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**MINISTRY OF EDUCATION
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ADULT EDUCATION POLICY

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FOREWORD

The essential role of literacy in human development needs no overemphasis. The world is now moving towards a Knowledge Society. The transition from an Information Society to a Knowledge Society is in itself a daunting task for many nation of the world. The plight of nations with low literacy rates is made even more difficult by having to address the issues of literacy whilst also taking on the issues relating to the establishment of an information society, to be followed up with the attainment of the status of a knowledge society.

It is the mission of Ministry of Education to provide education and literacy across demographic sub-groups and to close the inter-generational gender gaps in this area. With Adult Education Policy and a number of other educational reforms such as introduction of the Nine Years Basic Education (2003), and its expansion to twelve year basic education (2012) and adult basic education program that cover a wide range of our population, with English as a medium of instruction and technological advancement through the use of ICT, all those will help the Ministry of Education to achieve Rwanda's national goals as highlighted in the Education Sector Policy 2003, Education Sector Strategic Plan 2014/15-2018/19, Vision 2020, and international commitments such as MDGs and EFA. This will contribute to a prosperous future and sustainable development of our country.

Adult basic education will provide the people with the basic life skills needed to improve their living standards and enable them to better cope with the challenging day-to-day life. Such life skills would also make it easier for people to conduct business transactions across borders, since Rwanda has joined a number of regional blocs including the East African Community, and Commonwealth among others.

This policy will also help to develop and put in place an efficient mechanism of data collection, analysis and interpretation that would guide better focused policy formulations and program implementation

in the sector of literacy. The Adult Education Policy shall contribute a lot to Rwanda attainment of a Knowledge Society.

The Adult Education Policy requires a strong inter-sector coordination led by the Ministry of Education in collaboration with the Ministries of Local Administration, Gender and Family Promotion, Sport and culture, Youth, Finance, Internal Security as well as other Governmental and Non-Governmental Organizations. The success of the implementation of this policy depends on the cooperation of all partners and stakeholders

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ACRONYMS AND ABBREVIATIONS

CEPGL	Communauté Economique des Pays des Grand Lacs (Great Laks's Economic Community)
CfBT	Centre for British Teachers
COMESA	Common Market of Eastern and Southern Africa
CONFINTEA	Conférence Internationale sur l'Éducation des Adultes (International Conference on adult Education)
COOPECs	Cooperative d'Épargne et de Crédits (Credits and Savings Cooperatives)
DHS	Demographic and Housing Survey
EAC	East Africa Community
EDPRS	Economic Development and Poverty Reduction Strategy
EFA	Education for All
EICV	Enquête Intégrale sur les Conditions de Vie des Ménages (Household Living Conditions Survey)
EMIS	Educational Management Information System
FAWE	Forum for African Women Educationalists
HIV and / AIDS	Human Immunodeficiency Virus/Acquired Immunodeficiency Syndrome
ICT	Information and Communication Technology
IDHS	Intermediate Demographic and Housing Survey
KIST	Kigali Institute of Science and Technology
MDGs	Millennium Development Goals

MIDMAR	Ministry of Disaster Management and Refugees
MIGEPROF	Ministry of Gender and Family Promotion
MINALOC	Ministère de l' Administration Locale (Ministry of Local Government)
MINEDUC	Ministry of Education
MININTER	Ministère de l'Intérieur (Ministry of Internal Security)
NAS	National Agriculture Survey
NEPAD	New Partnership for Africa's Development
NGOs	Non-Governmental Organizations
NISR	National Institute of Statistic of Rwanda
PRSP	Poverty Reduction Strategy Paper
RCS	Rwanda Correctional Service
REB	Rwanda Education Board
RWF	Rwandan Francs
SFB	School of Finance and Banking
SIDA	Swedish International Development Agency
TFR	Total Fertility Rate
TVET	Technical and Vocational Education and Training
UN	United Nations
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization

UNICEF United Nations Children's Emergency Fund
UNLD United Nations Literacy Decade
WDA Work Force Development Authority

EXECUTIVE SUMMARY

The vision of this policy is as follows: “ a literate society where all Rwandans have access to, and make full use of reading and writing and life skills for personal, family, community and national development, thus contributing to building a peaceful and prosperous country”.

The consequences of illiteracy have been well studied and documented worldwide. In Rwanda the main consequences identified are: low self-esteem, dependence on others in social activities involving the written language, poor health, accidents which could be avoided by being able to read and getting proper and timely information/guidance, limited access to employment, limitations to social and civic participation, ignorance of one’s and others’ rights, higher possibility of being manipulated, deteriorated families and children’s conditions: no birth control, domestic violence, child mortality, and children not attending school or doing poorly in school.

In order to deal with the above mentioned concerns, the Government of Rwanda developed a comprehensive Adult Education Policy and Strategic Plan with recommended policy actions:

- a) Operationalize policy and institutional framework to support the implementation of adult basic education program at all levels,
- b) Increased access to quality and equitable literacy services for needy adult people countrywide,
- c) A strong Public- Private Partnership established for a smooth implementation and resources mobilization for policy programs, d) Post literacy Programs fostered for sustainability and suitability of literacy -for employment, e) Evidence Based Programming and Effective Monitoring and Evaluation.

Efforts to implement adult basic education actions are strongly aligned to Rwanda’s international and national development goals. The policy

recommendations contribute to the achievement of MDGs goals, EFA, African (Banjul) Charter on Human and Peoples' rights, as well as national plans and strategies such as the EDPRS II, Vision 2020, National Investment Strategy and Education Sector Strategic Plan.

The effective implementation of this policy requires strong institutional structures and coordination among different ministries and stakeholders. This calls for collaborative efforts between the Ministry of Education and the various Line Ministries, Private non Formal Education Providers, Development Partners, Faith-Based Organisations, Civil Society Organisations implementing literacy programmes, Associations, Community, parents and teachers. However, it is the Ministry of Education which has the primary responsibility and accountability for the success of the implementation of the Adult Education Policy. The implementation framework details the roles and responsibilities of the government, stakeholders, including centralized and decentralized levels.

Monitoring and evaluation strategy focuses on strengthening the collection of data relevant to adult basic education. This data will allow MINEDUC to monitor the implementation of Adult Education Policy, as well as measure its impact on the progress of learners.

1. INTRODUCTION

Equitable access to information for all is essential to building knowledge-based societies. At the heart of this vision, there requires the capacity to identify, produce, treat, transform, disseminate and use information in such a way as to create and apply the necessary knowledge to help human development. The most important source of information in the present world is found in the different types of written documents, such as books, news bulletins, newspapers, other publications, as well as in the electronic media, such as the internet. In the absence of the capacity to read, write and count, no one can ever even pretend to access such literature, let alone make use of them. In short, such capacity could be acquired only if an individual has the opportunity to learn to read, write and count, and practises these skills.

Cognizant of the above, the Rwandan Government, through the Ministry of Education, has decided to implement an Adult Education Policy in order to channel and harmonise all the efforts of the different actors in this field and achieve the ultimate goal of, and sustain, a fully literate population.

Adult basic education is considered to constitute an important pillar for supporting programmes of poverty reduction, good governance, social participation, citizenship building, family and local development, lifelong learning and building a dynamic literate environment, hence, the overarching importance of literacy in nation building.

1.1. Definition of Concepts

1.1.1. Adult

The word “adult” is conventionally used in Rwanda to mean a level of physical and mental maturity that a person has attained which differentiates that person from a child. This is in line with the United Nations Convention on the Rights of the Child which defines a child as a person below the age of 18(UN, 1990). In Rwanda, an adult is legally

referred to as a person aged 18 years and above since a child is anybody aged below 18 years (MINIJUST, 2001).

In the context of this Adult Education Policy, the adult is defined as a person with 15 years of age and above who has never been to, or who dropped out from school, and unable to read and write.

1.1.2. Literacy

It is difficult to invent a universally valid and acceptable definition of the term literacy. However, taking into consideration the different definitions that are current in diverse social and country contexts, certain guiding principles emerge, as follows:

- Literacy is a right and a need for personal, family, community and national development;
- Literacy must respect and be linked to national culture and history, and literacy education must be conducted in the learner's language;
- Literacy is key to the access of information, knowledge and wider communication;
- Literacy is the foundation for self-reliance, meaningful life-long learning.

According to the functionalist Model of literacy , a broader definition of literacy would include not only the three R's (reading, writing and arithmetic), but also certain basic life skills needed for coping with the ever-changing demands of living in the modern world. Literacy is more than just being able to code and decode text; it is the ability to comprehend, interpret, analyse, respond, and interact within the variety of complex situations in which adults encounter various kinds of information. Each context, school, work, military, civic and family requires a different kind of literacy competency (Sticht and Armstrong, 1996).

In the Rwandan context and for the purposes of this Adult Education Policy, literacy comprises a set of skills that is reading, writing and

numeracy. Adults will be considered literate when they are able to (a) read, write and interpret information and understanding of diverse types of texts in real life situations, and (b) compute and use the four basic mathematical operations, both orally and in writing, (c) to be able to cope with and solve their real-life problems; and (d) to apply the skills learned to income-generation activities and entrepreneurship. In short, this process would facilitate the development of individual citizens of Rwanda and in turn facilitate the overall socio-economic development of the country.

