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Literacy for Life

Functional literacy for youth and adults in Rwanda: national policy and strategy

MINEDUC/NON-FORMAL Education Unit, Rwanda
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FUNCTIONAL LITERACY FOR YOUTH AND ADULTS IN RWANDA: NATIONAL POLICY AND STRATEGY

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A. THE PROCESS OF DEVELOPING A FUNCTIONAL LITERACY POLICY AND STRATEGY IN RWANDA

Functional Literacy (FL)

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.

Basic Education (BE)

Basic education (BE) is an education capable of meeting and expanding the basic learning needs (BLN) of the population - children, youth and adults. Literacy is an essential BLN, at the heart of BE.

BE is related to both school and out-of-school education, and is lifelong (from birth to death).

BLN go far beyond basic literacy and numeracy. They comprise 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 specific content, scope and means to deal with such BLN must be defined in each specific circumstance.

The Education Sector Strategic Plan –ESSP (2004-2008) of the Ministry of Education, Science, Technology and Scientific Research (MINEDUC) envisaged the need for “a national policy document on functional literacy in Rwanda, developed through a series of consultative seminars” (ESSP, p.19). This document was elaborated between February and May 2005 to fulfill such need.

The document is the result of a process led by MINEDUC's Non-Formal Education (NFE) Unit, with the assistance of a team comprised by two national, one regional and one international consultant.¹ The process included:

- A study literacy in Rwanda, at the center of which was a Youth and Adult Literacy Survey applied in March 2005 in 24 districts, 2 in each province of the country, to literacy teachers, literacy learners and potential learners. The survey instruments, in Kinyarwanda, were

¹ The team **was formed by**: Rosa María Torres (Ecuador, lead consultant), Anthony Okech (Uganda, regional consultant), Genevieve Mukandekazi and Timothy Njoroge (Rwanda, national consultants.) The preparatory work was financed by Sida through CfBT.

submitted to comments by field staff at a consultative workshop held in March 2005. Some of the main findings of the survey, and relevant for policy and strategy formulation, are highlighted in this document.

- Three consultative workshops with MINEDUC Management, Province and District officers engaged in education and literacy in particular, and MINEDUC literacy partners, held in Kigali between March and April 2005.
- Field visits to literacy centres, primary schools, provincial and district offices, and literacy partners in various provinces and districts, both in urban and rural areas.
- Individual and team meetings with MINEDUC staff, including the Minister of Education.
- Documentation of experiences of selected MINEDUC literacy partners.
- An internal discussion of successive drafts of this document with NFE Unit authorities.
- A number of readings and sources consulted (see References).

A preliminary draft of this document was presented for consultation at the 2005 Joint Review of the Education Sector (JRES), held at KIST, between 25 and 29 April, 2005. The present version incorporates comments and suggestions gathered from this and previous meetings, as well as updated statistical information on literacy centres collected by MINEDUC NFE Unit and selected information provided by the Youth and Adult Literacy Survey.

ELIMINATE THIS Rwanda has no policy in this field. Developing a policy document, via consultative seminars, starting in 2004, was a goal stated in the ESSP 2004-2008. This document is presented as a preliminary input for policy and strategy formulation. The full results of the survey will be incorporated in a next draft.

B. RWANDA'S CURRENT SITUATION REGARDING LITERACY

Rwanda has one of the lowest Human Development Index in the world. Part of it is related to its low Education Index, calculated by UNDP according to the adult literacy rate (which represents half of the Index) and the combined enrolment in primary, secondary and tertiary education (representing the other half). The great expansion effort done in the past ten years in relation to primary education, needs to be complemented with a quality effort and with special efforts in the field of non-formal education, especially literacy and basic education for youth and adults.

The following data reflect some of the deficiencies of child, youth and adult literacy in the country:

- Literacy provision in the school system
 - 27% school-age children are not in school (PRSP, June 2002)
 - High dropout rate in primary education (over 30% of children enrolled do not complete the primary education cycle, 6 years).
 - High school repetition rate in primary education: 31.8% (2001 baseline), 17.2% (2002) (PRSP, June 2003)
 - High teacher/student ratio in primary schools: 51 (2001 baseline) (PRSP, June 2003)
 - Low transition rate from primary to secondary: 37% (2001 baseline) (PRSP, June 2003)
 - Low general quality of the education system.
 - No measures available for literacy achievement in school.
- Illiteracy rate

- Almost half of the population above 15 years of age is illiterate (47.6%) (Household Living Conditions Survey, 2000).
- Women's literacy rate (47.79%) is lower than men's (58.06%), but women are the majority in literacy centres. (Household Living Conditions Survey, 2000).
- Almost half of the population above 6 years of age is illiterate (48.6%, Population Census 2003)

▪ Current provision of literacy for youth and adults (MINEDUC/NFE Unit Statistics, March 2005)

- There are around 6,500 literacy centres operating in the country.
- There are 307,445 learners enrolled (Gisenyi alone has 166,040 due to the presence of many partners, mainly churches).
- There are about 30 partners engaged in literacy education, with more centres than the government (55%-60%)

Some findings from the Youth and Adult Literacy Survey (2005)

▪ Characteristics of the literacy instructors

- Mostly young: the cumulative percent at age 30 is 27%, at age 35 is 45% and at age 40 is 60%.
- Mostly men: 36% of the instructors are women.
- 40% completed primary education, 30% completed some form of post-primary vocational or professional training. The rest have secondary education, except for 2 with tertiary education.
- 80% have received training for teaching adult literacy, but only a short training in most cases.
- Only 23% receive an incentive, 16.7% receive a cash income and 52% of these receive only up to 20,000 FRW per year. 40% said government should reward them or pay a regular salary.
- 92% say they are very happy or happy with the work. They are proud of their achievement and of promoting development.

