et positives afin de prendre des decision de les rejeter et ou de les adopter toujours dans le cadre de developpement ; cette une methode participative qui se fait par echanges et qui vise a permettre aux communautes de faire une analyse critique de leur environnement.

#### Suggestions

- If faut qu'il y ait un financement pour l'alphabetisation.
- Il faut que les autorites locales s'interessent a ce programme d'alphabetisation
- Il faut que le gouvernement fasse le suivi – evaluation pendant et apres l'alpha – post alpha
- Il faut qu'il y ait une methodologie qui coincide avec les besoins d'un apprenant
- Le facilitateur doit avoir le prime d'encouragement
- Formation des formateur et facilitateur (alphabetiseurs)

Person who filled in this questionnaire

Mr. Muhawenimana Marthe, in charge de Programme Education  
Formatrice en Alpha/REFLECT  
Communaute des Autochtones Rwandais (CAURWA)  
Postal address: B.P 3809 Kigali  
Telephone : (250) 517184/502357  
Fax: (250) 517184  
E-Mail: [caurwa@rwanda1.com](mailto:caurwa@rwanda1.com) - [muhawe200@yahoo.fr](mailto:muhawe200@yahoo.fr)

**PLACE AND DATE: Rwamagana 05/04/2005**

**7. Club Mamans Sportives (CMS)**

Operating in Rwanda since: 1994  
 Country (HQ): Rwanda City: Kigali  
 Number of staff in Rwanda (total): 45

**Type of organization**

- National
- Private foundation (non-profit)
- Works in rural and urban areas in: Kigali Ngali, Mutara, Cyanguu, Butare, Kigali

***How is the institution involved with literacy?***

What?

- Education/training

Who are the learners?

- All (children, young people and adults)

Where?

- In school and out of school

With whom? (partnerships)

- community/grassroots organizations
- governmental organizations

Who are the literacy instructors?

- community members
- They receive a monetary compensation (300,000 Frw a month, 3,600,000 Frw a year)
- Also, they receive any kind of house material
- The literacy instructors are trained by MINEDUC and by Action Aid (Reflect method).

**The programme**

- The literacy programme lasts 9 months.
- Classes are held 5 days a week, 20 hours per week.
- They use a primer to teach to read and write (MINEDUC).
- They also use Reflect approach.
- Learners have to buy such materials.
- The programme includes reading, writing and calculating.
- Topics include: Health, family economics, HIV/AIDS, women issues
- They apply a test after completion of the literacy programme.
- Learners get a MINEDUC certificate upon completion.

**Follow up**

- After learning they get together in cooperatives, to work, so they do things where they read and write. UNICEF provides booklets, posters (Health)

**Institutional activity related to the promotion of reading and writing**

LEARNERS	What has your institution done regarding reading and writing in the past few	What do you plan to do in the next 5 years?	What would you recommend government authorities to do in in the next 5 years?
----------	--	---	---

### MINEDUC Literacy Study 2005

	years?		
Young people (15-24)	3190	Multiply literacy schools in the provinces where we are not working with	Students, during vacation can reach illiterate population for government literacy program year 2015
Adults (24 years onwards)	797	Multiply literacy schools in the provinces where we are not working with	Students during vacation can reach illeterate population for government literacy program year 2015

Person who filled in this questionnaire

Mrs. Brigitte Dusabe  
 Gestionnaire du Projet  
 Club Mamans Sportives  
 Postal address: P.O.Box 2245 Kigali  
 Telephone : 586609, 586658, 08425136, 08772408, 08521059  
 Fax: 586658  
 E-mail : [emeritamuka@yahoo.ca](mailto:emeritamuka@yahoo.ca)

**PLACE AND DATE: Kigali, Club Maman Sportives, le 29/03/2005**

**8. Eglise Presbyterienne au Rwanda (EPR)**

Operating in Rwanda since: 1907  
 Country:: Rwanda City: Kiyovu

**Type of organization**

- National
- Religious organization
- Non-profit
- Works in rural and urban areas, in all provinces in Rwanda.

***How is the institution involved with literacy?***

What?

- Education/training

Who are the learners?

- All (children, young people and adults)

Where?

- In school and out of school

With whom? (partnerships)

- international organizations

Who are the literacy instructors?

- trained school teachers
- They do not receive a monetary compensation.
- They receive an incentive: Certification and 10,000 Fr at the end of the training.

**The programme**

- The literacy programme lasts between 12 and 18 months.
- Classes are held 2 days a week, 4 hours per week.
- They use a primer to teach to read and write, not MINEDUC's.
- Learners have to buy such materials.
- The programme includes reading, writing and calculating.
- Topics included are: agriculture, gender, SIDA, malaria, unity and reconciliation
- They apply a test after completion of the literacy programme.
- Learners get a MINEDUC certificate upon completion.