1.1.3. Functional Literacy

Functional Literacy implies the following:

- (a) Content is linked to real life experience and problems faced by individuals; and
- (b) Vocational and job training opportunities are added to or provided after, the period of literacy education, as part of post-literacy activities. The main thrust here is to attempt to respond to some of the key concerns of learners and help them to address better their challenging living conditions in the present as well as emerging and new perspectives for the future.

Poverty reduction is at the very heart of learners' interests. Learning to read, write and compute may normally be considered as a low priority as compared to other and more visible basic subsistence and survival needs. Hence, the importance is attached to linking literacy with practical contents and skills as related to people's daily and emerging needs.

1.1.4. Post-Literacy

We consider 'Post-Literacy' as an activity which follows literacy education that may come during or after the literacy course, so as to (a) ensure that learners engage in actual reading, writing and computing and do not relapse into illiteracy, and (b) provide continuing education and learning opportunities for the newly literate population. Thus, 'Post-Literacy'

may include a wide variety of activities including, but not limited to, vocational training, crafts, reading and cultural activities.

1.1.5. Non-formal Education

Non-formal education refers to educational activities typically organized outside the formal education system. In different contexts, non-formal education covers those devoted to adult basic education, basic education for children not attending school and the acquisition of basic life skills needed to cope with everyday life.

1.1.6. Adult Education

The term 'adult education' denotes the entire body of organized educational processes, whatever the content, level and method, whether formal or otherwise, whether they prolong or replace initial education in schools, colleges and universities as well as in apprenticeship, whereby persons regarded as adult by the society to which they belong develop their abilities, enrich their knowledge, improve their technical or professional qualifications or turn them in a new direction and bring about changes in their attitudes or behavior in the twofold perspective of full personal development and participation in balanced and independent social, economic and cultural development; adult education, however, must not be considered as an entity in itself, it is a subdivision, and an integral part of, a global scheme for life-long education and learning. (UNESCO, 2012)

It entails activities in a formal, non-formal or informal framework, intended for adults and aiming at extending or replacing their initial education and training. The goal may be to:

- Complete a given formal level of education or obtain a professional qualification;
- Acquire knowledge or skills in a new field (not necessarily for a qualification);
- Update or upgrade knowledge and skills.

1.1.7. Adult Basic Education

The term "adult basic education" means an instructional program for the undereducated adult planned around those basic and specific skills most needed to help him or her to function adequately in society. "Adult basic education" means instruction in basic skills, such as reading, writing, arithmetic, and other skills required to function in society.

It is designed for individuals in whom it seeks to lay the conceptual groundwork, indispensable for learning and development throughout life. It covers practical and theoretical knowledge as well as behaviors that are required for active participation in social, economic and political life and adjustment to different contexts. The current tendency is now to formalize adult basic education and make it equivalent to formal schooling. As with literacy, many programs claim to pursue both a goal in terms of rights (the right of every citizen to receive basic education guaranteed by the constitution) as well as goals related to subsistence and income generation.

In the context of this Policy, the Adult Education, we are talking about is adult basic education given to the person who has never been to, or who dropped out from school, and unable to read and write. The adult basic education given to him or her is not limited to only the knowledge in relation with reading and writing but also covers the practical and theoretical knowledge as well as behaviours that are required for active participation in social, economic and political life and adjustment to different contexts.

1.2. The Target Groups

The main target groups for the implementation of this policy and the corresponding programmes are the adults (15 years old and above) who either never had access to school or have insufficient formal schooling. Special emphasis will be given to rural areas and women, whose illiteracy rate is higher than urban and men respectively. The following categories

will be taken into consideration and given special attention: people with disabilities, veterans, refugees, prison inmates, workers of private enterprises and other workers needing such attention.

1.3. Adult basic education Principles

Adult basic education programme should integrate and channels the policy of the Government of Rwanda, embodied in the following fundamental principles:

- **Good Governance:** The Government of Rwanda is convinced that with the promotion of education for all citizens, good governance will get sustained.
- **Fight against Genocide:** The Adult Education Policy will sustain the commitment of the Government to fight against genocide and its ideology.
- **Unity, Reconciliation and Respect for Human Rights:** Literacy is a human right. The Government of Rwanda has established the National Commission for Human Rights and the National Commission for Unity and Reconciliation. The Adult Education Policy supports the commitment of the Government to promote a society free from all forms of discrimination and injustice.
- **Patriotism and Citizenship:** The Adult Education Policy will contribute to promoting patriotism among the citizens which would lay the foundation needed for the success of any national programme of development.
- **Gender:** The Adult Education Policy sustains the National Gender Policy, based on the principle that women and men are equal citizens who must fully contribute to the development process and equally take advantage of it.
- **Environmental Protection:** The Adult Education Policy will contribute to a better understanding of the current environment problems and to behaviour changes in the population in favour of supporting governmental programmes dealing with environment protection.

- **Fight against HIV and AIDS:** The Adult Education Policy supports the principle that the problem of HIV and AIDS is cross-cutting and must be taken into account in all development programmes.
- **Family Planning:** The Adult Education Policy is expected to contribute to the sensitisation of the target population on family planning methods, and thus, help contribute towards reduction in total fertility rates.
- **Housing, Hygiene, and Community Health:** Literacy will be used as a tool of sensitising the people in favour of community health, hygiene and housing, grouped into villages “Imidugudu”.
- **Sustainable Development:** The Adult Education Policy complies with the approach to sustainable development adopted by the Government of Rwanda as highlighted in the Vision 2020, Economic Development and Poverty Reduction Strategy as well as Decentralisation Policy. Literacy will be one of the means of development because it would enable people to access new opportunities and learn new patterns of behaviour consistent with sustainability.
- **Inclusion and Empowerment:** Marginalised and vulnerable groups can have access to the services and opportunities of their wider society through literacy learning, which would be contextualised and made accessible to them.
- **Literacy and Labour Market:** The rapidly evolving labour market and work places require competitive skills that may be necessary, including the types and levels of literacy skills that may be needed to respond to new demands and developments. The implementation of this policy will strive to focus on shaping adult learners to adapt to the fast-changing professional challenges.
- **Early Childhood Development:** Literate parents and a rich and active literate environment in the family will give children an excellent background and the needed stimulus for the proper preparation for school.
- **Cooperation:** Literacy intersects with other domains of life and

is used for different purposes. The cooperation of the various stakeholders is of paramount importance in implementing this policy in training, design of curriculum, planning, financing of adult basic education and management, with the delineation of clear responsibilities and earmarking of resources to each and every activity and institution, taking care to ensure the avoidance of duplication.

2. CONTEXT /BACKGROUND

2.1. Socio-economic context

2.1.1. Geography and Demography

Rwanda is a mountainous and landlocked country comprising 26,338 square km of geographical area. It shares a common boundary with Uganda in the North East, the Democratic Republic of Congo in the West, Burundi in the South, and Tanzania in the East.

The population of Rwanda was estimated at 10,515,973 in 2012 with 83, 5% rural population and 16,5% urban population. 48% of the population was male while 52 % of the population was female (NISR, 2014).

The Rwandan population is predominantly young. About 62% of the population is under the age of 25 years while 41% are under 15 years old. Persons aged 65 and above constitute around 3% of the total population. Around 50% of the population is under 20 years old (NISR, 2012). According to fourth national census (2012) the life expectancy of Rwandan population is 64 years.

According to the projections made in 2012 by National Institute of Statistics for Rwanda, the population would be approximately 11.2 million by 2015. At the end of the period covered by the Vision 2020, the population size would reach about 12.7 million according to the high and medium scenarios.

2.1.2. Health

Health is clearly a priority of Government with particular emphasis on improving accessibility to quality and appropriate health services to the poorest and most vulnerable groups of society.. To achieve this objective, the Government of Rwanda has raised the level of public funding on health services with a view to strengthening the capacity of the medical personnel and the provision of adequate health infrastructure both at national and community level.

Infant Mortality Rate (IMR) is normally considered to be an important

indicator of the health status of any society. In Rwanda, IMR has decreased considerably, from 139‰ in 2002 to 49‰ in 2012 and for children less than five years of age, the mortality has decreased from 227‰ in 2002 to 72‰ in 2012 (NISR,2014).

Health and nutrition statistics clearly indicate that parents, in particular mothers, with no education rarely access the health services provided for by the Government, and the access in rural areas is slightly lower than that in urban areas.

With regard to the immunization coverage of children by residence, complete vaccination coverage is higher in urban areas (93 %) than in rural areas (90%). The vaccination coverage increases steadily with the mother's level of education, although the differentials are not significant: 87% for children whose mothers have no education; 90 % for children whose mothers have primary education; and 97% for children whose mothers have secondary education or higher. This clearly shows a causal link between the levels of educational attainment of parents, in particular mothers, and use of basic health services (NISR, 2010).

The current official policy of universal access to health in Rwanda includes, among others, universal access to medical insurance. The good progress has been made in this direction since 88% of the population had a medical insurance in 2012.

