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UNITED STATES AGENCY FOR INTERNATIONAL DEVELOPMENT

EVALUATION OF LOCAL CURRENCY PROGRAMS

National Literacy Campaign

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INTRODUCTION

At Independence it was estimated that over 50% of the adult population of Zimbabwe was illiterate, with the majority of these being women and in the rural areas. Before 1980 no government organisations were involved in efforts to improve the literacy rate. The Prime Minister launched the National Literacy Campaign in July 1983, as a crusade against illiteracy with full government support.

Project documents prepared by the Ministry of Community Development and Women's Affairs for donor funding, gave a two year budget of \$2 633 580. The responsibilities for the campaign were divided between the Ministry and the Ministry of Education.

The United States Agency for International Development (USAID) granted Z\$2,6 million for three years to be used to fund two aspects of the campaign. Z\$1 million was allocated to the Ministry of Education for the preparation of suitable literacy material. The remaining Z\$1,6 million was to be used by the Ministry of Community Development and Women's Affairs for mobilization of the campaign and its participants.

MAJOR FINDINGS

Under-utilisation of Funds

Great difficulty was experienced in obtaining up-to-date figures from the two Ministries concerned to show expenditure on these aspects of the project thus far. Figures provided by the Ministry of Finance show that the funds allocated have so far been under-utilized. Ministry of Education data suggest that less than \$250 000 of their Z\$1 million allocation has been spent to date. Although no current figures from the Ministry of Community Development and Women's Affairs are available, a similar situation appears to exist with their allocation.

Impact

The campaign cannot be said to have had a significant effect on the overall level of literacy in the country. By September 1985 less than 400 000 of the estimated 2,5 million illiterates had enrolled in classes. At community development level, however, and particularly for the individual people who are now literate, there has been a beneficial impact.

Problems

The campaign has been beset by many problems. The most important of these are:

- a lack of co-ordination between the two Ministries in their different areas of responsibility;
- cumbersome administrative procedures in both Ministries resulting in delays and under-utilization of the funds allocated;

- a shortage of skilled personnel;
- the loss of momentum in the campaign which no longer has the political support it enjoyed initially;
- delays in the production and distribution of materials resulting in shortages.

RECOMMENDATIONS

Since most of these problems relate to management, improvement of co-ordination and streamlining of procedures could go a long way towards solving them. The following are the main recommendations made in this report:

- that a directorate of senior officials be set up to co-ordinate the responsibilities of the two Ministries concerned and streamline procedures;
- that a decision must be made on whether to revitalise the campaign to regain its original momentum, or to change the approach to a long-term programme. Once the decision is made, appropriate strategies can be drawn up.

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INTRODUCTION AND BACKGROUND

When Zimbabwe became independent in 1980, it was estimated that over 50% of the adult population (or about 2,5 million people) were illiterate or semi-illiterate. The majority of the illiterates were in rural areas, and women comprised about 60% of the illiterate population.

The reasons for a high rate of illiteracy included an elitist bottleneck education system, financial and cultural inhibitions. Through the system of ranking and grading, which got tougher as one went up the educational ladder, only a small proportion of students went up to and through secondary school. With little or no use of literacy skills the dropouts would sooner or later lapse into illiteracy, this occurs usually within three to four years. Educational facilities and opportunities tended to be cheaper, more available and accessible in urban areas than in rural areas. This partly accounted for the majority of the illiterates being in rural areas. In situations of financial constraints the education of girls was considered dispensable because it was assumed that marriage would ensure a girl's future. These attitudes prevailed to the extent that either girls went to school just to acquire the ability to read and write or not at all. These and other reasons accounted for women constituting about 60% of the illiterate population.

It is also essential to note that before independence non-governmental organizations assumed full responsibility for all literacy efforts. Previous governments did not regard literacy as important enough to make institutional and financial provision for it.

The new government of Zimbabwe, in line with its overall developmental goal of transforming Zimbabwe society to uplift the underprivileged majority, set up the machinery for a national literacy campaign. The broad aim of the campaign was to eradicate illiteracy in a given period of time, ie, within 5 years. The campaign was officially launched by the Prime Minister on July 16, 1983. The project documents and the agencies responsible are given in Appendix 1.

The two USAID-funded aspects of the campaign were mobilization and production of literacy materials.

It is pertinent to note that this report concentrates on the two aspects funded by USAID for two reasons. Firstly, it is the opinion of the two responsible ministries that a total evaluation of the campaign as a whole might be premature. Secondly, the duration of the present exercise makes such an evaluation a practical impossibility. On the other hand it is not practically possible to treat the various aspects of the campaign in isolation as the operation of one aspect has effects on the other aspects. Thus while this discussion focusses on mobilization, and production of materials, the other aspects will be brought to bear on these two issues when necessary. For these and other reasons this report should be taken more as a formative assessment of aspects of the campaign rather than a complete evaluation exercise.

METHODOLOGY

The data on the assessment of the literacy campaign were collected through several methods. Firstly, the researcher was a participant observer at two workshops, one organised by the Ministry of Community Development and Women's Affairs, and the other by the Ministry of Education. Both workshops had as their primary objective the evaluation of the literacy campaign even though the emphasis differed for each workshop. The workshop participants ranged from grassroots workers (voluntary literacy tutors) to head office ministry staff including a deputy secretary, as well as the chief and deputy of the Non-Formal Education section under which the literacy campaign partly falls.

In addition to the participant observer method, a questionnaire was distributed to workshop participants (Appendix 3), and interviews held with key personnel in the two responsible ministries. (See Appendix 2.) A total of 75 persons were thus consulted. Thirdly, extensive use has been made of various documents provided by the two ministries.

Given the various limitations mentioned above, and the duration of the campaign it is difficult and somewhat premature to attempt an impact evaluation. However, there is enough data to make an informed assessment especially on the two aspects of the campaign relevant for this exercise, ie, the mobilization and production of literacy materials.

An examination of the original objectives and the management aspects of the campaign within the context of the data gathered is presented below. The concluding section comprises of some recommendations for improving the management of the literacy campaign.

THE PROJECT'S ORIGINALLY STATED PURPOSES AND AIMS

According to the original project document used for soliciting donor funding by the two ministries, the objectives were as listed below:

"Overall Objectives

To carry out a literacy campaign capable of wiping out illiteracy within a reasonable period of time.

To promote national unity, consciousness and patriotism by a literacy campaign in which people are engaged to participate fully and effectively at all levels.

To promote and increase national productivity through enlightened literate workers and peasants.

To encourage and strengthen the participation of the newly literate people in organizations such as trade unions, cooperatives, women's groups, youth groups and other socially motivated groups.

Immediate Objectives

To eradicate illiteracy among Zimbabwean people.

To impart communication skills for reading, writing and arithmetic.

To impart skills for contribution to economic production at all levels.

Medium Term Objectives

To provide continuing education to the new literates.

To impart skills on political education leading to political awareness and consciousness of the masses.

Long Term Objectives

To promote national unity.

To promote the development of the standards of living of the majority of our people."