**Follow up**

- Bibles and other books and reading materials are provided for the new readers.

**Institutional activity related to the promotion of reading and writing**

LEARNERS	What has your institution done regarding reading and writing in the past few years?	What do you plan to do in the next 5 years?	What would you recommend government authorities to do in the next 5 years?
Young people (15-24)	Cahiers, bics, livres de lecture, craie et tableaux , vélos	Continuité de donner ceux qu'il ont reçu comme vélos, livres.....	Notre souhait c'est que l'Etat peut nous aider a former ces gens, en nous

## MINEDUC Literacy Study 2005

Adults (24 years onwards)			Donnant des instruments, en nous aidant comme (bâtir les écoles en créant les nouveaux nombres des gens qui restent a former etc.
---------------------------------	--	--	---

### Comments

- L'E.P.R rencontre les obstacles très souvent en formant les adultes analphabétismes, c'est pourquoi nous demandons a l'Etat de nous donner une aide car les nombres des alphabétisé élève notre capacité.
- Bâtir beaucoup des écoles des analphabétismes
- Avoir beaucoup des enseignant compétents
- Ils ont besoin des salaires fixe de chaque mois

Person who filled in this questionnaire

Mr. Sophonie Rubyagiza

EPR (Eglise Presbytérienne au Rwanda)

Chef du programme

Postal address: B.P 56 KIGALI

Tel: (250) 573789/08521276

Fax:(250)576929

E-Mail: [epr@rwandatell.rwanda1.com](mailto:epr@rwandatell.rwanda1.com) / [sophonierubyagiza@yahoo.fr](mailto:sophonierubyagiza@yahoo.fr)

**PLACE AND DATE: Kigali, le 06/4/2005**

## 9. Evangelical Restoration Church (ERC)

Operating in Rwanda since: 1994  
Operating in all provinces in Rwanda.  
Number of staff in Rwanda (total): 83

### **Type of organization**

- National
- Religious organization
- Non-profit
- Works in rural and urban areas, all provinces
- Health centres, HIV/AIDS projects

### ***How is the institution involved with literacy?***

#### What?

- Education/training

#### Who are the learners?

- All (children, young people and adults)

#### Where?

- In school and out of school

#### With whom? (partnerships)

- community/grassroots organizations
- other non-governmental organizations
- governmental organizations
- international organizations

#### Who are the literacy instructors?

- community members
- They do not receive a monetary compensation.
- They receive an incentive sometimes (about 10,000 Frw p.a)

### **The programme**

- The literacy programme lasts 9 months.
- Classes are held 2 days a week, 2 hours a week.
- The MINEDUC primers are used.
- The literacy programme includes topics such as: the Bible, HIV/AIDS, agriculture, hygiene.
- They do not produce or have reading materials.
- They apply a test after completion of the literacy programme.
- Learners do not get a MINEDUC certificate upon completion.

### **Follow up**

- They buy them bibles and appoint some of the learners to help others.

**MINEDUC Literacy Study 2005**

**Institutional activity related to the promotion of reading and writing**

LEARNERS	What has your institution done regarding reading and writing in the past few years?	What do you plan to do in the next 5 years?	What would you recommend government authorities to do in in the next 5 years?
Young child (0-6)	- Formal schools in Gisenyi, Kigali	- To build more schools	- Land/premises - Iron sheets
School-age children	- Formal schools in all provinces	- To build secondary schools	- More trainers - More books - Stationery
Young people (15-24)		- To build secondary schools for professional skills	- Sensitization - Ssalaries for trainers in adult literacy
Adults (24 years onwards)	- Training centres in all provinces	- To build more centres - To buy books	

**Comments**

- We need land where we can build more adult literacy centres.
- Our instructors should earn a monthly salary and they should be properly trained.
- We need more teachers.
- The government should help us in providing iron sheets and learning materials.

Person who filled in this questionnaire

Mr. Yoshua Ndagijimana Masasu  
 Apostle, President, Evangelical Restoration Church (ERC)  
 Postal address: 2518 Kigali  
 Telephone : 08350181/ 08405507  
 E-Mail: [ndamayo@yahoo.com](mailto:ndamayo@yahoo.com)

**PLACE AND DATE: Kigali April 12 2005**

**10. Projet pour la Promotion des Petites et Micro Entreprises Rurales (PPMER) - Ministry of Commerce**

Operating in Rwanda since: 1998

Country (HQ): Rwanda City: 7 Provinces

**Type of organization**

- National
- Governmental institution
- Works in rural areas: Ruhengeri (5 districts) Umutara (8 districts) Kibungo (4 districts) Byumba (7 districts), Kibuye (4 districts) Butare (4 districts) Kigali Ngali (4 districts)

***How is the institution involved with literacy?***

What?

- Education/training
- Production of materials

Who are the learners?