▪ Characteristics of the learners

- 50% of the sample was below 25 years old, 25% were between 25 and 34 years old, 25% were older than 34.
- The majority were women, with an average class enrolment of 24 women and 14 men making a total average of 38 per class.
- Learners are very poor: at night 60.5% use kerosene candles (*agatadowa*), 11.2% wood fuel, 2.1% mere sheaths of grass.
- 40% of the learners have a radio at home.

▪ Learners' desire to learn

- 97.5% of the potential learners' sample said yes when asked whether they wanted to learn to read and write.
- 71.7% choose reading and writing as their first choice when asked what they wanted to learn if given a chance to learn anything.
- 97% of the instructors rate learners' interest in learning as very high or high.
- Most learners (51.7%) want to read the newspaper as their first choice, followed by the Bible (38.3%) and documents in Kinyarwanda (36.7%).

▪ Teaching and learning facilities

Many adult literacy centres lack minimum conditions:

- Classes are held in: churches/mosques 33%; sector office 26%; school 13%; under a tree 13%; special shelter 6%; someone's home 4%, others 4%.

- 32% rate the venue as appropriate, especially considering accessibility and equipment. The complaint about schools is their unavailability at times that are convenient to adults.
- 93% have blackboards, 33% consider them adequate
- 78% have chalk, 22% consider it adequate
- 60% have benches, 25% consider them adequate.
- 23% of the learners say the venue is well equipped.

▪ Teaching and learning materials

- 29% of the learners have a learner's book. Of these, only 12% use the book alone, the others must share with up to 6 learners and in one case up to 30!
- 80% of the instructors have a teacher's guide, 18% say they are appropriate
- The learner's materials are well rated: 56% of the instructors find them very interesting or interesting, 23% not interesting, 64% easy or very easy to use.
- 23% say they have supplementary reading materials, only 7% say they are sufficient, 4% say they are appropriate.
- A few centres have access to some newspaper, especially *Imvaho*.

C. LITERACY GOALS SET BY THE GOVERNMENT AND ITS CHALLENGES

In the framework of Education for All goals (2000-2015), the Government of Rwanda has set the goal of reaching 80% adult literacy rate by the year 2010 (Education for All Plan of Action, June 2003; Education Sector Strategic Plan 2005-2010, draft April 2005).

The challenge of attaining 80% literacy by 2010

- Youth and adults (2002 population census) number roughly 4.5 million, almost half of them are illiterate (2,250,000).
- To raise the literacy rate to 80% means raising that figure to 3,600,000, thus enabling 1,350,000 people to become literate.
- Assuming an average 5% of those below 15 years of age will continue entering the adult age group as illiterates every year (175,000), gives an additional 875,000 by 2010.
- The number of youth and adults to be made literate by 2010 is therefore about 400,000 per year.

This implies:

- At least 10,000 literacy centres to enrol and graduate an average of 400,000 learners per year.
- At least 10,000 motivated and trained literacy facilitators.
- Sufficient facilities, equipment, books and other materials in place at all literacy centres.
- A curriculum to ensure functional literacy.
- A viable policy and appropriate strategies to ensure regulation, promotion, coordination, supervision and evaluation of literacy provision, at all levels.
- Institutional and financial capacity for effective implementation of such policy and strategies.

D. SOME NATIONAL STRENGTHS AND DIFFICULTIES

Strengths

- Education, and literacy specifically, are high on the government agenda.
- A spirit of national reconciliation.
- A spirit of renewal - learning from "the errors of the past."

- One common national language, Kinyarwanda, and a national newspaper in Kinyarwanda.
- Gender parity already achieved in primary and secondary school enrollment.
- Collaborative work is part of the Rwandan culture (*Umuganda*) and can be applied to ensure education and literacy for all.
- There is national experience with non-remunerated volunteer literacy instructors.
- The administrative structure of the country (12 provinces, 106 districts, 1545 sectors, 9115 cells) allows for decentralised and area-based approaches.
- A Sector Wide Approach for Education (SWAP) has been adopted.
- Non-formal education, youth vocational training, and adult basic education have been recently integrated to MINEDUC.
- There are rich and interesting local experiences in literacy teaching.
- There is an important increase in budget allocation for youth and adult literacy between 2004 and 2005 (FR. 668,449,495 in 2005).

Difficulties and special Rwandan conditions

- High poverty rate: 60% below the poverty line (2000).
- Huge public debt: US\$1.5 billion (2000), about 75% with the World Bank.
- High population growth: about 3% per annum (2000).
- Disperse population, living in rural and hilly areas (94% of the population live in rural areas, on agricultural subsistence).
- High HIV prevalence: 13.7% in the population between 15 and 49 years old (2000).
- Low life expectancy: 49 years (2000)
- Traumatized population, millions of orphans and widows after the 1994 genocide.
- Low overall educational level of the population.
- NFE Unit at MINEDUC is understaffed and lacks resources.
- NFE and Adult Literacy and Basic Education are not fully integrated within the ESSP 2004-2008 and 2005-2010.
- Many Adult Literacy Centres lack the minimum teaching and learning conditions (infrastructure, materials, etc.).
- Old-fashioned pedagogy and literacy methods
- Little documented experience in the field of Non-Formal Education and adult literacy specifically.