From the objectives listed above, it is clear that the campaign was not only relevant to the overall goal of the Government of Zimbabwe's policy of transformation, but was even meant to

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be part of the transforming process. The following reasons are evidence of the above statement. Firstly the fact that a literacy campaign rather than a programme or project was chosen is indicative of the importance attached to the role of literacy in the process of transformation. According to Josef Muller (1985):

"A campaign is an organised large scale series of activities intensely focussed on a set of objectives to be achieved within some pre-determined period of time. A campaign has about it a sense of urgency and combativeness. It is politically "hot". It is the most important thing that needs to be done, at that point in the history of a nation. It is planned as an expedition or as a crusade. All available resources of a nation are to be at its beck and call, should the need arise."

Such was the nature of the literacy campaign when it was officially launched by the Prime Minister in July of 1983 in Mudzi district. A massive mobilization exercise was initiated. The presence of people from every district in Zimbabwe contributed to an awareness of national unity; one of the objectives of the campaign. The launching of the campaign by the Prime Minister, and not by one of the ministers gave the required political importance to the occasion and subsequent campaign activities. It could be said that mobilizing the nation for the literacy campaign gave the Government of Zimbabwe its first real opportunity for rallying the new nation under one cause – literacy.

Secondly, the process of transformation of illiterate individuals and communities was to be effected through the reading, writing and computation skills. However, literacy skills to be meaningful to adults should be acquired within the context of the larger developmental goals such as improved civic participation health and agriculture to mention a few. Hence topics to be covered in literacy materials, based on a survey by Regional Education Officers included:

History of Zimbabwe – the struggle

Education

Labour

Unemployment

Agriculture

Cooperatives

Mass organizations

Women

Social Change and Culture

Religion

Housing

Health

Home

Youth

Recreation

Geography

Transport

Local and Central Government

New Zimbabwe

An examination of the introductory primer shows that the literacy campaign was indeed meant to be part of the process of transformation. The topics covered in the 43 lessons of the first primer include the role of rural women and youth in the liberation struggle, national unity and various aspects of the economy including setting up a cooperative, hygiene and health aspects, the meaning of the flag of Zimbabwe, etc. Although no evaluation exercise has been carried out to assess the attitudinal impact of these lessons on the new literates, the very exposure to

such topics, reinforced through various media channels, is bound to have made the new literates feel part and parcel of the early efforts of the national transformation exercise.

Changes in the Project's Objectives

While the objectives of the literacy campaign as stated in official documents have not changed, the nature of the campaign has definitely changed. The two literacy campaign evaluation workshop participants referred to above were unanimous on one point, that the campaign has become more of a programme on at least two grounds. Firstly, the momentum of 1983, the enthusiasm generated through mass mobilization activities and the sense of urgency, have died down or dwindled. Secondly, the campaign is no longer politically "hot". As indicated in an earlier definition, a campaign should be short and sharp, but the literacy campaign seems to be planned to go on indefinitely with no specific target dates for the achievement of various objectives. The reasons given for the change in the nature of the campaign include problems arising from the dual ministries responsible, mobilization and political support, technical aspects of the campaign, and finance. In short the reasons for the change in the nature of the campaign are largely managerial. Each of these aspects of the campaign is examined below.

THE MANAGEMENT OF THE LITERACY CAMPAIGN AND ITS EFFECT

Dual Ministry Responsibilities

It was briefly mentioned earlier that the responsibilities of the campaign have been split between the Ministry of Education and the Ministry of Community Development and Women's Affairs. The Ministry of Education is responsible for the following aspects of the campaign:

- "- materials development and production,
- training of literacy personnel,
- the evaluation of the work of the campaign."

The Ministry of Community Development and Women's Affairs is charged with the following responsibilities:

- "- mobilize and organise the population for a literacy campaign,
- set up a national Literacy Coordinating Council whose responsibility will be to mobilize the nation for a war against illiteracy,
- facilitate a direct link between literacy programmes and the various self-help projects of National and Local Development,
- provide basic data and information that is relevant to the development and production of learning materials."

Appendix 1 of Appendix 1 gives the breakdown of responsibilities in greater detail.

No joint committee of senior officials from both responsible ministries exists to co-ordinate the functions of both and to liaise. The Literacy Co-ordinating Council or Directorate which was set up consists of committees of junior officials with little power to make decisions.

A questionnaire answered by key officials in both responsible ministries is given in Appendix 2. To the question contained in this questionnaire "List the problems associated with the administration of the literacy campaign", the majority of respondents indicated the main problem to be the dual ministry responsibility. A summary of the responses to this question is given below:

Table 1

Problem Identified	No. of respondents identifying each problem
Dual ministry responsibility	65
Insufficient resources (human and otherwise)	48
Non-involvement of policy makers	27
Materials (production and distribution)	15

A more detail assessment of the responses is given in the "Summary of the Views of Key Officials".

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According to discussions at the two workshops, and interview responses, shared responsibilities between the two ministries have resulted in inadequate coordination, little effective communication at all levels and generally mutual mistrust. In addition, the usual bureaucratic red tape has also added to the slowing down of the campaign. A typical problem situation serves to illustrate the point. The Ministry of Education was asked by the Ministry of Community Development and Women's Affairs to reprint 40 000 of the first literacy primers. After going through the numerous bureaucratic procedures for getting the reprints, some finance office staff of the Ministry of Education accidentally discovered a warehouse full of primers awaiting collection and distribution by the Ministry of Community Development and Women's Affairs. The latter were not aware of the existence of the stockpile of primers. They had ordered the 40 000 reprints because the District Literacy Coordinators had mobilized would-be learners but classes could not proceed because there were no primers. This incident serves to illustrate the lack of coordination, ineffective communication and how these contribute to the slowing down of the campaign.

The Figures 1 and 2 show the hierarchical structure of the National Literacy Campaign within the two responsible ministries. Grainger in her 1986 study on Literacy Participation in Zimbabwe had this to say on one other aspect of the administrative structure of the campaign:

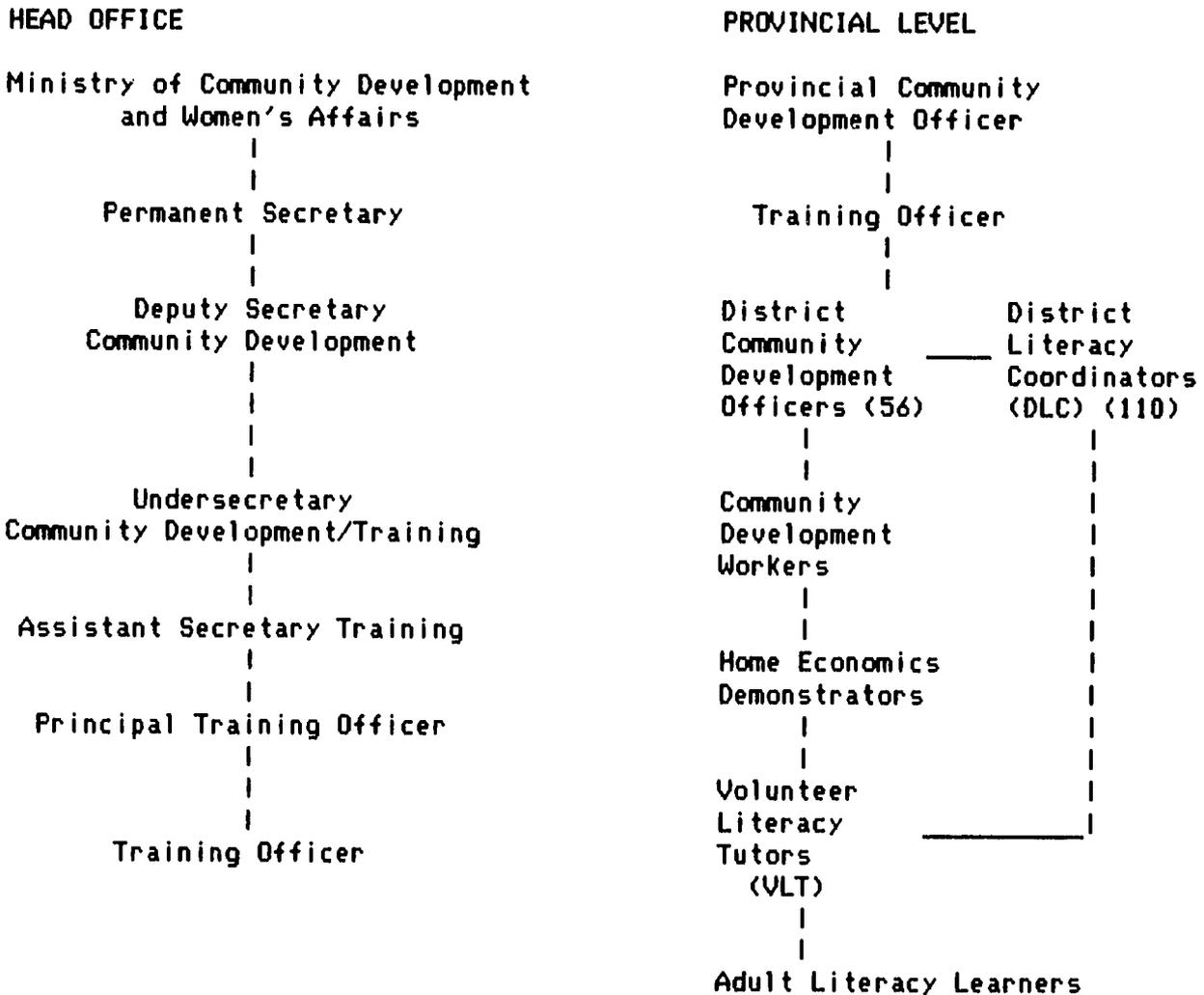
"The Literacy Directorate as it now stands, is one of the non-functioning organs of the Campaign. None of the committees of the directorate has performed any function since the directorate was formed. No-one outside the Council is really aware of its existence." (Grainger 1986 page 73)

The administration related problems shown in Table 1 are summarised in subsequent discussion.

Figure 1: Hierarchical structure of the National Literacy Campaign (Ministry of Community Development and Women's Affairs)

MINISTRY OF COMMUNITY DEVELOPMENT AND WOMEN'S AFFAIRS

HIERARCHICAL STRUCTURE OF THE NATIONAL LITERACY CAMPAIGN

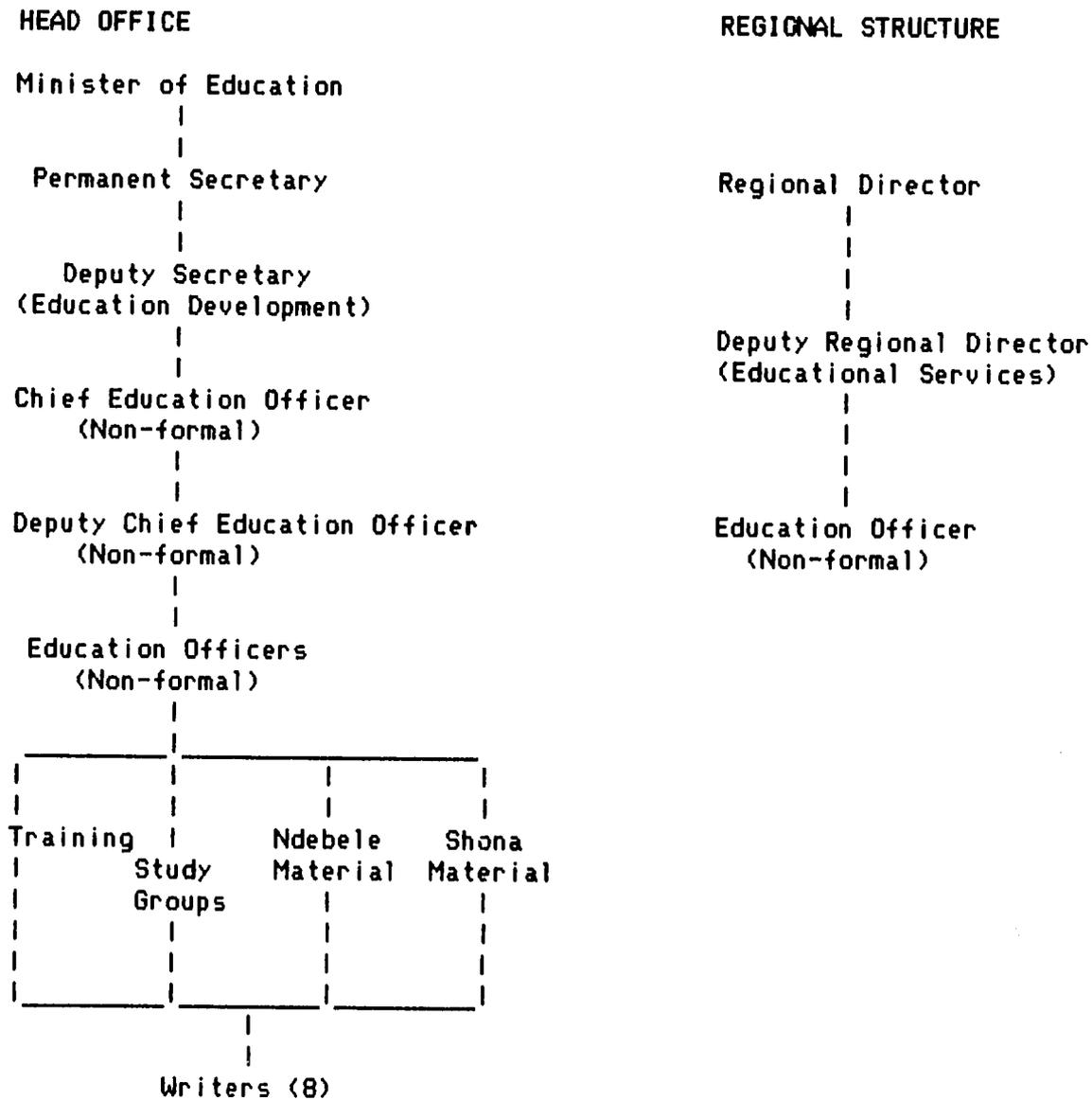


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Figure 2: Hierarchical structure of the National Literacy Campaign (Ministry of Education)

MINISTRY OF EDUCATION

HIERARCHICAL STRUCTURE OF THE NATIONAL LITERACY CAMPAIGN



Source: Grainger 1986 : 16 - 17.