Institutional delivery is another important indicator of the health care status of pregnant mothers and new born children. The number of mothers giving birth at health facilities is seen to increase with rising levels of their education. During 2012, 69% of women delivered their babies at a health facility, 29% took place at home (compared with 70% in 2005). Home births were more frequent in rural areas (31%, as compared with 16% in urban areas) and among women with no education or only primary education (41% and 28 %, respectively, as compared with 11% among women with secondary education or higher) (NISR, 2010)

Total Fertility Rate (TFR) is a key indicator of the demographic

characteristics of a population.

It varies by areas of residence: women in urban areas have lower fertility (3.4) than those in rural areas (4.8) (NISR, 2010).

Education is known to have significant impact on reproductive behaviours. The higher the level of educational attainment, the fewer children a woman has. Women with secondary level of education and above have few children with a TFR of 2.6 children when compared to a TFR of 4.7 amongst those with no formal education. The difference in TFR between those with no education and primary/post primary education is trivial. This suggests that the national TFR of 4 children per woman is primarily driven by the high fertility of women with less or no education (NISR, 2012).

As is the case with education, literacy enables persons with disabilities to access information, to participate in activities that require reading and writing skills (such as banking or use of computers) and to access better jobs. The level of illiteracy is almost twice as high among persons affected by a disability compared to persons without a disability, among men as well as women (NISR, 2012).

2.1.3. Economy, Labour Market and Employment

Rwanda has made considerable economic progress with the rank of 155 out of 169 countries with Human Development Index of 0.385 (HDI, 2011). In the East African region only three countries, Kenya, Uganda and Tanzania are ranked above Rwanda at 131,145 and 151 respectively (UNDP, 2011).

The overall economy is growing at a significant rate. The GDP annual growth rate is an average of 8.2% between 2000 and 2012. Rwanda's GDP per capita has increased from USD 541 in 2010 to USD 644 in 2012 (NISR, 2012).

The analysis of the branch of economic activity reveals that 76% of the employed population were working in the primary sector, 6% in the secondary sector and 16% in the tertiary sector. The predominant

branch of economic activity in the primary sector was agriculture, which employed 75% of the employed population. In the secondary sector the predominant branches of economic activities were construction (3.4% of the employed population) and manufacturing (2.7%). The predominant branch of economic activity in the tertiary sector was wholesale and retail trade (NISR, 2012).

The primary sector's percentage of total jobs decreased by 12 percentage points, while, the percentage of the population employed by the secondary and tertiary sectors increased between 2002 and 2012 (NISR, 2012).

As expected the occupations which require high level skills were occupied by more educated people. The distribution shows that 72% of employed people with university education were managers (11%), professionals (48%) or technicians and associate professionals (13%). On the other hand, people with less education were involved in occupations that demand low levels of education. 87% of the population who had never attended school were working in agriculture and 5% of them in elementary occupations. It is important to note that the higher the education level, the greater the chances of entering an occupation other than agriculture. The results show that the chance of being involved in agriculture decreases from 87% to 76% if the person concerned has some primary education; from 76% to 46% if the level of education increases from primary to lower secondary; and 46% to 2% if the level of education increases from lower secondary to university (NISR, 2012).

3. GENERAL ORIENTATIONS

Education, specifically Adult basic education, is stated explicitly in different statements, protocols international, regional and national commitments and agreements. Adult Education Policy is in line with those commitments and agreements and will guide the development and mainstreaming of strategies for their implementation.

3.1. International Initiatives and plans

3.1. 1. Action Plan for Education for All

In 1990, the Education for All (EFA) world initiative was adopted in Jomtien, Thailand, at the World Conference on Education for All organized by UNESCO, UNICEF, UNDP and the World Bank. In April 2000, at the World Forum for Education, in Dakar, the EFA decade was evaluated and more than 160 Member States and the international community reiterated their commitment to attaining EFA through achievement of the Six Goals, covering basic education for children, youth and adults. The Dakar Framework for Action encouraged governments to put in place National Plans of Education for All (MINEDUC, 2000). Rwanda committed itself to implement such a plan by achieving the Education for All goals by 2015.

In October 2000, the Government of Rwanda mandated the Ministry of Education responsible for coordinating with the different Ministries concerned with the “Education for All” Programme. Since then, a managerial structure has been developed for achieving “Education for All” and a certain number of actions have been undertaken for the elaboration and implementation of a National Plan of Action.

A National Forum for Education was put in place in order to coordinate the operationalization of the Dakar Framework for Action at regional levels. The Forum is made up of representatives from the concerned Ministries, NGOs, Faith Based Organisations, and both national and international organisations involved in education. The Forum has the responsibility of ensuring the preparation of a National Plan of Action. To this end, a

national conference was convened in 2003 for the formulation of key activities and ratification of actions adopted by the Forum.

The Secretariat of the Forum was then established in the Ministry of Education and 'Education for All' Committees was also established at provincial and district levels. Seven thematic groups were formed, of which one is devoted to adult literacy and another to youth and adult vocational training. The seven groups are listed below:

- 1) Pre-school education
- 2) Access and retention policy in primary education
- 3) Improvement of quality in education
- 4) Reduction of inequalities in education
- 5) Adult literacy
- 6) Youth and adult vocational training
- 7) Fight against HIV/AIDS

3.1.2. Millennium Development Goals (MDGs)

Against the background of globalisation, a large majority of the nations of the world participated in the Millennium Summit held in New York from the 6th to the 8th of September 2000, under the auspices of the United Nations and committed themselves to working for sustained development in order to reduce extreme poverty, to a significant extent, the world over, by way of working towards achievement of the following eight Millennium Development Goals:

1. Eradicate Extreme poverty and hunger
2. Achieve Universal Primary Education
3. Promote Gender equality and Empower women
4. Reduce child mortality
5. Improve maternal health
6. Combat HIV/AIDS, Malaria and other Diseases

7. Ensure Environmental sustainability
8. Develop a global partnership for Development

The following three Goals emphasize the problem of poverty, education and information and communication.

Goal 1: To eradicate, by 2015, hunger and malnutrition of 30% of the population by increasing production, access to and use of nutritious food in households and by improving food quality of pregnant women, mothers and children below 5 years.

Goal 2: To ensure completion of primary education (4 years of schooling) for both boys and girls and eradicate gender disparity by decreasing it in the primary-secondary transition rate up to 42% in 2002, 80% in 2015, increasing secondary net enrolment rate from 20% to 100% by 2015, university schooling rate to 1% of the population in 2000, 6% in 2015.

Goal 3: To increase by 50% the number of people having access to advantages of new technologies, in particular technologies of information and communication, through access to internet and to mobile telephone services.

Achieving these goals implies a literate and educated population, aware of its rights and duties, and of the changes taking place nationally and internationally.

3.1.3. New Partnership for Africa's Development (NEPAD)

NEPAD objectives for education and literacy aim at:

- Working with donors and multilateral institutions to ensure that the International Development Goal aiming at achieving universal primary education by 2015 is achieved
- Integrating, in all programmes, preventive education, especially in matters relating to environment, HIV/AIDS, conflicts, food security, maternal and child health and public health
- Working for improvements in curriculum development, teaching quality and access to ICT and to data communication

- Expanding access to secondary education and improve its relevance with regard to labour market
- Promoting networks of specialised research and higher education institutions
- Undertaking vigorous actions to promote literacy and post-literacy learning as a fundamental means of learning throughout life and in the context of the UN Decennial for Literacy (2003-2012).
- Elaborating and promoting adapted curricula, with diversification of learning options in accordance with the needs of targeted groups.
- Ensuring adequate training of both literacy teaching personnel and those in charge of informal education of young and adult people, basing on defined orientations, and improving their living and working conditions (NEPAD, 2005).

The Adult Education Policy reflects the NEPAD goals and objectives and will help to achieve them by providing guidelines and strategies that foster the provision of quality adult basic education.

3.2. National initiatives and Plans

3.2.1. Vision 2020

Rwanda has adopted the Millennium Development Goals in its Vision 2020 and continues to undertake initiatives aiming at achieving the various social and economic objectives.

The Vision 2020 is a long term development framework highlighting the aspirations of the people of Rwanda. The key elements of Vision 2020 which place special emphasis on education are:

1. Good governance and a capable state
2. Human resource development and the establishment of knowledge based economy
3. Private sector led economy

4. Infrastructure development
5. Productive and market oriented agriculture
6. Regional and international economic integration

The following are identified as the cross cutting issues involved in the implementation of the Vision stated as above:

- Ensuring gender equality
- Protection of environment and ensuring the sustainable natural of resource management
- Development of science and technology education, including ICT

Vision 2020 aims at building a society that will make a modern nation, strong, united unity, politically stable, socially coherent and economically reliable; a country where all forms of gender-based discrimination are eliminated.

Vision 2020 focuses on human development based on the establishment of a knowledge-based prosperous economy. This requires universal literacy, scientific, technological, and professional and management training, gender equality and the achievement of proper demographic balance.

3.2.2. The Economic Development and Poverty Reduction Strategy (EDPRS 2)

The Economic Development and Poverty Reduction Strategy (EDPRS 2) is a key element in national planning, which guided the Government in its policy strategy and expenditure planning. This Strategy emphasises the importance of prioritizing programmes and projects of great impact so that they could play a greater role in, and impact on, poverty reduction. Also, it would offer a framework in which communities, the private sector, civil society and donors could create a partnership capable of reducing poverty of Rwandan people. For instance, the majority of agricultural workers have no education qualifications and adult illiteracy remains an issue. According to EDPRS 2, adult basic education will help

to create more productive work force by offering the basic literacy skills. Thus, adult basic education is considered to be one important way of reducing poverty in Rwanda.