E. RELEVANT NATIONAL AND INTERNATIONAL FRAMEWORK

National

- Rwanda Vision 2020, July 2000
- Education Sector Policy, Sep. 2002
- Education for All (EFA): Plan of Action, June 2003
- Education Sector Strategic Plan (ESSP) 2004-2008, October 2003
- Education Sector Strategic Plan (ESSP) 2005-2010, April 2005 (draft).
- Rwanda: Poverty Reduction Strategy Paper, MINECOFIN, June 2002.
- Rwanda: Poverty Reduction Strategy – Progress Report, MINECOFIN, June 2003.
- National Curriculum Development Centre (NCDC) 6 year plan: 2004-2009, Dec. 2003.

International

Education for All – EFA (1990-2000-2015)

- Two goals (Goals 3 and 4) refer to youth and adult literacy, basic and continuing education.
- However, all goals are inter-related: the education of youth and adults is related to *all* other EFA goals: early childhood care and education, universal primary education for children, eliminating gender disparities, and improving educational quality.
- Youth and adult literacy and basic education is also intimately related to the seventh EFA goal added by the Rwandan government: preventing HIV/AIDS.

Education for All Goals (1990-2000-2015) UNESCO/UNICEF/UNDP/UNFPA/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.
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.
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.

United Nations Literacy Decade (2003-2012)

United Nations Literacy Decade (2003-2012) LITERACY FOR ALL: A RENEWED VISION	
OLD VISION	NEW VISION
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.
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	

**F. FUNCTIONAL LITERACY FOR YOUTH AND ADULTS:
ELEMENTS FOR POLICY AND A STRATEGY FORMULATION**

KEY POLICY ISSUES		POTENTIAL STRATEGIES	COMMENTS
LITERACY is a right and a need for personal, family, community and national development	<p>Literacy as a right for all</p> <ul style="list-style-type: none"> - Literacy is a human right, at the very core of the right to education. - Democratizing education starts by democratising literacy. - Literacy opens the door to autonomous and lifelong learning. - The right to literacy includes the right to learn in one's own language. 	<ul style="list-style-type: none"> - National social mobilisation around literacy may enhance human rights and civic awareness, heal wounds, encourage national integration and solidarity, and stimulate Rwanda's patriotic commitment. 	<ul style="list-style-type: none"> - All these elements are part of Rwanda's Vision 2020. - Poverty and population growth are high in Rwanda, as well as child malnutrition, infant mortality, maternal mortality at childbirth, HIV/AIDS prevalence and school dropout. Part of it is related to parental education, much of it is related to poverty. - Unlike other ICTs (radio, TV, video), the computer requires competent literacy skills. - Rwanda has a low HDI and a low EI.
	<p>Literacy and education are not an end in themselves but means towards personal, family, community and national development</p> <ul style="list-style-type: none"> - Identity, dignity, self-esteem, empowerment, learning to learn - Reduced child birth, improved children's nutrition, overall well-being and school indicators - Prevention of HIV/AIDS, women's empowerment, helping break the poverty cycle. - Important element for national cohesion and reconciliation. - Democratize basic education for all - Enhance community and citizen ownership and participation in various fields. - Skilled workforce. - Building a literate and a learning society. - Taking advantage of ICTs. - Raise Rwanda's Education Index (EI) and thus Human Development Index (HDI) (the adult literacy rate constitutes half of the Education Index as calculated by UNDP). 	<ul style="list-style-type: none"> - 2010 national elections as an important benchmark for young and adult voters (voting with their name, no longer only with their fingerprint). - Literacy and education to be linked not only to the Poverty Reduction Strategy but to a medium- and long-term Human Development and National Development Strategy. 	