Mobilization and Political Support

According to the definition by Muller quoted above, a campaign is supposed to be short and sharp, with "all the available resources of a nation at its beck and call, should the need arise." It must have been on this basis that campaign planners drew up the strategy of mobilizing voluntary tutors. The campaign would "last while people are still willing to commit themselves to offer their services", in the words of one Ministry of Community Development and Women's Affairs official. What is apparent now is that the momentum has died down. Voluntary literacy tutors are disgruntled because they have not received any remuneration for their efforts for the period they have been serving. Some of the tutors are now leaving classes without tutors. Moreover it is now difficult to mobilize people to teach literacy classes particularly in the more remote parts of the country. This is partly due to pressure from family members who feel that the VLT has volunteered enough. The issue of financial resources is addressed below under the section on financing the campaign.

An additional problem affecting mobilization is the decline in political support for the literacy campaign by party and government officials especially beyond the district level. As a result there is no directorate of senior officials solely responsible for the literacy campaign. In addition, national and provincial co-ordinating committees attended by junior staff without decision making power are ineffective. It was pointed out at both workshops that these committees are often charged with big responsibilities but more often than not many invited ministries do not respond to invitations.

Evidence of the decline in political support is the lack of involvement of party officials, parliamentarians and government dignitaries in various literacy activities such as the National Literacy Day. Table 1 shows this to be the third problem as listed by officials from the two ministries. In Grainger's study one of the important conclusions reached was the huge task of eradicating illiteracy by 1988 could not be achieved "without the full support of all other ministries and organisations and lastly, and most importantly, the political leadership." (ibid p. 71)

The overall effect is a very noticeable decline in the mobilization aspect of the literacy campaign to the extent that many people in the country think the literacy campaign is over.

Technical Aspects of the Campaign (Materials Production and Training)

The Ministry of Education is responsible for producing literacy materials for the basic and post literacy stages. In addition the Ministry trains the District Literacy Coordinators (DLCs) who in turn train the voluntary literacy tutors (VLTs).

The main problem in material production is an acute shortage of writers. There are only 8 full time writers of literacy materials for the basic and post literacy stages in this nationwide campaign.

The writers produced the basic primers and teachers guides for Ndebele, Shona and Numeracy. Subsequently two follow-on books were produced, but this was at a much later stage when most learners had gone through the primers. In other words there was a lag between the basic and post-literacy stages in terms of availability of materials. Some DLCs reported learners losing interest as a result of this gap. It is also the experience of other countries, such as Tanzania,

that if the new literates are not provided with further reading materials, they relapse into illiteracy, hence the need for literacy materials for all the stages at all times.

Lack of financial resources and also storage facilities have negatively affected the distribution of literacy materials. Mention has already been made of situations where learners did not have enough primers while there were abundant stocks in Harare or at Provincial Offices.

With regard to training the main problems experienced so far are the shortage of trained literacy writers and tutors. This has resulted in the short term workshop type of training. This is especially true of the voluntary literacy tutors. The training period has ranged between 5 and 10 days, a period hardly adequate for instilling confidence in the tutor, let alone imparting essential adult education skills. While the need to mobilize large numbers of VLTs is recognised by many in the field, the need for refresher or follow-up courses was highlighted as a way of making up for the short training period, and the lack of minimum academic qualification. This last factor resulted in a high drop out rate of VLTs due to lack of confidence. It would appear that funds permitting, a systematic series of workshops designed to give the VLT and literacy writers the necessary skills could go a long way in alleviating the technical problems experienced so far.

Financing the Campaign

The sources of funds for the campaign were aid donors, non-governmental organisations, the private sector, and self-help schemes by communities, as well as the two Ministries involved. Unfortunately it has not been possible to determine the proportion contributed by each of the above to the total budget for the literacy campaign.

However, for the purposes of the period under review, an initial two year budget was submitted for donor funding for 1983-1984. Details of this are given in Appendix 1 and a summary appears below:

Literacy Campaign Budget 1983-1984

Mobilization	317 480
Training	136 500
Literacy Materials	579 600
Evaluation	100 000
Post Literacy Basic Educator I	1 500 000

TOTAL COST	2 633 580

Source: Ministry of Community Development and Women's Affairs National Adult Literacy Campaign Project Document. (See Appendix 1.)

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USAID granted a total of Z\$2,6 million for a period of three years, to fund two specific aspects of the campaign: production of literacy materials and mobilization of the people at whom the campaign was aimed. The former aspect is the responsibility of the Ministry of Education and Culture, the latter is the responsibility of the Ministry of Community Development and Women's Affairs. Z\$1 million was allocated to MOE and Z\$1,6 million to MCDWA.

The Ministry of Community Development and Women's Affairs has so far committed Z\$1 million for promotional activities as outlined below:

Item	Amount Z\$
----	-----
1. Bags, badges, T-shirts, blackboards, etc.	600 000
2. Construction of warehouses to be used for storage of literacy materials in each district to alleviate distribution problems.	400 000 *

Total	1 000 000
	=====

Source: Interview with MCDWA official.

The bags, badges, T-shirts etc, mentioned above had to be custom-made, and a contract for this had to go out to tender. This made the administration of the funds more complicated, and resulted in delays. According to records held by the Ministry of Finance, Economic Planning and Development (MFEPD), the MCDWA has spent Z\$74 927 on the project. However, the last return of expenditure submitted by MCDWA to MFEPD was during the 1984/85 financial year, and this cannot therefore reflect the expenditure to date. It has not been possible to obtain accurate up-to-date figures from MCDWA.

Of its total allocation of Z\$1 million, the Ministry of Education has so far committed Z\$600 000 for the production of literacy materials. The shortage of suitable authors to produce the materials has been one amongst many problems resulting in the under-utilisation of these funds. The latest return of expenditure from the MOE to the MFEPD show figures to the end of January 1987, giving a total of Z\$99 285 spent on the campaign. No information has been made available directly by the MOE. The data available indicates that less than Z\$250 000 of the Z\$600 000 allocated has been spent to date. It is important to point out that the problems experienced in the administration of finances come from within the Government of Zimbabwe machinery, and have no connection with USAID.

Beyond these two aspects of the campaign funded by USAID, several others financially related problems have been experienced. These include shortage of transport to ensure mobility of DLCs and VLTs and shortage of literacy materials due to the small number of writers. One workshop participant gave a succinct summary to the financial aspects of the campaign when she said, "The degree of government commitment to the literacy campaign has to be judged in financial terms. Until a fully funded Literacy Directorate is established at Head Office, and

the remuneration of VLTs has become a government responsibility, the literacy campaign will remain just another low priority programme dependent on donors for its success."

Summary of the Views of Key Officials

The two key problems seem to be the lack of co-ordination in the shared responsibilities between the two ministries, and the financing of the campaign. All the other problems mentioned appear to arise from these two. Table 2 lists the problems and suggested solutions in the views of the respondents to the questionnaire given in Appendix 2.

The respondents were quick to suggest solutions as a way of either revitalizing the campaign or in the consideration of alternative strategies. Table 2 lists some of the problems and the suggested solutions.