3.2.3. The National Decentralization Policy

The Government of Rwanda considers vertically downward decentralisation as the only means of developing rural areas. In this connection, with the January 2006 administrative reforms, the administrative sector has been considered as a unity or a fulcrum of development of the country. When it comes to decentralization, the Ministry of Local Government has the responsibility to develop human resources, to plan and implement suitable programmes for the acquisition of the necessary competencies by all the citizens across the country. Thus, it would be necessary for the Ministry of Local Government to implement continuous education and training programme for the people at large so that they have the capacity to work towards achieving good governance.

The National Policy of Decentralisation aims at ensuring a political, economic, social, administrative and technical rehabilitation of local population, at combating poverty through their total involvement and participation in the process of planning and management of their locality (MINALOC, 2000)

Such a decentralization process is expected to facilitate the implementation of adult basic education programme through decentralized entities. The other advantage would be that literacy would facilitate adults to acquire knowledge and skills that would in turn enable them to engage themselves more actively in local development activities.

3.2.4. The National Gender Policy

The National Gender Policy is part of the development agenda adopted by the Government and tries to fill in the existing gaps relating to women, and inter alia, their education. Indeed, Rwandan women have limited access to education as compared to men. This issue is specifically being

addressed by the National Gender Policy (MIGEPROF, 2010).

Because of gender stereotypes, the ratio of girls enrolled in sciences and technology is lower than that of boys. Also, girls' school performance is below that of boys. One of the strategies to address this problem is putting in place measures to address social, cultural and economic factors underpinning the poor participation of girls and women in education at all levels especially in the traditionally male reserved areas and increase access, performance and retention of girls and women in public education at all levels. National Gender Policy envisages the improvement of informal education by facilitating and supporting adult education for both men and women and ensuring that the concept of gender balance becomes part of the adult education curriculum.

The National Gender Policy's emphasis on ensuring appropriate gender sensitive measures for relevant technical and vocational training are in place and functional to ensure that legal and policy frameworks facilitate access, performance and retention for both boys and girls and men and women are in place at all levels and to establish a catch up program for women who have not yet completed their secondary school (MINEDUC, 2010).

The Adult Education Policy will be gender responsive so as to ensure that young and adult men and women have opportunities to learn and be better prepared to deal both with family and individual life.

3.2.5. The Education Sector Policy

Education sector policy put an emphasis on importance of literacy and adult education. Non Formal Education through functional literacy will be provided to all men and women, boys and girls, taking into consideration their specific needs, constraints, and incentives and in the spirit of lifelong learning. Some of the strategies envisaged in the Education Sector Policy (2003) with regard to adult basic education and related programme include:

- Encourage continuing education and distance learning in all types of training (formal, informal and non-formal)

- Establish means for lifelong learning and give special attention to female and other vulnerable groups participation in education, especially popular and functional literacy for women in rural areas
- To tackle all causes of girl's and women's dropout and low performance at all cycles of education
- Alternative, non-formal means of education will be available to all who are unable to attend school.

The Policy also highlights other measures that aim at improving access to and quality of formal education to prevent and tackle illiteracy among school aged children and young population.

3.2.6. The Education Sector Strategic Plan 2013/2014-2017/2018

Adult basic education forms part of the basic education program. The basic program includes early childhood development, 6 years of primary education, 6 years of secondary education and adult basic education. It provides the foundations of literacy, numeracy and child development needed to ensure better quality students for secondary and tertiary levels of education, and for the labour market.

With regard to adult basic education, Rwanda, in comparison with many other countries in Africa, is doing well. The fourth National Census (2012) indicates that 68,3% of the population aged 15 years and above is literate. There is a higher literacy rate for men (73 %) than women (65 %). Efforts to tackle adult illiteracy have been initiated, focused on the development and distribution of learning materials. Partnerships have been developed with faith-based and civil society organizations, and guidance has been provided to adult basic education centers and associations, along with training and materials on demand.

The strategies envisaged for reduction of illiteracy under the education sector is the National Literacy Campaign that makes use of National Service where Senior 6 leavers spend 12 months following graduation providing voluntary literacy classes. ESSP 2013/2014-2017/2018 accords priority to the adult instructors training, regular assessments of learners, and the culture of reading reinforced by promotion, facilitation and

increased access to relevant reading materials for neo-literate adults. More than one million people are targeted to receive literacy courses through the National Literacy Campaign.

3.2.7. The National Investment Strategy

The National Investment Strategy aims at improving public and private investments in Rwanda. This strategy is based on a number of recent reforms aiming at improving the efficiency and effectiveness of Rwanda's planning and budgetary systems.

As stated in Vision 2020 and related poverty reduction strategies, development cannot be achieved without:

- (i) The involvement of all Rwandans,
- (ii) Better living conditions of the population, with health and education as priorities,
- (iii) Quantitative and qualitative increase of production as a result of strong professional and vocational training;
- (iv) Development of priority programmes such as education, health, youth, culture and sports, social issues, gender equality, reintegration, sovereignty and governance, and general administration.

All these dimensions are closely related to the efforts at further strengthening adult basic education and basic education, which will further enhance the implementation of the Vision 2020 strategies.

3.2.8. Sectorial Strategies of the Ministry of Youth and ICT

The Ministry of Youth and ICT and its partners, have adopted strategies that would orient all intervening partners to the promotion of development of the youth. Adult basic education aims at providing the out-of-school youth with relevant life skills that allow them to better understand and remove the barriers that hinder their personal, social and economic development.

3.2.9. Rwanda Government's Seven Year Programme (2010-2017)

Literacy has been included as one of the priority areas of education in Rwanda Government's Seven Year Programme of the 2010-2017 Presidency. Under this programme, it is envisaged to provide for literacy classes to adults who have never been to school or had dropped out earlier in formal schooling, in order to facilitate the reaching of the target of over 90% of literate population aged 10 and over by 2017 and 95% of literate population aged between 15-24 years by the same year. This objective will be fulfilled by putting in place strategies and mechanisms to continue to encourage the culture of reading and publishing, starting with young children and reaching up to adults (GoR, 2010).

4. SITUATIONAL ANALYSIS OF ADULT BASIC EDUCATION IN RWANDA

4.1. Study on Literacy Needs conducted by Ministry of Education (2005)

A national empirical study on the situation of literacy needs and programmes in Rwanda was conducted in 2005 by MINEDUC.

Some of the salient features of the findings of the study are summarized below:

Learners:

- Strong desire to learn to read and write among the illiterate population.
- People prefer to learn for a few days a week, 2-3 hours per day

Literacy Instructors:

- Most have primary school education or a few years of post-primary education.
- About 50% had taught for over 3 years, mainly without any remuneration.
- Inadequate training or no training.

Literacy Centres and Literate Environment:

- There were over 6,000 literacy centers reaching over 300,000 adult learners.
- Lack of facilities at the centers.
- 13% of the centers were working under trees
- Centers were not evenly distributed in all the Districts.
- More centers run by civil societies and religious organizations than by the government.
- Little to read at home, in schools, and at the community level.

Curriculum and Pedagogy :

- No common curriculum or syllabus. No regulations or guidelines in this regard.

- Government materials used also by many partner organizations.
- Discrepancy between topics taught and what learners wanted to learn (not interested)
- Alphabetic and syllabic methods predominant.

Literacy: Supply and Demand :

- NGOs provided service on a project basis, depended heavily on international aid and ran the risk of interruption of services when they might run out of funds.
- Lack of coordination and networking among the different agencies involved in literacy.
- Lack of supervision and monitoring.
- Resources going into adult literacy programmes found insufficient.

Causes and Consequences of Illiteracy:

Causes:

- **Poverty:** Poverty and illiteracy have a direct and strong relationship, reinforce each other and may have intergenerational impact. Thus the need for an inter-sectorial approach where education policies are intimately related with economic and social ones.
- **Culture:** Prejudice against the poor often lead to the belief that investment in their education is a waste of time and resources. Prejudice against women leads also to inequitable access to education by girls and women. Same with the elderly and with groups with special needs. Combating social prejudices and enhancing the best manifestations of Rwandan culture is thus the key for the advancement of literacy and education in the country.

- **Lack of motivation and perception of the multiple benefits of literacy:** Some illiterate adults continue to associate literacy mainly with employment, without perceiving its wide personal, family and social gains. As confirmed by abundant research and practice, literacy is related to self-esteem, dignity, empowerment, autonomy, critical thinking and widening up of horizons on many fronts. The expectation of quick economic returns of literacy education often leads to frustration and early drop out. Thus the need to work with learners and potential learners on better understanding of what they can realistically expect from literacy, as well as the need to ensure the connection of literacy with real life situations and problems faced by learners in their daily lives.