- All (children, young people and adults)

Where?

- Out of school

With whom? (partnerships)

- community/grassroots organizations
- governmental organizations
- international organizations

Who are the literacy instructors?

- community members
- artisans and other people
- They do not receive a monetary compensation.
- They were trained by the experts of MINALOC (Ministry of Local Government, Social Affairs and Information) in past years.

**The programme**

- The literacy programme lasts 1 year.
- Classes are held 2 days a week, 2 hours per day.
- They use a primer to teach to read and write.
- They are MINEDUC materials.
- The programme includes reading, writing and calculating.
- The topics included are: AIDS, Health, Agriculture, Business.
- They apply a test after completion of the literacy programme.
- Learners get a MINEDUC certificate upon completion.

**Follow up**

- Every week they provide each center with one issue of the *Imvaho* newspaper.
- They produce reading materials: books for learners, books for teachers



**Institutional activity related to the promotion of reading and writing**

LEARNERS	What has your institution done regarding reading and writing in the past few years?	What do you plan to do in the next 5 years?	What would you recommend government authorities to do in the next 5 years?
Young child (0-6)			To help them to continue their studies in primary schools
School-age children			To help them to continue their studies in primary schools
Young people (15-24)		- To assist them in creation of their generating revenues activities - To give them other trainings, in management, project elaboration etc. - To give them some advice	
Adults (24 years onwards)		- To assist them in creation of their generating revenues activities - To give them other trainings, in management, project elaboration etc. - To give them some advice	

**Comments**

If faut absolument établir dans les plus brefs délais une politique nationale sur l'alphabétisation

**Suggestions**

- Mettre en place un système de collecte des données (statistiques)
- Mettre en place une table de concertation entre les intervenants dans les programme d'alphabétisation/province « Coordination »
- Les autorités locales devraient être impliquées dans le programme de suivi.

Person who filled in this questionnaire

Mr. Narcisse Tuyisenge / PPPMER  
Spécialiste en Développement des peiner et micro finance d'Antenne  
Postal address: 3907 Kigali  
Telephone : 576864, 576865  
Fax: 571329  
Email: [pppmer@rwandatel1.com](mailto:pppmer@rwandatel1.com)

**PLACE AND DATE: Kigali, 2 Mars 2005**

## 11. Union of Baptist Churches in Rwanda - UEBR

Operating in Rwanda since (year):

Country (HQ): Rwanda City: Butare

Member of the Baptist World Alliance, Washington, USA

<http://www.bwanet.org/AboutUs/index.html>

Number of staff in Rwanda (total): 150 –200 personnes

### **Type of organization**

- National linked to international
- Religious organization
- Non-profit
- Works in rural and urban areas, in the 12 provinces of Rwanda

### ***How is the institution involved with literacy?***

#### What?

- Education/training

#### Who are the learners?

- All (children, young people and adults)

#### Where?

- In the churches

#### With whom? (partnerships)

- UEBR only and missionaries

#### Who are the literacy instructors?

- Trained members of our church (UEBR)
- They receive no monetary compensation.
- They are trained by members of UEBR and by missionaries from the US.
- They are trained for 2 weeks only on how to teach the adults

### **The programme**

- The literacy programme lasts 8 months.
- Classes are held 3 days a week, 4 hours a day (12 hours a week).
- They use a primer to teach to read and write (MINEDUC materials).
- The programme includes reading, writing and calculating.
- Topics include: Agriculture, Environnement
- They apply a test after completion of the literacy programme.
- Learners do not get a MINEDUC certificate upon completion.

### **Follow up**

- They join the leaders of the church in the prayers and other religious activities and projects of the church for the youth.

**Institutional activity related to the promotion of reading and writing**

LEARNERS	What has your institution done regarding reading and writing in the past few years?	What do you plan to do in the next 5 years?	What would you recommend government authorities to do in in the next 5 years?
Young child (0-6)	- Teaching learners - Training instructors	- Teaching learners - Training instructors	- Provide us teaching materials - Pay regular salaries

**Comments**

A good initiative must be supported by :

- Training of enough instructors
- Paying them monthly salaries
- Providing teaching materials for teachers and learners
- Infrastructures building for the literacy programs

**Suggestions**

To support institutions with good literacy programs by:

- Support to seminars, financially, and materially
- Avail the nation policy, teaching materials helping in rehabilitation
- Rewarding the best institution to encourage them to go ahead
- Must campagne of sensitatisation on the literacy programme

Person who filled in this questionnaire

Rev. Denys Rutayigirwa

President of UEBR

Postal address: P.O.Box 59 Butare

Telephone : 08503652, 08516210

Fax: 574036

Email: [rutayidenys@yahoo.com](mailto:rutayidenys@yahoo.com)

Web UEBR: <http://www.bwanet.org/bwaid/RwandaProjects.htm#RwandaUEBRAidsProject>

**PLACE AND DATE:**

**12. YAFAI School (Youth Association Fighting Against Illiteracy)**

Hope After Rape NGO (mother NGO)

Operating in Rwanda since: 2003

Country (HQ): Rwanda City: Kigali Ville Kicuciro

Number of staff in Rwanda (total): 50 people

**Type of organization**

- National
- NGO non-profit
- Works in urban and rural areas, in: Kigali Ville, Kicukiro district – Nyarugenge district, Kigali Ngali

***How is the institution involved with literacy?***

What?