Table 2

Problems and Solutions

Problems -----	Solutions -----
1. Dual ministries related problems	- Put campaign under one ministry
2. Insufficient resources (financial)	- Central government to be committed to a campaign budget
3. Insufficient resources (human)	- Paid literacy tutors instead of VLTs
4. Non-involvement of policy makers (politicians, government officials)	- Teach communities methods of holding officials accountable for their actions or non-action
5. Materials (production)	- Pay part-time writers - Workshops for literacy writers - Use ALOZ (Adult Literacy Organisation of Zimbabwe) materials
6. Materials (distribution)	- Construct literacy warehouses - Use NGO facilities and personnel for distribution

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7. Slowed down mobilization
 - Commit national/weekly/monthly papers to a page on various aspects of the campaign
 - Commit donors to sponsor adverts on media on aspects of the campaign
 - Cover literacy graduation ceremonies on radio, TV and papers to motivate segments of nation
8. Lost campaign momentum
 - Revamp structure
 - Change from campaign to programme
9. Lack of basic data on aspects of the campaign
 - University and relevant ministries to undertake appropriate research

Respondents expressed hope that their suggested solutions would be given due consideration. Because the majority of them are frontline workers in the campaign they are more aware of the situation than some of the higher level officials and policy makers.

Given the abovementioned problems and situation, what has the campaign managed to achieve? What has been the impact of the campaign? In the following section an attempt to answer these and similar questions is made using available data.

IMPACT ASSESSMENT

Has the campaign in any way met the expectations of the administrators and the participants who are also the beneficiaries? If the answer is positive, to what extent have these expectations been met? The information available provides a basis for a positive answer to the first question. However at this point in time it is difficult to determine the extent of the achievement of many aspects of the campaign. The following discussion provided some responses based on observation and data collected.

Impact of the Campaign on the Administrators Expectations

In response to the question, "List the achievements of the campaign so far from an administrator's point of view, by order of priority", the following answers were given by a total of 15 Head Office and 60 Provincial and District level staff from the two Ministries attending the two workshops.

Table 3

LITERACY CAMPAIGN ACHIEVEMENTS FROM ADMINISTRATORS POINT OF VIEW IN ORDER OF PRIORITY

<u>Achievement</u>	<u>Number of Responses</u>
1. Placed the literacy campaign among the more recognised government programmes	45
2. Created a good and committed cadre of local level extension workers - the DLCs	40
3. Created an awareness of illiteracy and its attendant developmental problems on the population as a whole	31
4. Caused the production of literacy materials, distribution problems notwithstanding	27

It was argued by respondents that despite the problems faced during the campaign's existence, it has been considered important enough to have created posts for government officials such as DLCs who are full time workers of the campaign. The DLCs were likened to other ministries' staff such as AGRITEX workers, health educators and local government promotion officers. This had given the campaign the status of a fully fledged government programme. However this similarity with other government workers did not apply in all aspects as DLCs operate under very difficult conditions. They have to cope with inadequate transport, and do not have offices or housing provided, to mention a few.

The second most important achievement of the campaign from an administrative point of view was the creation of a committed local level cadre of extension workers. The majority of these are ex-combatants. These men and women have put their heart and soul into the campaign, walking many kilometres to mobilize communities for literacy programmes, training VLTs and acting as a link between communities and the two ministries head offices, with all the attendant frustrations with bureaucratic red tape.

Thirdly the literacy campaign has managed to raise the level of awareness of many people nationwide. It was argued that before the campaign many people did not know either the importance or the implications of illiteracy. But now even the private sector has taken a keen interest and some companies have run impressive literacy programs. Triangle Limited in the lowveld, for example had won an award in connection with its literacy activities. This awareness was partly based on the exposition of the link between illiteracy and such developmental problems as workers' performance, health and agricultural production, to mention a few. However, it would be incorrect to give the impression that all segments of society share this awareness.

Fourthly, the production of enough literacy materials to start off the campaign was rated as an achievement, notwithstanding the problems of distribution.

As indicated earlier it is not possible to determine the extent of the impact of the campaign in many aspects including the administrative ones at this point. Hence the limited achievements cited above.

Impact of the campaign on the participants and beneficiaries

Table 4

Impact of the Campaign at Macro Level

Two main achievements were listed by ministry officials indicating some of the impact of the campaign at a macro level:

<u>Achievements - Beneficiaries</u>	<u>Number of Responses</u> (Total 90)
1. People have become literate	55
2. The literacy campaign has mobilized communities for development	35

In 1985 the Ministry of Education carried out an evaluation to assess how many people had become literate during the campaign period. The evaluation exercise was bedevilled by several factors including:

- "a) wrong timing of the exercise in terms of busy and less busy times (between May 27 to May 31, 1985 coinciding with harvest and election campaign preparation).

- b) problems encountered in handling large volumes of paperwork, processing the difficult forms and collating statistical summaries as well as some aspects of general administration."

In addition to these, there was no adequate representative sampling method used for an evaluation exercise covering the whole country. Taking these limitations in mind, the exercise reported the following literacy achievements in statistical terms. The table and accompanying comments have been taken in toto from the evaluation report:

"ANALYSIS OF THE LITERACY RESULTS

Below is a Table showing the analysis of the literacy results.

	TOTAL NO TESTED	TOTAL NO TESTED and DECLARED LITERATE	PASS RATE
A. Participants who joined literacy classes after attaining literacy	F 5 574 M 1 070 T 6 644	5 176 988 1 164	92,9% 92,3% 92,8%
B. Participants who joined literacy classes before attaining literacy	F 18 662 M 3 214 T 21 876	12 989 2 504 15 493	69,6% 77,9% 70,8%
C. Total no. of participants (A and B)	F 24 236 M 4 284 T 28 520	18 165 3 492 21 657	75,0% 81,5% 75,9%

KEY: F = Female
M = Male
T = Total

Table II : Showing Analysis of Results

Comments on the Results

The Table above shows that :-

1. A total of 28 520 (85,0% female and 15,0% male) learners participated in the Literacy evaluation and,
2. that 21 657 (75,9%) of them were declared literate.
3. Of the total of 21 876 who joined literacy classes before they were literate, 15 493 (70,8%) of them are now literate.

It can therefore be asserted that the National Literacy Campaign has raised the literate population of Zimbabwe by an absolute number of 15 493 on the basis of those who participated in the literacy evaluation."

Source: Ministry of Educationn (Non-Formal Education) Report on the National Literacy Evaluation of Mau 1985. Compiled by F J N Gwata.

As indicated earlier the evaluation exercise was limited in many aspects. It was claimed vehemently by workshop participants and Ministry of Community Development and Women's Affairs officials that much more than 15 493 people had become literate during the campaign. This is probably true and would raise the absolute number of the literate population.

Grainger's study based on a wider and more representative sample (2003 respondents from districts in the 8 provinces of Zimbabwe), gives a more accurate reflection of the state of the campaign's achievement in terms of actual figures. According to Grainger's observation:

"By August 1984, only 116 755 of an estimated 2,5 million illiterates in the country had enrolled in the campaign classes. By September 1985, figures showed an increase to 378 000. But an extrapolation of the growth figures to 1988 shows that a generous estimate of the total numbers enrolled by that time would be 1 200 000, less than half of the target figure of the campaign." Grainger, op cit p 67.