Consequences:

Consequences of illiteracy have been well studied and documented worldwide. Among others, the following are identified as the main ones:

- Low self-esteem and self-confidence
- Narrower perspectives of oneself, the world, the future, the possibilities that are open and alternatives
- Dependence on others in social activities involving the written language
- Diseases, accidents and dangerous situations which could be avoided by being able to read and getting proper and timely information/guidance.
- Limited access to employment, especially in modern times
- Limitations to social and civic participation
- Ignorance of one's rights and those of others
- Higher possibility of being manipulated.
- Strong relationship (especially in the case of mothers) with deteriorated families and children's conditions: no birth control, domestic violence, child mortality, children not attending school or doing poorly in school, among others.

Recommendations of the study on literacy needs :

- Need for a National Policy and Strategy for Literacy for Adults in Rwanda, developed by the MINEDUC
- Literacy must not be viewed in isolation, but in the framework of basic education and of Education for All (EFA).
- Essential to encourage an inclusive, non-discriminatory and positive approach to literacy and to the illiterates.
- Dealing effectively with illiteracy implies embracing two-pronged approaches: with children in schools (preventive strategy), and with adults out of school (remedial strategy).
- Policy development and implementation, information, training, sensitization and social mobilization, monitoring, evaluation and research, must be on going 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 developed for adult basic education must be fully integrated within the overall education policy.
- An inclusive and non-discriminatory approach to age.
- Adopting a cross- sectorial and holistic approach to adult education.
- An area-based approach for literacy and for educational interventions in general: territorial intervention - whether cell, sector or district – engaging the whole population in the area.
- Urgent need for capacity building among education staff at all levels.
- Pedagogy of literacy needs major revision in literacy centers (as also in schools).
- Budgetary allocations for adult literacy must be at least doubled in order to meet the proposed goals.
- Three follow-up activities recommended: an initiation or launching of an overall task force, a training task force, and a curriculum development task force.

4.2. Current situation and achievements

4.2.1. Evolution of literacy in Rwanda

As per above summary of the 2005 study, it may safely be said that education has been given a high priority in Rwanda's development strategies. Within this framework, literacy for all is at the core of the Government's development strategies. The country's literacy rate has been increasing over the years due to initiatives taken by the Government and its partners to boost access to all levels of education from primary to higher education institutions.

Table 1: Evolution of literacy in Rwanda according to four general censuses (% population 6 year old and above)

Year	Can read and write
1978	39.8%
1991	53.3%
2002	60,4%
2012	68%

Source: National Census, 1978; 1991; 2002; 2012

Since 1978, the literacy rate has been rising. It increased from 39.8% to 53.3% in 1991, from 60,4% in 2002 to 68,3% in 2012. In 2002 literacy rate stood at 54.9% for men and for 48.5 % women. In 2012, the literacy rate for men was 73 and 65% for women. Overall, adult literacy rates are higher among urban residents (82%) than in rural areas (65%).

These trends led to Government efforts such as free compulsory primary education for school- aged children, construction of schools in rural areas and involvement of parents in order to reduce school dropouts and to tackle the increase in the illiterate population.

Non-formal and informal learning programmes were also established. The ‘Catch-Up Programme’ supported by the Government is a non-formal education initiative equivalent to formal compulsory primary education, not a substitute, aimed at offering an accelerated programme for adult and out of school youth so that they could re-enter formal education and vocational training.

The Ministry of Education is in charge of coordinating, monitoring and evaluating education policies and allocating funds to Districts to cater to the needs of teaching and learning materials and to the needs of training of instructors of adult literacy centres’.

4.2.2. Partnership

Partnership, which is seen as the cornerstone of provision of literacy education and delivery of programmes, has continuously been strengthened. There are many MINEDUC partners such as non-governmental organizations, faith-based organisations, other Government Ministries and Agencies that see adult basic education as the key for their development programmes and that are determined to help community members and the citizens at large to improve their standards of living.

The majority of instructors involved in such programmes completed primary education and work mainly as volunteers. They receive a short pre-service training or in-service training organized by the Ministry of Education and private providers.

As at 2014, there are thirteen teacher training centres, four Higher Learning Institutions specialised in education training, whose primary mission is training primary and secondary education teachers. However, none of these institutions offer training for adult basic education.

The programmes that are envisaged for the improvement of adult basic education aim at reinforcing coordination and harmonisation. As part of this attempt, ministerial instructions have been developed and approved, training of trainers and instructors are regularly carried out, and curriculum and training module have been developed. Instructor's and learner's textbooks have been produced and distributed to adult literacy centres, along with didactic materials. With regard to access, the aforementioned National Literacy Campaign has been initiated and the target is to have at least four literacy centres by cell level and deployment of senior six graduates working on voluntary basis under the national service has begun in order to train illiterate adults (MINEDUC,2009-2010).

4.2.3. Materials

Although several efforts as described above have been made, adult basic education centres continue to be poorly equipped,). Scarcity of reading materials for learners, as well as of community libraries which are few (89 across the country), is a reality that negatively affects the process of acquiring and sustaining literacy skills in daily life situations.

4.2.4. Potential of ICT

The potential of ICTs to foster educational development in Rwanda is clear when one considers the ways it makes communicating information easy and effective. At the national level 64% of the households possess a radio, 54% have a mobile phone. The possession of specific assets by the household varies according to the area of residence. In urban areas, high percentages of households have mobile phones (84%), radios (72%) and television sets (36%). In rural areas the most widespread assets possessed by the households are radios (62%), and mobile phones (48%).

Only 7% of the Rwandan households have access to the Internet. It is mainly an urban phenomenon: 28% of the urban households have access to the Internet, while only 2% of the rural households do (NISR, 2012).

4.2.5. Medium of Instruction

The language of instruction in adult basic education is principally in Kinyarwanda as the mother tongue of the learners. Recently, basic knowledge of English is also taught as part of the literacy curriculum. Similarly, basic knowledge of other languages like Kiswahili will be imparted in post literacy or in existing non-formal education programmes, whenever possible, so as to broaden the learners' communication skills, to improve their educational and employment possibilities, and to facilitate their contact with digital technologies, especially for the young population.

4.3. Constraints and Strengths of the Sector (SWOT Analysis)

4.3.1. Strengths

Literacy in Rwanda has many assets that facilitate its outreach throughout the country. They include, among others, the following:

- Strong interest and eagerness by many Rwandans to learn;
- Special attention given to education and literacy for women over the last ten years;
- Existence of a common culture for all Rwandans;
- Long tradition of volunteer work in Rwanda and in adult basic education in particular;
- Increased awareness of population on the need for literacy;
- Use of variety of spaces for learning: literacy classes are sometimes conducted in homes;
- Existence of a national language, Kinyarwanda, which can be used as the medium of instruction in the literacy centres;
- Strong private sector in the country with the potential to support literacy training ;
- The National Gender Policy and women’s empowerment structures in place;
- Greater sensitization to the need for literacy skills for making real progress.

4.3.2. Weaknesses

Some weaknesses have also been identified, which, either directly or indirectly affect the development of literacy education in Rwanda. These include the following:

- Poverty that leads to some Rwandan preferring to give their time to productive activities and consider attending literacy classes as a waste of time;
- Weak structure and support for adult basic education planning at local levels

- Shortage of qualified instructors;
- Insufficient coordination and follow up of literacy centers at decentralized entities;
- Irregular attendance of some adult learners;
- Insufficient training of literacy instructors;
- Weak instructor motivation;
- Cultural biases and stereotypes for girls' and women's education.
- Lack of culture of reading and buying the books
- Insufficient of access to reading materials,

4.3.3. Opportunities

The following are the opportunities that exist which may enable the adult basic education programme in Rwanda to overcome the challenges encountered:

- Political will on the part of the Government to invest in human resources development, resulting in activities for the promotion of education in general and literacy in particular;
- Existence of many development partners eager to intervene to support the improvement of the education sector;
- Commitment and participation of several religious institutions and local organizations in literacy programs;
- Opportunities for national mobilization for literacy through the annual celebration of International Literacy Day and Mother Tongue Day, on September 8 and February 21, respectively;
- Existence of decentralized entities for planning and implementation of programmes;
- Availability of infrastructure (churches, schools, administrative offices, etc.);
- Promotion of ICT in the country and its integration into the education policies;
- The National Gender Policy in place
- Membership in the East African Community, the African Union, the United Nations, the Commonwealth and other political-economic communities ,which provides opportunities to learn

from the experiences of other member countries.

- Existence functional Joint Action Forum at district level, which serves as platform for engaging key stakeholders in adult basic education and decentralisation.

This environment provides an opportunity for joint advocacy, as well as research and information dissemination worldwide;

4.3.4. Threats

The following points are identified as possible threats:

- Poverty of some Rwandans;
- Ignorance of the real importance of literacy;
- Family disputes and their many implications on the children's performance in schools, in particular and in adult basic education , in general;
- Scarcity of electricity in rural areas, which affects adult basic education activities;
- Concentration of illiterate population in rural areas;
- Limited budget for literacy programmes as compared to perceived needs ;
- Weak culture of publishing, reading and writing in Kinyarwanda;
- Women continue to be the majority within the illiterate population

5. STAKEHOLDERS' VIEWS

The stakeholders in adult basic education were consulted over the period of time of developing the Adult Education Policy. The stakeholders were consulted at different times during the study conducted to inform policy developers through field visits, workshops and interviews.