- Research
- Education/training
- Advocacy

Who are the learners?

- All (children, young people and adults)

Where?

In and out of school: They are studying from out of the school because there are provinces like Umutara and Kibuye and Kigali Ngali, where you cannot find enough schools, so we use trees, incomplete houses, etc.

With whom? (partnerships)

- government
- international organizations

Who are the literacy instructors?

- trained school teachers
- community members
- They do not receive monetary compensation or incentives.
- The literacy instructors are trained by teachers from KIE (Kigali Institute of Education), they train others, then others. We cannot say that all teachers are trained, indeed, we request support in training.

**The programme**

- The literacy programme ends at University level.
- Classes take place 5 days a week, 30 hours in a week
- They use a primer to teach to read and write (MINEDUC materials).
- The programme includes reading, writing and calculating.
- Topics include: Local Technology like making soaps, charcoal, machroones and baskets, about HIV/AIDS, Agriculture like Moringa plantation and beans and maize, Health program, implementation of small scales businesses.
- Materials are very few, like Kinyarwanda booklets from Ministry of Education, languages booklets and training skills booklets with teachers guiding books also from MINEDUC.
- They apply a test after completion of the literacy programme.
- Learners get a MINEDUC certificate upon completion.

**Follow up**

□ After learning how to read and write, learners are taught different languages like English, French, Kiswahili and simple calculations, also offered training skills like catering, carpentry, tailoring and designing, project planning and management, and hair dressing.

**Institutional activity related to the promotion of reading and writing**

LEARNERS	What has your institution done regarding reading and writing in the past few years?	What do you plan to do in the next 5 years?	What would you recommend government authorities to do in the next 5 years?
School-age children	On reading and writing, our institution has done its responsibilities and up to now these children are still in school learning languages and training skills.	Kids to be at least in secondary and join the university as it's our program.	- To construct schools for these people. - Give out trainers of trainees so that we can have trained teachers in all. - Plan some money for teachers as salary or motivation fees - Think about enough booklets and teachers guides in order to give this program power.
Young people (15-24)	Some of these come from different primary and secondary schools because financial constraints, but we teach up to the university level if all goes well.	These young people being at University.	
Adults (24 years onwards)	After knowing how to read and write we teach them how to calculate and then we also teach them simple languages, project planning and management, and then we give them money and they employ themselves.	We expect these adult people to be exemplary to all Rwandese in knowing how to read and write and calculate and how to manage their small business as our program in general.	

**Suggestions**

- The government must think about orphans, who are not able to pay school fees or other necessities concerning school activities.
- We also request any other organization which is in need to support our activities to release different requirements like those of catering machines, carpentry machines, hair dressing machines and tailoring and designing machines in order to produce qualified students and cater all things we are doing amicably.
- We also request government and other international NGOs to combine all experiences they have, at least these (3) times on a year and make a real program to fight against illiteracy in Rwanda and in the world in general according to the situation of each country.

Person who filled in this questionnaire

Mr. Faustin Katabogama Tugume  
 Director of Education (Education Program/Department)  
 Youth Association Fighting Against Illiteracy  
 Postal address: 2153  
 Telephone : 08435261/08879462/08570627  
 E-Mail: [YAFAI@yahoo.fr](mailto:YAFAI@yahoo.fr)

**PLACE AND DATE: Kicuciro District 5 April 2005**



<b>MINEDUC certificates</b>	sometimes	x	x	x		x	x	x		x	x	
<b>Programme duration</b>	6-12 months: 2 days and 8 hours a week	3 years: 2 days and 6 hours a week	6 months: 3 days and 6 hours a week	9 months: 2 days and 4 hours a week	6 months literacy and 6 months voc-kills: 2 days and 4 hours a week	8 months: 2 days and 4 hours a week	9 months: 5 days and 20 hours a week	12-18 months: 2 days and 4 hours a week	9 months: 2 days and 4 hours a week	1 year: 2 days and 4 hours a week	8 months: 3 days and 12 hours a week	Continuous: 5 days and 30 hours a week
<b>Follow up</b>			Bible newspaper booklets	booklets	various materials	income generating projects	Booklets posters	Bibles others	Bibles peer-tuturing	Imvaho newspaper, other materials	Prayers Youth projects	Languages & vocational skills