These figures show that while some illiterates have become literate through the campaign, the impact of the campaign in real figures is not significant enough to give a clear and confident sense of achievement at macro level.

Impact of the Campaign on the Beneficiaries

What does it mean for persons becoming literate? Beyond the ability to read, write and do arithmetic, literacy raises the individual's level of confidence and the development of a positive self image. The new literates are proud to enumerate the things that they can now do such as reading instructions on fertilizer bags or bottles of medicine, not relying on a child or neighbour to read one's letters, reading the Bible, a newspaper or magazine.

Below is a sample of expressions of some of the beneficiaries:

"Mugore ra 1981 ndakawana basa kwaOK, asi ndakanyara kutaura kuti handigone kuverenga nekunyora. Ndakazotumira munin'ina wangu akange akadzidza. Izvi zvakandipa shungu. Iye zvino ndiri kutotsvaga basa nekuti nda'kugona kuverenga nekunyora."

Translated:

In 1981 I got a job at OK but I was ashamed to say I could not read and write, so I sent my educated sister in my place. This gave me great incentive. Now I am actually job hunting because I can read and write.

(A young woman on Stapleford Farm.)

"PandaKasarudzwa kuita political commissar wekwedu, ndaitadza kuti ndoita seyi basa rangu. Iye zvino ndakugona kunyora mazita enhengo dzemusangano nenhamba dzemba dzawo. Ndiri kugara mumoyo."

Translated:

When I was elected to be a political commissar in my residential area, I did not do my job well (because of illiteracy). Now I can write the names of the party members and their house numbers. I feel great satisfaction within me.

(Old man from Mbare High Density suburb.)

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"Ndaishungurudzwa nekusagona kuwerenga card remwana reku sekero. Iye zvino ndiri kufara kuziwa kuti mwana wangu arikukura sei."

Translated:

I used to feel frustrated not being able to read the 'Road to Health Card' of my baby. Now that I can read and am able to follow my child's development, I am so happy.

(Young mother at Stapleford Farm.)

"Kugonawo kuwerenga pepanhau neBhaibheri, zvinhu zvikuru muupenyu hwangu."

Translated:

To be able to read a newspaper and the Bible are great achievements in my life.

(Young man at Crittal Hope Co.)

"Iye zvino ndakugona kufamba ndisingabvunze kuti bhazi randinofanira kukwira nderipi, kana kuziwawo mugwagwa kana nhamba yepamba pandiri kuda."

Translated:

Now I can go around without asking which turns to take, or names of roads or the house number I want.

(Man at Crittal Hope Co.)

In developmental terms, the literacy campaign has contributed to people's effective participation in local development bodies such as the Village Development Committee (VIDCO) or the Ward Development Committee, the WADCO. The ability to read and write is now regarded as an essential skill for election to some positions (treasury and secretary) in these committees. For some VIDCOs and WADCOs it is no longer enough to just be a committed party member to be eligible for these positions. Thus through literacy new horizons for the individual and communities are opened. There has been a noticeable increase in community based and income generating projects in communal areas during the period of the campaign. Some of these are literacy-based projects. That is, one long-term benefit is likely to stem from the education advantage which children from a literate home have over those whose parents are illiterate. Any significant increase in the number of literate adults may well result in an improvement in the rate of educational progress in the early years of primary schooling, particularly in the rural areas.

In summary it can be said that in spite of numerous problems in the operation of the campaign, some limited achievements have been made in statistical, individual and community development terms.

CONCLUSIONS

The major conclusions arrived at in the literacy assessment exercise are listed below in order of priority.

1. The National Literacy Campaign Objectives as originally stated were in line with the Government of Zimbabwe's overall development goal of transforming the Zimbabwean society, and uplifting and bettering the quality of the underprivileged majority especially in the rural areas. The thrust of the campaign activities has thus been directed towards the rural areas, and women are the majority of participants. The content of the literacy materials have a transforming effect as they are rooted in the reality and experiences of the people concerned.
2. Although the objectives of the campaign have not changed, the nature of the campaign has changed from a politically "hot", short and sharp series of activities, through a considerable loss of momentum to a much quieter exercise. The campaign in reality has now taken the form of an ongoing long term programme with less defined objectives.
3. Administrative and managerial obstacles have contributed to the loss of the campaign momentum. Chief among these factors are:
 - shared responsibilities for the campaign between the two ministries and a lack of co-ordination;
 - long periods of voluntary services by the VLTs resulting in high drop-out rates and difficulties in recruitment.
4. Bureaucratic red tape procedures have resulted in production and distribution delays of literacy materials further contributing to the loss of the campaign momentum.
5. The shortage of human and material resources, which is largely a financial administrative problem have also negatively affected the campaign.
6. Lack of sufficient political support has contributed to the loss of momentum of the campaign.
7. It is difficult to pinpoint one feature of the campaign as representing an outstanding achievement, although various positive things have happened at micro level.

The above are the major conclusions reached after an examination of the primary and secondary data available. The recommendations below are meant to address some of the most pressing issues of the campaign in the hope that it might be revitalized.

RECOMMENDATIONS

1. A fully funded Literacy Directorate at Head Office level located in one ministry would revitalize the campaign. The important factor is for the directorate to be fully funded and for donor funds to supplement its activities. This directorate would be responsible for co-ordination of the functions of both ministries.
2. A choice has to be made between continuing literacy efforts either as a campaign or as a programme. Each alternative needs to be well defined, with specific targetted objectives and implications thought through. If the choice is to continue the campaign, some rethinking and alternative strategies have to be worked out. One such strategy would involve organizing a series of workshops to train writers and tutors over a reasonable period of time. This would be followed by intensive literacy activity periods between August and October, the least busy months in rural areas. Such a campaign would be nation-wide utilizing teachers and students during school holidays. A well worked out project on these lines should be amenable for donor funding, or at least various aspects of it.
3. An alternative to point 6.2 would be the use of various organs of ZANU (PF) for the campaign along the lines of Nicaraguan and Cuban literacy campaigns. However the major difference is that the latter campaigns were immediate follow-ups of the political revolution. In Zimbabwe it would be a little after the event.
4. Not much use has been made of the various mass media channels to mobilize the nation for the campaign. Donors could be asked to sponsor advertisements in the papers, on the radio and television.
5. The research aspect particularly in monitoring and evaluation, provides another opportunity of strengthening the campaign through donor funding.

Each of the above recommendations could be developed into a project.

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- Ministry of Community Development and Women's Affairs The Present Strategies for the Adult Literacy Campaign Paper present by MCDWA at the Adult Literacy Symposium, UZ, October 6, 1986
- Ministry of Community Development and Women's Affairs National Literacy Campaign (Project Document - Appendix 1)
- Mumbengegwi, S C History of Literacy Work 1981 - 1982 Ministry of Education

Appendix 1

PROJECT DOCUMENT

MINISTRY OF COMMUNITY DEVELOPMENT AND WOMEN'S AFFAIRS

PROJECT TITLE	:	NATIONAL ADULT LITERACY CAMPAIGN
DURATION	:	5 YEARS
STARTING DATE	:	JULY 16TH 1983
COMPLEMENTARY AGENCIES	:	MINISTRY OF COMMUNITY DEVELOPMENT AND WOMEN'S AFFAIRS MINISTRY OF EDUCATION AND CULTURE
DONOR INPUTS	:	1983 - 84 \$2 633 580

1. DEFINITION

- 1.1. A campaign is a connected series of events aimed at achieving a particular goal within a specified period of time.
- 1.2. The goal of the Literacy Campaign is the eradication of illiteracy, utilising all the human and material resources available to the country. Therefore all Ministries, NGOs, parastatals and the private sector have a role to play in this campaign.