There were the workshops in which participated representatives of key Ministries that are: MININTER, MINALOC, MIGEPROF, MYICT, MINISPOC, MINECOFIN, Districts, Non-Governmental Organizations, Faith Based Organizations, Civil Society Organisations, UN agencies (UNESCO) and MINEDUC Agencies. They came up with major recommendations, in the form of needs, as indicated below:

- Need for a National Coordination body for all adult basic education activities
- Need for harmonisation of literacy programmes for effective coordinated management
- Need for the provision of relevant literacy learning through functional literacy
- Need for introducing a participatory monitoring and evaluation programme
- Need for a better and more active involvement of beneficiaries in the planning process for adult basic education programme
- Need for putting in place a national planning and management framework for adult basic education programmes and activities
- Need for the creation and strengthening of the desk of adult basic education in MINEDUC, curricula and textbooks production and distribution department within Rwanda Education Board and in the College of Education at the University of Rwanda.
- Need for the increasing of the budget allocated to adult basic education programmes

- Need for the creation of associations of adult basic education instructors and learners
- Need for the provision of incentives for the instructors

The Ministry of Education has taken into consideration the suggestions of stakeholders as indicated above in the formulation of the present Policy

6. VISION AND MISSION OF ADULT EDUCATION POLICY

6.1. Vision

A literate society where all Rwandans have access to, and make full use of reading and writing and life skills for personal, family, community and national development, thus contributing to building a peaceful and prosperous country.

6.2. Mission

To put in place the necessary national legal framework, conditions, programmes and mechanisms that will enable the implementation, monitoring and evaluation of this policy at the various levels, with quality, efficiency and effectiveness.

7. OBJECTIVES AND STRATEGIES OF THE ADULT EDUCATION POLICY

7.1. General Objectives

The overall objective is to build a literate Rwanda through suitable basic literacy and continuing adult education programmes, supported by the creation and enhancement of a conducive literate environment.

7.2. Specific Objectives

1. To reduce the adult illiteracy rate
2. To make adult basic education a determining pillar in the fight against ignorance and illiteracy which also contributes to citizenship building and to a culture of peace and non-violence in Rwanda
3. To create a favourable framework for functional adult basic education
4. To create a framework for dialogue among different stakeholders in adult basic education
5. To mobilize resources and ensure their rational and efficient utilization
6. To put in place appropriate adult basic education programs for different special groups, with appropriate teaching aids for adult learners with impairment and the training of instructors in special needs education.

7.3. Policy strategies

1. Enhance public awareness through advocating for the importance of literacy as lifelong learning for personal, family and social development;
2. Increase access and develop quality assurance mechanisms and standards for literacy programmes at national level;
3. Create and strengthen a partnership and collaboration framework for the different stakeholders involved in adult basic education ,

and at the various levels so as to harmonize their activities and ensure synergy of efforts;

4. Build sound monitoring system of literacy programme through good use of data for evidence-based planning;
5. Improve the development of relevant and sufficient gender-sensitive curricula, pedagogical materials and teaching aids that respond to learner's diverse needs and desires;
6. Mobilize citizens with emphasis on girls and women to join literacy programme;
7. Offer continuing learning and provide productive, occupational, and income generation skills to the new literate population and provide training programmes to help them improve their life conditions

8. RECOMMENDED POLICY ACTIONS

The Adult basic education Strategic Plan contains a comprehensive results framework which is organised into four Strategic Outcomes, which will be achieved over the course of the five-year Strategic Plan.

- 1) Operationalize policy and institutional framework to support the implementation of adult basic education program at all levels
- 2) Increased access to quality and equitable literacy services for needy adult people countrywide
- 3) A strong Public- Private Partnership established for a smooth implementation and resources mobilization for policy programs
- 4) Post literacy Programs fostered for sustainability and suitability of literacy -for employment
- 5) Evidence Based Programming and Effective Monitoring and Evaluation

There are Output-level results for each Outcome which contains specific activities, with indicators, targets, timelines and budgets, with the responsible actor identified for each activity.

While the Adult basic education Strategic Plan lays out the recommended policy actions in greater detail, below are the key recommended policy actions which will be implemented to meet the Adult Education Policy Objectives:

1) Operationalize policy and institutional framework to support the implementation of adult basic education program at all levels

- Dissemination of the Policy and Strategic Plan after Cabinet adoption
- Constitute Technical committee at District, Sector, and Cell level

2) Increased access to quality and equitable literacy services for needy adult people countrywide

- Strengthen existing adult basic education centers with sufficient human and materials resources
- Increase number of adult basic education centers throughout the country
- Develop sufficient training manuals and teaching aids
- Mobilize and use of senior six finalists to train adult learners
- Conduct refresher training for adult basic education instructors in use of functional literacy as method of learning and teaching
- Develop quality assurance mechanisms and standards for literacy programs
- Develop a national qualification and certification framework for adult basic education programs
- Promote better synergies between non-formal and formal education
- Support establishment of adult basic education programme at UR/ College of Education and in TTC
- Sensitized all people especially girls and women illiterates to attend adult basic education centers
- Support adult basic education programs for inmates
- Encourage and support vulnerable group to attend adult basic education centers
- Encourage physically disabled people to attend adult basic education centers
- Develop appropriate methodology and teaching aids for adult with disabilities

- Train instructors in appropriate methodology of teaching people with disabilities
- Provide adult basic education instructors with entrepreneurship skills;
- Provide incentives to support adult basic education instructors
- Provide certificates of merit to Adult basic Education instructors

3) A strong Public- Private Partnership established for a smooth implementation and resources mobilization for policy programs

- Conduct sensitization campaigns on the importance and merits of adult basic education
- Hold TV and Radio Talk Shows on adult basic education programs
- Establish inter-ministerial, private partnership and decentralized collaboration mechanisms for policy implementation

4) Post literacy Programs fostered for sustainability and suitability of literacy -for employment

- Integrate adult basic education graduates in vocational and technical trainings;
- Strengthen the existing and create new community libraries

5) Evidence Based Programming and Effective Monitoring and Evaluation

- Develop and implement the monitoring and evaluation plan for adult basic education performance
- Conduct timely data collection on adult basic education program and ensure their dissemination
- Carry out researches and ensure findings are published

9. IMPLEMENTATION PLAN

In order to achieve the objectives of the Adult Education Policy, it is necessary to ensure partnership and harmonisation amongst all stakeholders, both public and private. Adult basic education intersects with different aspects of development work and hence all actors in development in one way or the other need literacy or literate people to achieve their goals or to accelerate their activities.

This calls for collaborative efforts between the Ministry of Education and the various Line Ministries, private adult basic education providers, Development Partners, Faith-Based Organisations, Civil Society Organisations implementing literacy programmes, associations, community, parents and teachers. It is the Ministry of Education which has the primary responsibility and accountability for the success of the implementation of the Adult Education Policy.

9.1. Institution Framework

To implement the Adult Education Policy and Strategic Plan effectively, it will be essential to strengthen current structures for adult basic education's services and ensure good inter-sectorial leadership, coordination and service integration through of Adult basic education providers' forum, Adult basic education Steering Committee and Adult basic education Technical Committee.

9.1.1. National Level

Adult basic education Providers' Forum

The Adult basic education Providers' Forum will be established and will comprise representatives of all actors involved in the delivery of literacy and non-formal education programmes. The condition upon which a certain association or NGO would be considered as a member is for that body to have been registered and recognized officially by the Sector where the activities are conducted as delivering adult basic education or

related activities and programmes. That forum will be chaired by Ministry of Education and co-chaired by one of the development partners.

The Forum will have the following functions:

- Provide technical, financial and material support for the adult basic education programmes and monitor how they are used;
- Coordinate and avoid duplication within the frameworks of the respective organizations or individual's programmes and plans of adult basic education programmes;
- Map the areas where adult basic education programme is most needed;
- Consult and share the best practices and lessons in a complementary framework for ensuring better basic education delivery;
- Advise the National Steering Committee and the Ministry of Education on the implementation of national plans for adult basic education.

The Adult basic education Providers' Forum will meet once a year.

Adult basic education Steering Committee

The Inter-sectorial Adult basic education Steering Committee led by the Ministry of Education will be established and will comprise policy makers, experts and representatives of civil society organizations, faith based organization and other partners, as indicated below:

- Representatives of Line Ministries (MINEDUC, MINALOC, MIGEPROFE)
- Representatives of faith based organization
- Representatives of CSO (International and local NGOs)
- Representative of Universities
- Representative of REB
- Representative of WDA
- Representative of Private Sector Federation
- Media representative

- Representatives of provinces and Kigali City
- Representatives of District

The Adult basic education Steering Committee will have the following functions:

- Advise the Ministry of education on matters related to adult education and literacy
- Approve adult basic education national action plans
- Follow-up the implementation of adult basic education action plans
- Coordinate at the national level all literacy interventions and efforts
- Monitor the progress of implementation of the Strategic Plan and assess the outcomes
- Evaluate the impact of the literacy efforts vis-a-vis national, regional and international commitments
- Advocate for adult basic education so as to be put in country's top priorities for development
- Mobilise resources for adult basic education activities

The Adult basic education Steering Committee will meet once a quarter or whenever required.

9.1.2. Decentralized Levels

Rwanda is fortunate in having the needed decentralized structures that could facilitate the implementation of the Adult Education Policy as proposed. There are a number of technical committees for the implementation of the various programmes that are operating at grass roots levels from Districts to villages.