<p>Literacy must respect and be linked to national culture(s) and history.</p>	<p>Literacy is a political and cultural issue, much more than a technical issue</p> <p>In the Rwandan context:</p> <ul style="list-style-type: none"> - national reconciliation and unity are a key political and cultural issue, essential for human, economic and social development. - the Kinyarwanda language is both a symbol of unity and a cultural common legacy that is alive in everyday life of the Rwandese society. - music and dance are an integral part of Rwandan culture. - the family remains the most important unit and social organisation (cells, sectors, districts, are organised and counted according to the number of households). - the <i>Umuganda</i> tradition is kept alive in urban and rural areas (first Saturday of every month). This cultural tradition (mainly oriented towards manual labour) can be productively expanded to assist with various tasks related to educational and learning purposes. <p>These and many other features of Rwandese cultural and historical heritage must be taken into account to delineate culturally- and politically-sensitive policies, and to enhance such heritage in all its unifying, positive and valuable expressions.</p>	<ul style="list-style-type: none"> - All decisions and arrangements in all spheres (administrative, curricular, pedagogical, financial, etc) must serve the purpose of national reconciliation and unity, by enhancing collaboration, non-exclusion, transparency, popular participation, joy, trust, etc. - Music, dance, food, and other artistic expressions of the Rwandese society must be linked to literacy, both in content and in practice (e.g. music and food festivals, ceremonies, local artisans designing a sign for the centre, etc.) - Rwanda's traditional oral culture must be enhanced and translated into booklets and books. Story-telling can be a major source of literature production. Reading aloud and story-telling are essential for literacy acquisition for both children, youth and adults, at home, in school, at community meetings, etc. 	<p>Story-tellers and specialized readers can be trained both for schools and for Y&A centres. The stories may be recorded, and later edited and published in a series of readings. An annual story-telling contest may be organised.</p>
<p>Literacy in the framework of basic education and of Education for All (EFA)</p>	<p>Literacy is part of basic education and of Education for All (EFA) goals</p> <ul style="list-style-type: none"> - Literacy is an essential and enabling basic learning need, and is thus an integral part of basic education of children, youth and adults. - Literacy (in and out of school) runs across all six EFA goals. - EFA Goals 3 and 4 refer specifically to youth and adult literacy and basic education. Both goals are intertwined and will be treated as such in the Rwandan context. - Reading and writing is always <i>about</i> something, so information and knowledge are tightly related to literacy. The content must be relevant to the learners and to national development. - Any literacy or basic education programme can be linked to training in life skills or in any specific area (childcare, agriculture, health, 	<ul style="list-style-type: none"> - Identify basic learning needs (education <i>and</i> training) of youth and adults (part of a learning needs assessment for NFE mentioned in ESSP 2004-2008). - Plan together literacy and post-literacy, to ensure effective and sustainable literacy skills. Post-literacy does not need to be a programme but rather providing stimulus and opportunities to read and write, and to continue learning. (Creation of 5,000 small libraries at cell level planned in ESSP 2004-08, p.20). - Develop a youth and adult basic education 	<p>The Survey conducted in March 2005 is a step forward in this direction. It will provide information on literacy learners' and potential learners' learning needs and expectations.</p>

	<p>HIV/AIDS prevention, conflict resolution, etc.).</p> <ul style="list-style-type: none"> - In functional literacy programming, there are two inter-related moments: (a) learning to read and write (“literacy acquisition”, “initial” or “basic literacy”), and (b) reading and writing to learn (“functional literacy”, “post-literacy”, “basic education” or “general education”). 	<p>curriculum, beyond literacy provision (NCDC to assume also NFE education).</p>	
<p>An inclusive, non-discriminatory and positive approach to literacy and to the illiterates.</p>	<p>The language of literacy and of education often reveals prejudices and negative attitudes, and a war-like terminology:</p> <ul style="list-style-type: none"> - “Illiteracy” associated with ignorance, blindness, handicap, etc. - “Combat illiteracy”, “war on “illiteracy”, “eradicate illiteracy” can be turned into “literacy for all.” - Illiterates prefer to be called “literacy learners.” - Instead of “reducing school failure” the goal is “ensuring school success”. - “Disadvantaged groups” are rather “groups living in disadvantageous conditions.” 	<ul style="list-style-type: none"> - Deal with prejudices (against the poor, the illiterate, the unschooled) in school and out-of-school education, through citizen education, the media and training of staff at all levels. Insist on the use of a renewed vision, attitude and terminology for education. 	<p>Official documents, by GoR and by international agencies and consultants, merit revision before they are made public. There is not a common terminology, and there are contradictory figures, interpretations and recommendations.</p>
<p>A two-pronged approach to literacy: with children, and with youth and adults.</p>	<ul style="list-style-type: none"> - Literacy is an ageless concept and process, which is developed both in and out-of school. - Child literacy (in school) and youth and adult literacy (out of school) must work together and complement each other in any serious and sustainable strategy to ensure literacy for all. - Youth and adult literacy is a remedial strategy to compensate the lack of access to school and/or the poor schooling offered to the school-age population. - Parents’ illiteracy is an objective and subjective predicting factor of children’s poor performance in school (repetition and drop-out). Often, prejudices of teachers and administrators against the illiterate are transferred to their children. - The school system has a special mission to accomplish: <ol style="list-style-type: none"> 1) ensuring school students’ sustainable literacy and numeracy skills, 2) encouraging and assisting students’ families to become literate, and 3) contributing to the national effort towards literacy and learning for all, by turning the school into a community learning centre. 	<ul style="list-style-type: none"> - Bridge formal and non-formal education, rather than separate them artificially. - Rationalize and collectivise organisation, teaching-learning, ownership, and use of learning sites and resources, including libraries-telecentres-cybercentres. Existing buildings, materials, equipments and human resources must be fully used and shared for information, education and training purposes of children, youth and adults. - Articulate: school, family and community; literacy, basic education and vocational training; education for life and education for work; life skills and livelihoods skills; books and computers; children, youth and adults in an inter-generational effort. - This implies intra- and inter-coordination efforts and agreements between: the various government institutions involved in the provision of education; gov. and non-government institutions; civil society organisations, churches, etc; formal and non- 	<ul style="list-style-type: none"> - The current situation in Rwanda is little contact between formal and non-formal education, and very different prioritisation of both. - The Survey reveals few school teachers are engaged in YAL and few schools are used as literacy centres. - MINEDUC has operated traditionally as a ministry for the school system. The recent inclusion of NFE and the adoption of a SWAp are facilitating conditions for such broader and more articulated