2. BACKGROUND

- 2.1. In April, 1982, the Prime Minister directed that the function of Adult Literacy and other campaigns in the field of non-formal education be transferred from the Ministry of Education and Culture to the Ministry of Community Development and Women's Affairs.
- 2.2. The government conscious of its commitment to the establishment of an egalitarian society puts emphasis on the development of the individual. The new social order entails a fair and equitable distribution of knowledge and rights to every individual in our society. It requires that all citizens should have access to information and knowledge about their society, because the government recognises that the realisation of one's innate ability, the betterment of society, and the meaningful participation of the individual in development depends upon the ability to read and write.
- 2.3. The government of Zimbabwe believes that literacy is a right and not a privilege of every individual in society. It is estimated that about 2,5 million people in Zimbabwe are illiterate or semi-illiterate.

The present government of Zimbabwe recognising that the unequal distribution of education facilities of the former colonial education system meant that our rural poor remained illiterate and because of the size of the problem and the urgent need for its solution, the government has decided to embark upon a campaign to eradicate illiteracy by making maximum use of all the available human resources. The main thrust of the campaign will be in the hitherto neglected areas where the need is greatest.

The target of the campaign is the neglected rural poor, and in particular the women who are estimated to comprise 60% of the illiterates of our nation.

The War of Liberation saw the devastation of many schools and clinics in the rural areas but it also heralded the mass organisation of the masses. In our campaign we intend to use these organisations and groups as the organising units of the campaign. Many of the Volunteer Literacy Tutors will come from such groups. We are therefore calling forth the self-reliant spirit which typified our War of Liberation.

However because of the size of the problem and in view of the costly exercise of running a campaign, the two ministries with responsibility for the campaign; Ministry of Education and Culture and Ministry of Community Development Women's Affairs have insufficient funds to buy all the logistical materials needed for the campaign.

3. PROJECT DESCRIPTION

Development Objectives

3.1. Overall Objectives

- 3.1.1. To carry out a literacy campaign capable of wiping out illiteracy within a period of time.
- 3.1.2. To promote national unity, consciousness and patriotism by a literacy campaign in which people are encouraged to fully participate and effectively at all levels.
- 3.1.3. To promote and increase national productivity through enlightened literate workers and peasants.
- 3.1.4. To encourage and strengthen the participation of the newly literate people in organisations such as trade unions, cooperatives, women's groups, youth groups and other socially motivated groups – in our society.

3.2. Immediate Objectives

- 3.2.1. To eradicate illiteracy among Zimbabwean people.
- 3.2.2. To impart communication skills on reading, writing and arithmetic.
- 3.2.3. To impart skills for contribution to economic production at all levels.

3.3. Medium Term Objectives

- 3.3.1. To provide continuing education to the new literates.
- 3.3.2. To impart skills on political education leading to political awareness and consciousness of the masses.

3.4. Long Term Objectives

- 3.4.1. To promote national unity.
- 3.4.2. To promote the development of the standard of living of the majority of our people.

4. INSTITUTIONAL FRAMEWORK

- 4.1. The Ministry of Community Development and Women's Affairs and Ministry of Education and Culture are the two Ministries that are jointly responsible for the running of the Literacy Campaign.
- 4.2. The Campaign is however under the direct supervision of the Ministry of Community Development and Women's Affairs – who employ full time District Literacy Coordination (DLC's) directly responsible for all literacy activities at district level and for the recruitment and training of volunteer tutors (Appendix 1).

5. OPERATIONAL STRATEGIES FOR THE CAMPAIGN

- 5.1. The District Literacy Coordinators of the Ministry of Community Development and Women's Affairs will liaise with extension workers from other Ministries in the promotion of the Literacy Campaign.
- 5.2. The Ministry with cooperation of other Ministries and NGOs will encourage teachers, students, workers, peasants and other volunteers to actively participate in teaching the illiterate masses.
- 6. The Ministry of Community Development and Women's Affairs will establish a National Literacy Coordinating Council to ensure total commitment by all the Ministries directly concerned. It will also ensure that a consistent message in terms of political ideology is conveyed in all the materials, more importantly the coordinating council will enable all development workers, government and non-governmental agencies to know what is happening in all areas of the literacy campaign.

7. FINANCE

- 7.1. The National Literacy Campaign was successfully launched by the Prime Minister Comrade R G Mugabe on the 16th July 1983.
- 7.2. The call to join the Literacy Campaign has been met with enthusiasm by both the literates and illiterates.

Prior to the launch it was estimated that there were well over 40 000 adults attending 4 000 classes.

It is estimated that the number being trained will increase rapidly as the Campaign gains in momentum. See Fig. 1.

	1983 1st Year	1984 2nd Year	1985 3rd Year	1986 4th Year	1987 5th Year	1988
New Literates	200 000	500 000	1 000 000	1 000 000	300 000	
Post Literates		200 000	700 000	1 700 000	2 700 000	± 3 000 000

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The budget submitted below therefore reflects the needs of the 200 000 who will be attending literacy classes in 1983.

BUDGET FOR THE NATIONAL LITERACY CAMPAIGN YEAR 1983-84

LITERACY MATERIALS	SIZE	NUMBER	COST
Shona/Ndebele Primers:-		70 000	
For Learners		(50 000	
VLT's		20 000)	
Numeracy Primers		100 000	
Picture Codes		10 000	
			180 000
Distribution of Literacy Materials		4 020 000	15 000
Pre-Fab Storage Facilities for Materials	15 x 10	8	
Logistical Material for Campaign i.e. Chalk boards, pencils, pens			200 000
Rural Library (books)			30 000
Rural News Letter (monthly)		1 000 x 20 reams	20 000
Literacy Coord Committee Logistical Materials		1 100	6 600
Vehicle/Fuel Maintenance	Cruisers	8	
	Suzuki	8	100 000
	Motor bikes	16	
		Sub Total	579 600

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	SIZE	NUMBER	COST
MOBILIZATION			
Posters	15 x 23		14 480
Film Education			13 000
Mobilization T/Shirts			40 000
Grants for building Rural Libraries		8 libraries 1 per province	250 000
		Sub Total	----- 317 480 =====
TRAINING			
Workshop for District Literacy Coordinators	60	2	16 000
Training Volunteer Literacy Tutors (VLT's) Food & Board		10 000	50 000
Refresher Courses for (VLT's)		20 000	40 000
Refresher Courses for 100 + DLC's		112	500
Newsprint, paper note books for Training 1 500 (VLT's)		15 000	30 000
		Sub Total	----- 136 000

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	SIZE	NUMBER	COST
EVALUATION INSTRUMENTS			
Learning Progress			
- Numeracy			
- Reading		150 000	
- Writing			
Materials			
questionnaires 2/3 pages			
by REC's, DLC's tutors		50 000	
Tutors Check lists			
Questionnaires		20 000	
Attitudes questionnaires			
for both learners and			
Tutors		20 000	
Sub Estimate			30 000
Induction Courses for			
Evaluation exercise Head			
Office & Grass roots		200	25 000
T and S for Evaluation			
Team		5 000	10 000
Sub Total		100 000	65 000
POST/LITERACY/BASIC EDUCATION			
Supplementary Reading			
Material for post/			
literate:		2 500 000	50 000
Basic Education		500 000	
Sub Total			500 000 *
Total Cost			2 633 580

* A substantial portion of this amount is likely to be recovered through the sale of readers/books supplied.