Adult basic education Technical Committees at all levels (District, Sector and Cell) will be established in order to oversee the implementation of this policy. Whenever possible, the existing committees on education related matters will mainstream adult basic education as a component of the programmes under their supervision. The proposed technical

committees will be made up of local authorities, representatives of private sector, experts, Non-Governmental Organizations, faith-based organizations and civil societies.

District Level

The Adult basic education Technical Committee at District level will be chaired by a person or agency convened by the District adult basic education Technical Committee. This could be the Vice-Mayor in charge of Social Affairs or another respected local leader. The functions of this Technical Committee will be:

- Ensure reliable statistics on the status of literacy in the district and analyse and disseminate them to the target audience,
- Monitor and coordinate the adult basic education services delivery in the different sectors,
- Develop the Action Plan and allocate budget needed for adult basic education activities,
- Coordinate the efforts of the adult basic education providers within the districts in order to ensure that even remote areas and disadvantaged groups are able to access the literacy services,
- Compile timely sector reports, analyse them and prepare a comprehensive report to central authorities and other stakeholders on the status of literacy in the District,
- Take necessary actions and pursue the needed strategies to reduce illiteracy in the district and to approve the list of the winners to be awarded certificates
- Ensure that adult basic education is covered in District performance contract and functional adult basic education committee in Joint Action Forum is included in the District's plan.

Sector Level

Each Administrative Sector will establish an Adult basic education Technical Committee. The functions of these technical committees will be:

- Identify the infrastructure to be used for adult education in every cell,
- Identify and recruit capable adult education voluntary instructors,
- Execute properly the budget allocated to adult education

- activities and submit the budget execution report to the District,
- Monitor all the programmes and activities of adult education carried out in the Sector and report back to the district,
- Train the trainers/instructors of adult education in the Sector.

Cell level

Each Administrative Cell will establish an Adult basic education Technical Committee. The functions of these technical committees will be:

- Monitor all the activities and programmes of adult basic education carried out in the Cell;
- Prepare the lists of adults with the need for adult education and submit it to the sector;
- Prepare a comprehensive report on Adult education activities in the cell and submit it to the Sector.

Village level

The functions of each Administrative Village will be:

Sensitize and mobilize the illiterate population to join literacy programme

Communities /Learners

Seek learning materials for themselves

9.2. Roles and Responsibilities

There are numerous partners working together for the provision of adult basic education **programme** who are expected to be guided by and use the Adult Education Policy as a framework for improved service delivery to adult learners. Management of adult basic education **services** and programs through various Government Ministries, Sectors and Agencies should be conducted in an integrated approach. The following partners are expected to play different roles and responsibilities:

The Ministry of Education

The Ministry of Education is responsible for policy formulation, planning, monitoring and evaluation of adult education policy implementation at the national level. It is also responsible for coordination of partnerships and for availing funding for adult basic education service delivery.

The Ministry of Youth and ICT and Ministry of Sport and Culture

The Two Ministries have an important role to play in supporting the implementation of this policy. The youth constitute the majority of the population and need special attention in building their capacity to actively and productively participate in the country's development and to enable them to be self-employed and job-creators as well.

The Ministry of Youth and ICT has the primary responsibility to ensure that the youth, who are illiterate, have the opportunities to alternative forms of education. The Ministry will play the role of sensitizing the youth to join literacy classes and ensure through its affiliated entities that literacy and life skills for the youth programs are mainstreamed in the youth centres.

The Ministry of Sport and Culture will help to mobilize funds for the implementation of the programme and promotion of reading and publishing culture by establishing and supporting community libraries and writers.

The Ministry of Local Government

The Ministry of Local Government has equally an important role to play in mobilizing the grassroots authorities to include adult basic education programmes into their district development plans; in mobilizing illiterate population to join the literacy classes; and in collecting information on the status of illiteracy in the decentralized entities. The Ministry will facilitate the mapping of all the vulnerable and needy groups and will ensure that they access basic education programmes in order to empower themselves.

The Ministry of Finance and Economic Planning

The Ministry of Finance and Economic Planning will mobilize the necessary financial resources needed for implementing the programmes, make the necessary budget provisions and will put in place a sound mechanism to monitor the expenditure incurred under the programme, preferably through a performance monitoring of the same.

The Ministry of Gender and Family Promotion

The Ministry of Gender and Family Promotion will have the responsibility to oversee the mainstreaming of gender in every aspect of the country's development plans and policies. Its overarching responsibility will be to ensure that the inter-generational gender gaps are addressed as effectively and completely as possible. It will ensure that women have the needed access and are mobilized to join literacy programme through its affiliated entities and institutions. The Ministry will also advocate to partners to support women graduates' income generating activities and the activities of women's associations.

The Ministry of Internal Security

The Ministry of Internal Security, particularly through the Rwanda Correctional Services, will run, support and oversee the expansion of literacy programmes in all prisons and correctional institutions in order to ensure that all the illiterate inmates access literacy programmes and gain life skills that would prepare them to become good citizens and to be more productive both in the period spent in custody as also when they are reintegrated into society.

The Ministry of Commerce and Industry

The Ministry of Commerce and Industry will facilitate and advise on different entrepreneurship possibilities for illiterate adults and sensitize enterprises and cooperatives to mainstream literacy programmes for their workers and members in need of them.

The Ministry of Health

The Ministry of Health will have a large stake in the effective implementation of this policy. This is the case because the incidence of morbidity and mortality impacts more heavily on the poorer groups of the population, particularly on the illiterates. Poverty and lack of education perpetuate the high rates of pregnancy among adolescents and consequently the birth rates in this age group. The use of contraceptives is found to be the lowest among the poorest women and those with no education. The illiterate population is seen to lag behind in responding appropriately to messages on disease-prevention and in changing their behaviours accordingly. Keeping this background in view, the Ministry of Health will be responsible for the development of proper curricula to address the issues mentioned above and to suitably incorporate the needed basic skills of preventive health care in the literacy programmes. With the assistance of community health workers, the target groups will be mobilized to join literacy classes and thereby acquire the needed life skills on preventive health care. The acquisition of such life skills, as part of the literacy programmes, will enhance the process of the empowerment of these target groups.

The Ministry of Agriculture

The Ministry of Agriculture will have the responsibility to sensitize farmers on the importance of literacy through its decentralized entities and affiliated institutions, farmers associations and cooperatives and thereby support post- literacy programmes. The advantage to farmers of acquiring some life skills such as the ability to access and use the internet in order to find out information on markets and competitive prices that may be available for their produces is immense and quite evident.

The Ministry of Justice

The Ministry of Justice will advise and assess laws whenever required to ensure that the literacy programmes comply with laws.

Rwanda Education Board

• Curricula and Pedagogical Materials Development Department

The Curricula and Pedagogical Materials Development Department will be responsible of :

- Developing appropriate literacy curricula and review the same in order to meet the identified training needs of the beneficiaries
- Advising and assist the adult literacy programme providers in the development of appropriate adult education materials
- Structuring the training programme schedule and prepare the training materials based upon needs assessment for curriculum development in such a way as to ensure that they reflect the accepted pedagogical standards and norms
- Ensuring that the distribution of textbooks and curricula is done in a timely and effective manner.

• Education Quality and Standard Department

The Education Quality and Standard Department will be responsible for setting norms and standards, for ensuring the delivery of quality literacy programmes, through a system of effective and quality supervision that would include inspection, visits and reviews. These actions would provide proper advice and guidance to adult basic education managers and would monitor progress of completing targets of coverage, ensuring at the same time that the quality of service delivery is also enhanced. A well-developed system to measure and monitor progress qualitatively and quantitatively would help this important effort.

The Quality Assurance Department will thus play a significant role in guiding instructors on the most appropriate ways of teaching and classroom management. They will also advise the Ministry of Education on the actions to be taken based on facts observed on the ground,

including policy changes that may be warranted, getting of the needed budgetary allocations and providing for the needed programme implementation support.

- **Teachers Development and Management Department**

It will be the responsibility of the Teachers Development and Management Department to take all the necessary steps that may be needed to integrate literacy instructors as part of the overall teachers' development plan and training.

Workforce Development Authority (WDA)

The Workforce Development Authority will support the programme by designing suitable vocational programmes for adult basic education graduates.

Higher Learning Institutions and Research Institutes

Research directly contributes to enhancing the efficiency of implementation of any programme. It will therefore be another endeavour under this policy to encourage and strengthen research activities in the fields of literacy. The higher learning institutions and research institutes will be encouraged to take up literacy related research activities by first undertaking a mapping exercise on information gaps, then undertaking research on the identified gap areas, followed by action for generating the needed data for a better understanding of the situation, and then by analysing and disseminating the findings to the target audience and finally, undertaking advocacy actions for bringing about the needed policy changes in the field of literacy. They will be also encouraged to offer trainers' training programmes to practitioners, educators and master trainers and to mobilize students to get involved in literacy work on a voluntary basis.

Private Sector and Financing Institutions

The private sector needs to play a crucial role in mobilizing investments and creating jobs for graduates. They will be also responsible for providing the needed funding in order to deliver literacy services at the workplaces in ways which would meet the needs of both the employees and the employers.