			formal education institutions, departments and agents; members of the community.	strategy.
Policy development and implementation, information, training, sensitisation and social mobilisation, monitoring, evaluation and research must be ongoing activities.	<u>Structure:</u> To ensure proper functioning, an operational structure must be in place at all levels (central, province, district, sector, cell) with clear roles and responsibilities at each level, and working channels of information and communication between them. The <u>central</u> level has a major responsibility in policy, information gathering, overall monitoring, coordination and evaluation, sensitisation and social mobilisation, funding and raising funds. The <u>sector</u> (approx. 1,000 families) appears as an ideal coordinating unit for EFA and for YLA especially, and there is already an EFA Committee operating.	<u>Policy:</u> Policy must be viable and culturally relevant for the country. The best policy is not a document but policy-in-action translated into effective strategies and programmes operating on the ground.	- While the central level has a main responsibility vis a vis policy formulation, social participation and consensus-building at all levels are critical.	None of these systems are in place in Rwanda for youth and adult literacy and basic education.
		<u>Information:</u> - Ensure regular mechanisms for information gathering and sharing all the way from the literacy centres to sector, district, province and central level.	- Non Formal Education (NFE) statistics must be fully integrated to MINDUC regular statistics processes and instances. - Need to further analyse the information yielded by the National Population Census (2003).	The Survey reveals: - insufficient training of literacy teachers - weak monitoring of centres or none at all - literacy teachers evaluate their students with their own criteria, in the absence of guidelines. - even basic statistics on literacy centres and learners enrolled is difficult to collect from provinces and districts.
		<u>Training:</u> High priority must be given to continuous education and training of staff at all levels, not only for literacy teachers. Use of radio can be essential.	- Cascade approaches must be avoided or minimized, and/or be assisted with the use of radio, video, etc. - Development of a “critical mass” of motivated cadre at province, district and sector level.	
		<u>Sensitisation and social mobilisation:</u> An information and communication strategy must be part of any policy, and must be implemented at all levels.	- Use of all media possible. - Train or use professional cadre in communication and social mobilisation strategies.	
		<u>Monitoring:</u> Overall monitoring of the programme lies within MINEDUC/NFE Unit and at province level; close monitoring of centres must be done at cell and sector level.	- An effective and dynamic reporting system must be put in place.	
		<u>Evaluation:</u> Evaluate effective functional literacy skills and, ideally, impact on the learner and his/her family. <u>Certification</u> of conclusion of FL programme and learning achievement.	- Evaluating effective skills means evaluating reading and writing real life texts (newspaper, booklet, street signs, writing a letter or a short essay) and calculating real life problems. Guidelines to be developed, provided to literacy teachers, and included within their training. - Link with NEC and NCDC to ensure linkages with formal school system as regards official certification of learners.	

		<u>Research:</u> High priority must be given to basic research (including basic statistics) in areas that are critical for implementation.	- National research institutions and national researchers must be prioritised. A minimum research agenda must be developed.	
Literacy and broader educational interventions must go together with sound economic, social and cultural policies and reforms.	The map of illiteracy coincides with the map of extreme poverty and social exclusion. Literacy and education by themselves cannot do miracles in a highly inequitable world and in highly disadvantageous economic and social conditions for the poor. In most developing countries, alleviating poverty has become a condition - much more than a result – for education and learning for all.		<ul style="list-style-type: none"> - Transformative economic and social vision, policies and strategies in place, such as those delineated in Vision 2020. Reduce external dependency and encourage the mentality “from emergency to development”. - Education to be fully integrated with other social policies (health, nutrition, family well-being, national reconciliation, etc.) and with economic policies. - Develop critical thinking, innovativeness, national pride and global awareness among the population, in all types and modalities of education and training, and through the media. - Engage the population in the decision-making processes at every level, and enhance the quality of educational demand. 	
South-South cooperation must be enhanced.	<ul style="list-style-type: none"> - Most, developing countries have a long history of efforts in the field of youth and adult literacy and basic education. Such history is diverse and mixed, with many lessons to be learned from both successes and failures. - Strengthening South-South collaboration is critical for developing countries, often facing similar realities and often willing to give a hand to others at no cost or with minimum cost, especially if inter-governmental, inter-ministerial or inter-institutional agreements are pursued. (In the table below we include a column with International Experiences worth considering for each strategy, most of them coming from the South. Others will be added in the final draft, together with contact information whenever possible). 		<ul style="list-style-type: none"> - Identify Rwanda`s needs in terms of the policies and strategies outlined, and identify one or two experiences that may be useful to visit or to invite to come to Rwanda for direct assistance. - In Latin America & the Caribbean: Cuba, Mexico, Brazil, Argentina, Ecuador, Peru, Bolivia, the Dominican Republic, have relevant knowledge and know-how to contribute, and radio systems long proved in the region. - In Asia: India and Bangladesh also have important lessons and experiences to share. - The African context provides first-hand experiences in many areas, and many programmes worth looking at. 	The regional and international consultants engaged in this process with MINEDUC might be able and willing to collaborate in this task.