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LITERACY CAMPAIGN BUDGET 1983 - 84

MOBILIZATION	317 480
TRAINING	136 500
LITERACY MATERIAL	579 600
EVALUATION	100 000
POST LITERACY BASIC EDUCATOR	1 500 000
TOTAL COST	<u>\$2 633 580</u>

Appendix 1 of 1

TASKS AND AGENCIES RESPONSIBLE

TASKS	RESPONSIBLE AGENCIES
Organisation and Planning of Campaign	Joint Committee Ministry of Community Development and Women's Affairs and Ministry of Education and Culture.
Mobilisation and Publicity	Ministry of Community Development and Women's Affairs.
Designing of Training	Ministry of Education and Culture
a) Designing Training Programmes	Ministry of Community Development and Women's Affairs
b) Production of Teaching Manuals	Ministry of Education and Culture
Evaluation	Ministry of Education and Culture Research and Evaluation Unit Ministry of Community Development and Women's Affairs - Research Planning Unit
Equipment Acquisition	Ministry of Community Development and Women's Affairs.

Finance

The budget submitted below reflects the immediate needs of the National Literacy Campaign and also the areas of expenditure in which money can be easily absorbed within the 1983/84 financial year.

It is the proposal of Ministry of Education and Culture and Ministry of Community Development and Women's Affairs to phase the expenditure for 1983/84 by submitting a budget for \$800 000 to cover the financial year 1983/84 and then submitting the remaining items in the 1984/85 budget. The items on the budget to be resubmitted in the 1984/85 budget are the following:

1. Basic Education	\$1 450 000
2. Refresher Course for DLCs	500
3. Grants for Building Rural Libraries	250 000
4. Rural Library Books	30 000
5. Rural News Letter	20 000
6. Workshop for DLCs	16 000

Total Cost	\$1 766 500
	=====

All the items are of major importance to the success of the Literacy Campaign and can therefore no order of priority can be given.

Appendix 2

QUESTIONNAIRE TO KEY PERSONNEL IN MINISTRY OF EDUCATION AND CULTURE AND THE
MINISTRY OF COMMUNITY DEVELOPMENT AND WOMEN'S AFFAIRS

Evaluation of the Local Currency Programmes with Particular Reference to The Literacy
Campaign

Questions for Discussion with Ministry Officials

(Page numbers refer to the Project Document prepared by the Ministry of Community
Development and Women's Affairs)

Part 1

Literacy Campaign Budget 1983/84

The budget reflects five aspects of the campaign for funding, ie, mobilization, training, literacy
material, evaluation and post literacy basic education.

1. Which aspect was funded by USAID?

2. To what extent was this aspect funded? TOTAL/IN PART (Delete
inapplicable response.)

State exact amounts where possible:

TOTAL - Z\$..... IN PART - Z\$.....

3. What problems were experienced in the administration of the fund,
if any?

4. What was the effect/impact of the USAID funded aspect of the whole of the literacy campaign?
.....
.....
.....
.....
5. What problems have been experienced in that aspect of the campaign?
.....
.....
.....
.....
6. What aspect(s) of the campaign do you consider most important for further funding?
.....
.....
.....

Part 2

Management

1. How was the project identified originally?.....
.....
.....
- who initiated?.....
- when?.....
- how?.....
2. a) What were the selection criteria for funding the aspects of the
Literacy programme?.....
.....
.....
b) Comments on criteria:.....
.....
.....
3. How was implementation carried out:
a) Outline/detail implementation procedures:.....
.....
.....
b) Comment:.....
.....
.....

4. How was reporting carried out:

- a) Outline/detail reporting procedure:.....
.....
.....
- b) Comment:.....
.....
.....

Impact

5. What impact did the project have on Literacy Campaign at:

- Ministry level:.....
.....
- Local level:.....
.....
- Beneficiary/participant level:.....
.....

Improvements/Recommendations

6. Identify problems experienced in implementing the project. List and give a brief explanation of each problem.

-
-
-
-
-

7. Suggest possible solutions to each identified problem.

.....

.....

.....

.....

.....

Appendix 3

QUESTIONNAIRE TO WORKSHOP PARTICIPANTS

Questionnaire to Workshop Participants

Ministry/Organization:.....

Position: Title/Office:.....

Geog Location: Urban:.....

Rural:.....

The Literacy Campaign - Achievements, Problems and Projects

1. Administration

- < Finance >
- < Facilities >
- < Personnel >
- < Mobilization >
- < Meeting >
- < Other >

1.1 Achievements 1.....

2.....

3.....

4.....

5.....

1.2 Problems 1.....

2.....

3.....

4.....

5.....

- 1.3 Prospects/
Suggestions
 - 1.....
 - 2.....
 - 3.....
 - 4.....
 - 5.....

2. Literacy Tutors

- < Training >
- < Remuneration >
- < Other >

- 2.1 Achievements
 - 1.....
 - 2.....
 - 3.....
 - 4.....
 - 5.....

- 2.2 Problems
 - 1.....
 - 2.....
 - 3.....
 - 4.....
 - 5.....

- 2.3 Prospects/
Suggestions
 - 1.....
 - 2.....
 - 3.....
 - 4.....
 - 5.....

3. Materials

- < Writers >
- < Titles >
- < Production >
- < Distribution >
- < Others >

- 3.1 Achievements
 - 1.....
 - 2.....
 - 3.....
 - 4.....
 - 5.....
- 3.2 Problems
 - 1.....
 - 2.....
 - 3.....
 - 4.....
 - 5.....
- 3.3 Prospects/
Suggestions
 - 1.....
 - 2.....
 - 3.....
 - 4.....
 - 5.....

4. Training

- < Who is training >
- < Who is being trained >
- < at what level for >
- < what task with what >
- < effect >

- 4.1 Achievements
 - 1.....
 - 2.....
 - 3.....
 - 4.....
 - 5.....
- 4.2 Problems
 - 1.....
 - 2.....
 - 3.....
 - 4.....
 - 5.....
- 4.3 Prospects/
Suggestions
 - 1.....
 - 2.....
 - 3.....
 - 4.....
 - 5.....

Other Matters

5. Your Training Needs

5.1 From you experience in the Literacy Campaign so far, or you own job, what would you like to learn/know about research?

.....

.....

.....

.....

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- 5.2 If you have any other comments to make on any aspect of this topic or questionnaire, feel free to do so in the space provided below.
- 5.3 List areas that you think need to be researched on in the field of literacy and post literacy activities. List the areas by order of priority.