NGOs, Religious Institutions and Other Partners in Development

Partnerships will play a very crucial role in supporting the effective implementation of this policy. The NGOs and religious institutions will continue to play an important role as providers of literacy services to the people. They will thus strengthen the existing structures to offer appropriate programmes, provide for the needed human and financial resources and infrastructure at the different levels, particularly in reaching the unreached areas. More importantly, they will further expand and strengthen their role in advocacy for enhancing literacy skills among the population, particularly among the vulnerable groups.

Civil Society Organizations

Civil societies will equally play an important role in developing and sustaining a fully literate nation by contributing significantly to programmes of sensitization of the population in general and by integrating literacy promotion into all their development projects and programmes. They have the further responsibility of improving the quality of literacy education by taking up innovative initiatives, building capacity and by generally enriching the literate environment.

Bilateral Development Agencies

The bilateral development agencies will be requested to continue to provide external financial resource support to the literacy efforts of the country through government and civil society channels, including technical assistance and advocacy.

The United Nations System

As in the case of the bilateral agencies, the UN System will also be requested and encouraged to serve as a network for backstopping for technical resource, including technical support for research, monitoring, evaluation, training, communication, raising awareness and advocating for the benefits of literacy. The System will also provide a platform for seeking, disseminating of important and useful information relating to such technical areas, based on their global experience and subject specialization.

This will be materialized through various formats of interaction, including provision of technical assistance, through inter-personal interactions, through workshops, training workshops, conferences and symposia. Such interfaces will help the policy makers and implementers to compare the country's status in the field of literacy as compared to the other developing and developed nations of the world. Such awareness may help a proper assessment of the country's situation and for further articulation of the development plans on concrete lines with measurable targets and set timelines.

Media

The various media of communication can help in effectively raising awareness about the importance and benefits of literacy among the population. If properly planned and executed, they can disseminate information, build awareness and bring about the desired behaviour changes also among the target population. In development programmes, it is only when such desired behaviour changes take place that one can say that the programme has been effective in achieving its objectives.

Some of the specific examples of activities that will be included in the action plan would include the role of newspapers in matters relating to literacy by providing news through not merely writing in newspapers but also through disseminating the newspapers at the grass roots level in order to enable local residents to access them. It will further help

develop educative programmes on radio and television in diverse areas including local languages. Another important role of the media will be in sensitizing communities on needs of literacy and advocating on the advantages of joining adult basic education classes.

In sum, a comprehensive media plan will need to be worked out based on needs assessment and using a proper media-mix with focused contents.

9.3. Monitoring and Evaluation Mechanisms

Monitoring and evaluation are the two essential tools that could enable an objective measuring of the progress made by any project or programme as compared with their objectives and the timelines envisaged. Even though these may appear to be two tools, in essence they form two parts of the same continuum. In other words, what starts off as pure monitoring of progress in terms of achievement of physical numbers in the initial stages slowly metamorphoses as time advances into a process of qualitative monitoring and evaluation of impact. Accordingly, these tools will form part of the implementation plan of this Adult Education Policy. Systematic collection and use of data for monitoring and evidence-based planning process would be undertaken in a systematic way throughout the policy and programme implementation process.

In order to undertake this regular monitoring, measurable indicators will need to be identified and developed in order to measure performance against benchmarks set over a timeframe. Such benchmarks will be both in terms of physical quantities to be achieved and the expenditure to be incurred against timelines. In addition, quality assessment of programme implementation will be undertaken when needed in the form of special studies. The general supervision of the programme will follow up and evaluate the programme's progress in terms of physical achievements and the processes set in motion as also the results obtained in relation to the defined objectives and goals.

Such monitoring and evaluation will be carried out in a participatory manner and will be coordinated by the Ministry of Education. Other

quality inputs will be made available from national surveys and other research studies which will integrate literacy into their scope. Various expert institutions will be involved to support the monitoring process and the evaluation studies and attempt to impart quality to such exercises. Their services will be availed mainly through interactive meetings and consultations.

10. FINANCIAL IMPLICATIONS AND FUNDING OPTIONS

The current budget allocated to adult basic education is less than 1% of the total education sector budget. The proper implementation of the Adult Education Policy as envisaged in this document requires strong and supportive partnerships in terms of funding and effective use of other critical resources, such as technical expertise and professional staff. The need for collaborative efforts for mobilisation and lobbying for extra resources for the proper implementation of the policy is very important.

The budgetary provisions needed for the purpose will have to be earmarked in the budget lines of the different sectors, such as, the Ministry of Education and other Ministries concerned with adult basic education and non-formal education of their own sectorial target populations who may need such services. It will be necessary to thus earmark a certain percentage in each of the concerned Ministry's budget provisions, for the implementation of programmes specific to the mainstreaming of adult basic education in that sector. Similar support may have to be extended to the other development partners, such as non-Government organizations supporting the learners.

It must be noted here that it may also be possible, in certain circumstances, for the learners themselves to be able to pay for their basic learning materials (i.e. notebooks, pencils, etc.).

The Ministry of Education will coordinate the implementation of the Joint Action Plan that may be necessary to use all the earmarked resources in a focused, efficient and effective manner. The budgeted strategic plan and the operational plan detailing the activities proposed will constitute the guiding documents in this regard over the five year implementation period.

The estimated cost for the implementation of the Adult Education Policy is 2,224,000,000 Rwandan Francs (approximately 3, 7 million USD) over a period of 5 years. The budget will be sought to be increased gradually by exploring all possibilities and sources of funding from the current

budget, which allocates to adult basic education only a quantum equal to 1% of the total education budget, which is, again little compared to the recommended average budget allocation of 3% of the education budget in order to effectively aid the efforts to achieve the target of 95% literacy by 2019.

11. LEGAL IMPLICATIONS

Education is among the fundamental human rights of human. The Adult Education Policy reinforces the existing international, regional and national legal frameworks and Conventions to which Rwanda is a signatory, such as:

- The Constitution of Rwanda as amended to date (June 2003)
- African (Banjul) Charter on Human and Peoples' rights (1981)
- Convention on the Rights of Persons with Disabilities (2006)
- Convention on Elimination of All forms of Discrimination against Women (CEDAW), 1981 and others.

Currently there are Ministerial Instructions N° 002/2010 of 09/12/2010 regulating adult education in Rwanda which determine the functioning of adult basic education programmes and define the roles and responsibilities of the various stakeholders at the different levels.

However, the implementation of the Adult Education Policy requires the support of a legal framework, which is defined in a Ministerial Order governing Adult Education.

12. IMPACT ON BUSINESS

It is expected that the implementation of the recommended Adult Education Policy actions will result in a better educated workforce, equipped with critical thinking and entrepreneurial skills which will strengthen Rwanda's economy in the coming years.

As well as these positive results, the economy will also benefit from reductions in other costs through:

- Improved education access and outcomes (literate parents will send their children to school and will help them to succeed);
- Improved of welfare conditions of the population;
- Reduced health care costs in family;
- Improved businesses operation is every area of operation, from staffing to profits (increased production, customer satisfaction, and global competition).

All of the above will contribute to higher national productivity. There is also several business opportunities related to the implementation of the Adult Education Policy. Finally, the impact of adult basic education will be observed in the following areas: health, education, economics and social insertion, integration and cohesion.

13. IMPACT ON EQUALITY, UNITY AND RECONCILIATION

The Adult Education Policy promotes an equity-based approach for providing education for all. Adult basic education is among the most cost-effective investments a country can make in the human development and capital formation of its people. In short, expansion of adult basic education services throughout Rwanda has the potential to break the cycle of poverty and to act as a great social and economic equalizer and finally help to create unity and reconciliation in the Rwandan population.

14. HANDLING PLAN/COMMUNICATION STRATEGY

A communication strategy will be developed and implemented to raise awareness of the importance of literacy among the general population and to disseminate key documents to stakeholders at all levels. The Adult basic education Strategic Plan envisages the organization of sensitization meetings and seminars as well as the use of media to increase awareness on adult basic education and to sensitize population on how to participate actively in its implementation.

CONCLUSION

Literacy is the essential tool for human empowerment and socio-economic development. In its broader sense, literacy includes not only the acquisition of basic skills relating to the three R's but also the ability to read and interpret tables, to use the Internet, to acquire skills related to preventive health care and knowledge and skills related to environment and how to interact with it. In other words, literacy makes a person better equipped to deal with the demands of the day-to-day life in the modern world. Although Education for All' is set as the goal to be achieved by 2015, many countries of the world may not be able to achieve the same by that date. Therefore, developing countries are examining the possible ways and means of accelerating the progress as much as possible. While the problem may not be that acute for the younger population, it may still elude a solution in respect of the older age groups, particularly for those who dropped out of school when they were in the school going age as also for females across all age groups.

Therefore, the Adult Education Policy as stipulated in this document will become a vital strategy in Rwanda propelling the Government and to address the problem of illiteracy. The Adult Education Policy will be implemented very effectively through establishment of a synergy amongst all the stakeholders, thus motivating them to take coordinated approaches and efforts in this march of the nation towards reaching the goal of Education for All. This can inspire Rwanda to transform into a knowledge- based society, where every literate citizen would be in a position to contribute to the nation's economic growth and peace and harmony in society.

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