E. STRATEGIES			
OPTIONS	KEY ISSUES	CHALLENGES	INTERNATIONAL EXPERIENCES
YOUTH AND ADULT LITERACY PROVIDERS			
<u>State/government:</u> MINEDUC, co-Ministries, public university, training institutes/colleges, research institutions, public media.	<p>- Basic education and literacy for all are the main responsibility of the State/government, but all actors should be encouraged to participate, and certain national guidelines developed for such participation and for the overall coordination.</p> <p>- Establishing the school as a community learning centre (ESSP 2004-2008) implies careful revision of the current situation of schools, administrators and teachers, and special policies and strategies (administrative, financial, pedagogical, infrastructure, training, etc.) to ensure that schools become not only child- but also adult- and community friendly.</p>	<p>Challenge: Coordination, clear roles and guidelines, diversity within unity.</p>	Most countries, but usually there is lack of intra-governmental coordination, disperse efforts.
<u>School system:</u> Administrators, teachers, retired teachers, students			Most countries use schools as YAL sites and count on students and/or teachers to assist in literacy campaigns and programmes.
<u>Churches and Faith-Based Organisations (FBOs)</u>			In most countries churches have been the first literacy training institutions and they remain active in this field as part of their
<u>Civil Society Organisations (OSC):</u> civil assoc, community-based organizations, NGOs, etc.			Many OSC are engaged in YAL throughout the world. Some well-known experiences are located in Africa (Botswana, Senegal, Uganda, South Africa, Mali, Egypt.)
<u>Profit private sector:</u> mass media, private enterprises, etc.			Several private enterprises engage in adult literacy (e.g. newspapers).
<u>International agencies</u> (bilateral, multilateral, international NGOs)			Few international agencies are committed to YAL, EFA remains focused on primary school.
FINANCING			
Central State/government	The State/government should bear the main costs at national level		All massive campaigns in Latin

Local governments	(curriculum development, production of materials, organization, information and social mobilization, training, subsidies for the non-salaried literacy teachers, etc). - With decentralization and transfer of resources to local governments, they must make the right decisions about budget allocations and follow national policy guidelines.	Budgeting, budget allocation and proper spending at all levels	America and the Caribbean conducted between the 1960s and the early 1990s.
Non-governmental partners	- Need to become increasingly self-reliant and self-sustained.		
Literacy learners	- Illiterates are the poorest of the poor. Literacy provision must be free, at NO cost for the learners.		
International agencies	- Should be encouraged to improve inter-agency coordination and to assist the country in providing renewed impetus to youth and adult literacy and basic education, within the Sector-Wide Approach, as well as within the EFA and the UN Literacy Decade (2003-2012) framework.		
MODALITY			
<u>Campaign</u> : high intensity and high visibility at national and subnational level	- Ideal to create a national spirit of awareness and social mobilisation, but insufficient if conceived as a one-shot effort without follow-up.	Challenge: Ensuring combination and diversity of modalities within a national coordinated and sustainable strategy	-Cuba: National Literacy Campaign (1961) -Nicaragua: National Litreacy Crusade (1981)
<u>Programme</u> : low-intensity but sustained regular programme, high local and national visibility.	- A regular programme ensures that the effort is sustained and further developed, so as to not frustrate the expectations of those who want to continue studying. - The ideal is to combine the campaign spirit with the programme modality. - Need to further analyse the information yielded by the National Population Census (2003). ELIMINATE THIS FROM HERE		- Ecuador: National Literacy Campaign “Monsignor Leonidas Proaño” (1988-89) followed by “Ecuador Studies” programme. Many countries everywhere.
<u>Project</u> : Limited in scope and in time.	- This is how most civil society organizations work, dependant on external aid. Such projects may contribute to the overall national strategy, provided there is coordination of efforts.		Most countries.
All modalities combined	It is necessary to think in terms of diversified strategies within one national strategy, in order to accomodate the diverse needs of learners and instructors, and to use the specific strengths of each community and/or institution engaged.		
SCOPE AND PROGRESS			

National, for all	Criteria to be used for selection and further expansion, must be based on some commonly accepted principles such as : <ul style="list-style-type: none"> - going “from the periphery to the centre” (Vision 2020, 2000) which in the case of Rwanda may mean positive discrimination to rural areas, out-of-school youth, single mother headed households, etc. - stimulating exemplary practice (for example, the case of Kibungo Province, where they have developed and are pushing enthusiastically their own provincial EFA strategy). 	<p>Challenge: Ensuring an area-based approach (cell, sector), demonstrative experiences, best use and combination of resources at every level, and learning along the way.</p>	Different criteria for scope and progress used in different countries.
Start with demonstrative project to be later replicated and/or expanded	Useful to try out some special features or modalities, prior to going to scale.		India: National Literacy Mission
Area-based	Literacy is 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, both peer and inter-generational learning are encouraged (children teaching parents and grandparents, children teaching other children, etc.). When the goals are met, there is a local celebration and a public, official recognition by government. This creates a sense of ownership, achievement and pride, strengthens collaboration among and fair competition with other cells or sectors at national level.		India: National Literacy Mission - ongoing (the strategy is to “liberate” each district from illiteracy)
Itinerant services	- Rather than having people come to the library or the telecentre, bring them to the people, through itinerant services (a bus or a vehicle that is equipped and serves various cells or a whole sector or district). This modality may be combined with all others indicated above.		<ul style="list-style-type: none"> - Thailand: Hill-tribe literacy programme (literacy teachers walk through various communities) - Ecuador: Itinerant libraries and computers serving rural area. - Colombia: Boat-libraries running up and down rivers.
CURRICULUM			
Learning to read and write, and reading and writing to learn	<ul style="list-style-type: none"> - Functional literacy comprises both moments: a) learning to read and write, and b) reading and writing to learn. - The contents may vary according to the specific context and interests of the learners, but some basic learning needs for Rwandan youth and adult population at present may be identified. Learning to adapt contents to local needs is an important element of literacy instructors’ training. - Literacy and numeracy are different learning processes and have different codes (letters, numbers). Unschooling youth and adults may not 	<p>Challenge: Ensuring functional literacy skills for learners enrolled.</p>	<ul style="list-style-type: none"> - Most campaigns and programmes teach both literacy and numeracy. - Examples of numeracy prior to literacy in Peru, Mexico, Argentina

		<p>know how to read and write but they know how to do mental calculations on a daily basis.</p> <ul style="list-style-type: none"> - While emphasis is usually placed on reading, writing is also very important. Writing enhances critical thinking, active and creative expression of one's own ideas. 		
LITERACY TEACHERS				
Community volunteers	<ul style="list-style-type: none"> - Subsidies & incentives - Training 	<ul style="list-style-type: none"> - Subsidies and training ensure more sustainability and stability for the programme, and better quality of literacy provision. The Survey reveals that most current literacy teachers are engaged in agriculture to earn their living, 40% of them only speak Kinyarwanda). - Recognition certificates to be extended to literacy teachers. And scholarships to the best and most committed. - Development of human resources for education. - Gap between NGO literacy teachers (subsidies) and MINEDUC's (no subsidies) must be addressed and resolved. (According to the ALS, only 23% of instructors are paid any incentive) 	<p>Challenge: Ensuring incentives for community volunteers and thus programme stability and sustainability.</p>	<p>Gap between NGOs and governments vis a vis training and subsidies for literacy volunteers is creating problems all over the world.</p>
School teachers and retired school teachers		<ul style="list-style-type: none"> - The PRSP 2002 (p.52) contemplated training of primary school teachers for adult literacy, starting in 2003, but nothing has been done in this line. - The Youth and Adult Literacy Survey (2005) showed that school teachers constitute a minority of current adult literacy instructors. Reasons may be that teachers in Rwanda are overworked (2 shifts) and receive low salaries. Many would be able/willing to engage on weekends, and possibly demand some subsidy. - There are retired school teachers working at present as literacy instructors; the potential of their contribution should be enhanced. 		<p>Massive programmes throughout the world have count on school teachers, with different roles, results are mixed.</p>
School students (primary, secondary, tertiary, Teacher College)		<ul style="list-style-type: none"> - Provided proper motivation and training, they may do a wonderful job and contribution to their country. (Kirambo Teacher Training College students are already engaged in their own literacy project). 		<p>Cuba: National Literacy Campaign Nicaragua: National Literacy Crusade Ecuador: National Literacy Campaign</p>
GENDER OF LEARNERS				
Both men and women, with special emphasis on women in those provinces, districts and sectors showing higher illiteracy		<ul style="list-style-type: none"> - Positive discrimination towards women is justified in Rwanda because of higher illiteracy rate among women and the high number of single-mother headed households. - Special measures need to be taken to increase women's participation (e.g. assisting them with their small children, special centers to leave them, etc) 	<p>Challenge: Gender equity for both women and men, responding</p>	<ul style="list-style-type: none"> - Most programmes today. - In Ecuador's literacy campaign, special student brigades were organised to take care of the children of mothers attending classes.

among women.	- However, in Rwanda (March 2005)– as in most countries- the majority of learners attending literacy centres are women (171,881 women versus 112,885 men in the 12 provinces), so special efforts are needed to incorporate men. (In Cyangu, Butare, Ruhengeri , Gikongoro and MVK there were more men than women enrolled. Giterama data was not disaggregated by sex).	accordingly in each specific context.	
AGE OF LEARNERS			
Learners from 12 years and above, no age limit	<ul style="list-style-type: none"> - Literacy is a right for all, regardless of age. - Vision 2020 and Education Sector Policy state that there should be no discrimination in educational provision. Age remains in most countries a discriminatory variable. There should be no discrimination against “older adults”. - Statistics show that literacy rate starts to decrease in Rwanda in the age-group 30-39 (CWQIQ Survey, 2001). - Those who were children and adolescents back in 1994, are youth and adults today. - Many 12 year olds in Rwanda have adult responsibilities. - A 12 year old who did not go to school or dropped out early has nowhere to learn. Youth Training Centers (YTC) accept only primary school graduates. - Many children between 12 and 15 years of age (and even younger than 12) attend adult literacy classes in Rwanda, as revealed by the Youth and Adult Literacy Survey (2005) and by Obura’s study on provision of educational opportunities to OVCs (draft, 2004). - A facilitating condition to bridge children, youth and adult literacy, basic education and vocational training is that all these areas (including “catch up” programmes for out-of-school children) are within the same NFE Unit at MINEDUC. Diversified strategies and curricula will be needed for adolescents, younger adults and older adults. 	<p>Challenge: Differentiated programmes (schedule, curricula, methods, etc.) for adolescents, youth and adults.</p>	<ul style="list-style-type: none"> - Ecuador National Literacy Campaign (1988-89) - Mexico/Gov: Programme 12-14 (special programme for illiterate adolescents, very successful).
LEARNING SITES			
If it is clean, comfortable and has the necessary materials, any place is good to teach and to learn, for children and for adults. It depends on learners’ preferences and also on the availability in each case. According to the Youth and Adult Literacy Survey (2005) (interview to literacy teachers): only 24% rated the venue as appropriate and only 8% as very appropriate.			
Churches/mosques	- The Survey (2005) indicated that 33% of literacy classes take place in churches/mosques. Churches in the country should be encouraged to be available for community learning purposes.		All these options are very common in relation to adult literacy in developing countries.

Schools/classrooms	- Often illiterate adults do not want to go to school, they feel like children and they are watched. Often schools are ill-equipped and busy all day, so they are available only on evenings and weekends. This is confirmed by the Survey (2005), which revealed that only 13% receive classes in schools and that most adults prefer to learn early in the afternoon.	Challenge: 10,000 equipped learning centres by 2010, with gradual increase from current ill-equipped 6,500.	
Participants' homes	- Many adults prefer to learn in their own homes and with neighbours.		
Under a tree	- According to the Survey (2005), 13% of literacy classes were conducted under a tree.		
TEACHING AND LEARNING MEDIA			
Face-to-face interaction (combined with...)	The most conventional teaching-learning relationship. Nothing can substitute such human relationship. Even distance education needs face-to-face interaction with an instructor or a tutor.	Challenge: Combining several media whenever possible, while ensuring newspapers in particular, and exploring the potential of radio.	The most common in all countries.
Printed material (primers, reading materials, manuals, books, etc.). Libraries and resource centres.	- Indispensable for learning to read and write, and for reading and writing. - Often, printed materials are part of distance education programmes through radio, video, television and the Internet.		The most common media.
Newspapers	There are several newspapers in Rwanda, several in Kinyarwanda. The newspaper is a natural ally of literacy. Introducing newspaper reading in classrooms and adult centres is a key strategy that must be accompanied with special editions or supplements (aimed at children, youth, non-proficient readers and newly literate) and massive production and distribution of them, through special agreements with newspaper companies.		Argentina: Programme "The newspaper in the school".
Radio	- Most (illiterate) people in Rwanda listen to the radio, and many have a one (confirmed by the ALS). Thus the obvious need the take advantage of radio as a key means for information, communication, education and training. - Long and successful international experience with educational radio and Radio Interactive Instruction.		- Dominican Rep.:Radio Santa María (primary education for youth and adults). - Fe y Alegría radio system (literacy and primary education for youth and adults) in 13 countries. - ALER (Latin American Association of Radio Education), in all countries of the region.

Video	<ul style="list-style-type: none"> - Used in the 1980s-1990s in several countries as an aid to literacy teaching and teacher training. - It has remained very much attached to entertainment purposes and has faded away in the field of education, but its educational potential needs to be further developed and exploited. - There are methods that combine radio and video (see current Cuban experience). <p>NOTE: According to MINEDUC/NFE staff, television and video artifacts were provided last year by MINALOC to all districts; also, video artifacts have been provided to secondary schools by MINEDUC.</p>		<ul style="list-style-type: none"> - Ecuador: video was used to train 75,000 literacy teachers engaged in the campaign. - Cuba: "I can" literacy method combines radio and video (currently in several countries in Latin America and in Africa).
Television	Literacy teaching through television has not had many good results. But television is a key mass information device and useful for second language teaching and social mobilisation.		
Computers and Internet	<ul style="list-style-type: none"> - Computers are starting to be introduced for adult literacy in pilot projects in some countries. Not enough lessons learned so far. - Computers also being introduced for "digital literacy" with children, youth, adults and the elderly. - Maybe the most powerful impact of computers and the Internet is the motivation towards becoming literate and learning. This is true not only for children and youth but also for adults and the elderly. 		<ul style="list-style-type: none"> - Several countries in Europe. - Spain/Barcelona: Adult literacy programme using the computer. - Many developing countries introducing children to computers since pre-school.
Multi-channel or multi-media learning	<ul style="list-style-type: none"> - Multi-channel learning has many advantages, not relying on one single media but combining several of them to suit the different learning needs and styles of people, and to take advantage of the specific strengths of each in the different periods of life. - In particular, combining books and computers (the library and the Cafe Internet) in one single place, rather than in separate circuits, may prove wise for the future of literacy and learning for all. 		
TEACHING AND LEARNING MATERIALS			

<p>Manual for the literacy teacher and primers for the literacy learners (one per person)</p>	<ul style="list-style-type: none"> - Very difficult to teach and learn without reading and writing materials. - The Survey and some District officers reveal that there are many ALC in Rwanda where there are no materials available. - This is the ideal situation, provided that the materials are good, adaptable and relevant for the learners, leaving lots of room for improvisation and innovation. - Need to ensure reading materials and notebooks to all learners, sharing with others complicates enormously literacy teaching and learning. - Need to reprint current MINEDUC literacy materials (considered good or very good and easy by a good number of literacy teachers) on a massive scale and lowering costs. 	<p>Challenge: Urgent massive printing and distribution of teaching and learning/reading materials (10,000 literacy teachers and 2,200,000 learners by 2010).</p>	<p>Ecuador: National Literacy Campaign, “Our Rights” Teacher’s Manual and Learners’ Workbook</p>
<p>Reading materials available at a community library or resource centres shared with the local school(s) and other educational institutions.</p>	<ul style="list-style-type: none"> - Newspaper companies may provide a number of issues for free to such libraries on a regular basis. - Campaign to collect reading materials in Kinyarwanda, and also in French and English, at national, provincial, district and sector levels. 		<p>Bangladesh: BRAC Community Libraries</p>

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