Project Title: Development of a National Guidance
and Counselling Strategy for Rwandan
schools and Psychological Needs Survey

Client: UNICEF

Principal Investigator: Dr. Gideon Arulmani
Assistant Investigator: Ms. Eugenie Mukanoheli

CONTENTS

I. Executive Summary

Background

This consultancy was commissioned by the Ministry of Education (MINEDUC). The objectives of the consultancy were to analyse the guidance and counselling needs of school children in Rwanda, review the work done in the field and develop a draft National Guidance and Counselling Strategy for implementation in Rwandan Schools.

The term *counselling* is linked to the provision of psychological services that address the needs of those who manifest difficulties or disturbances in the emotional, cognitive and social spheres of functioning. Counselling also focuses on the prevention of difficulties and the promotion of personal well-being. The term *guidance* is linked to the application of psychological and pedagogical techniques to facilitate effective career development.

The *target group* identified for this study was students in Primary level 6 and all the levels of the Secondary school. The sample comprised a total of 568 students drawn from Primary and Secondary schools in Kigali, Gisenyi, Ruhengeri, Gitarama and Butare.

The approach to needs assessment and review of work done was multi-pronged. The Psychological Needs Assessment Questionnaire (Student and Teacher versions) is the screening device that was adapted for use with this sample and school teachers. Interviews were also held with teachers, heads of schools, parents, key officials in relevant Government departments, NGOs and FBOs.

The needs analysis focused on the following three categories of behaviour associated with guidance and counselling:

- Emotional, behavioural, cognitive, familial and socio-cultural aspects
- Coping styles
- Career development indicators

Findings

Difficulties with *learning and school performance* emerged as the area in which the highest levels of difficulties were reported. 76% of the sample indicated having difficulties that ranged from mild to severe levels. No significant gender differences were observed. However the severity of difficulties with studies increased with Class and students at Secondary level 5 reported the highest levels of difficulty.

Emotional difficulties and disturbances emerged as the next highest need area. 35.6% of the sample fell in the severe range of difficulties. Girls reported higher levels of emotional disturbance than boys. Interestingly, emotional disturbances decrease up to Secondary level 3 and then show a sharp increase at Secondary 4. It is possible that among older students, difficulties with academic performance (which were noted to increase from Secondary 4) could induce feelings of anxiety and stress, along with feelings of frustration about career choice.

Students reported stressors associated with *family responsibility* as the next highest level of difficulty. 55.2% of the sample reported difficulties from the mild to severe range. Girls reported a higher level of stress associated with household responsibilities while boys expressed the need to earn as a source of significant stress. These stressors increased with age and Secondary 6 students reported the highest level of difficulty.

The ambiguities and uncertainties of the *socio-cultural* environment emerged as another area of stress. 63.2% of the sample reported confusion with values, absence of role models and the belief that there were many divisions within their society, as points of worry and stress. No gender differences were noted. The level of severity increased with class and age.

The final category of difficulties was in relation to *behavioural disturbances*. 51% of the sample manifested some form of behavioural disturbance. Boys manifested a higher level of severity than girls. No class/age-wise differences were noted.

A specific theme that recurred both in students' responses and teachers' reports is the significantly high prevalence of difficulties with *attention and concentration*. Teachers' reports indicated that close to 40% of children have severe difficulties with paying attention and are restless in class. It is well known that attention deficits are closely associated with academic underperformance, emotional and behavioural disturbances.

Assessment of *Coping Styles* revealed that *Seeking Social Support* was the most commonly used with close to 87% of the sample demonstrating a willingness to turn to others for help. This is a positive sign for the implementation of counselling services. However, it could also reflect a high dependency on others and a low orientation to self-directed behaviour. A close correlation was noted between those with emotional difficulties and the *Distancing-Avoidance* style and between behavioural problems and the *Confrontative* style. *Planful Problem Solving* was low with only 16% of this sample using this coping style to some extent.

Assessment of *Career Development Indicators* revealed that students placed a high value on acquiring work skills / educational *proficiency*. However students are strongly influenced by the belief that they have *low control* over their life trajectories and tend to *give up* easily in the face of obstacles to career development. Skills for *career preparation* were low. Interestingly, students' *self-efficacy* for career preparation is high at Secondary levels 1 to 3. However, these scores show a sharp decline after they have moved onto specific career paths at Secondary 4. This trend could be linked with the further finding that 76% of the sample studying in Secondary 4 to 6 were unhappy with the courses they were studying.

Review of the work done indicated that the focus on guidance and counselling has been minimal. FAWE (Rwanda) has taken the lead in offering guidance and counselling interventions and basic services are offered primarily to girls. Counselling efforts otherwise have almost exclusively focused on *trauma recovery*.

Suggested strategy for the introduction of a School Guidance and Counselling System

1. A Division for Guidance and Counselling (DGC) could be created within the National Curriculum Development Centre (NCDC) under the Director of the NCDC. The DGC would also be linked to key focal points for reference, namely, the Directorates of Primary and Secondary Education, the Inspectorate, the Kigali Institute of Education, FAWE and the Faculty of Education (UNR).

2. A Consultant may be appointed to provide expertise and guide the work of the DGC.

3. The DGC will develop a curriculum for Guidance and Counselling that would provide the framework for:

   - the development of guidance and counselling material
   - tests and tools for guidance
   - training those who will implement the programme

4. A battery of tests and inventories may be developed that could form the basis for systematic assessment leading to careers advice.

5. Personnel for the guidance and counselling programme would comprise the following:

   - Counsellors who would be comprehensively trained in the theoretical and practical aspects of guidance and counselling.
   - Guidance and Counselling Co-ordinators who would be trained in the specific skills of implementing the service at the school level. It is envisioned that at the outset, Co-ordinators would be teachers drawn from schools.

6. The first level of training provided by the Consultant would be for 12 Counsellors – one for each province. The second level of training would be for the Co-ordinators. The Counsellors under the supervision of the Consultant would train the first batch. Subsequent training would be offered independently by the Counsellors. Training will continue in batches until all schools are covered.

7. The service would be located at two levels. The Counsellors would work from a Counselling Centre established at each province. The Co-ordinators would work directly in the schools providing preventive interventions at the group level. In addition to providing training and material support to Co-ordinators, Counsellors would offer specialist one-to-one or small group inputs for those with disturbances. This would occur either at the Counselling Centre or at the school during the Counsellor's visits.

8. In order to ensure the systematisation of the ongoing training in guidance and counselling, it is recommended that the curriculum be incorporated into the syllabus of institutions such as Teacher Training Colleges, Faculty of Education (UNR), Kigali Institute of Education and Departments of Social Work. Ideally an exclusive course in guidance and counselling must be offered to those who are training to work with children and young people.

9. Further policy related issues that must be kept in mind are as follows:

- Allow for a more comprehensive form of student assessment particularly at the Secondary 3 level, which incorporates information about the student's interests and aptitudes.
- Allow for a specific time slot in the regular school time table, during which time guidance and counselling activities could be implemented.
- Allow for an adjustment in work load, for teachers who play the role of Co-ordinators.

10. It is important that information from documents such as Vision 2020, along with labour market trends are used to plan the career development component of the guidance and counselling programme.

Guidance and counselling is an urgently felt need in the Rwandan context. It is heartening to note that the Government has laid a high value on the provision of guidance and counselling services on a national scale. It is vital that the system is based on firm theoretical foundations with comprehensive cultural validation. Such a system has the potential to make a significant contribution to the realisation of Rwanda's human resource potential.

II. Recommendations

In accordance with the terms of reference provided by MINEDUC we provide below a list of recommendations with references to the numbered paragraphs of the body of the report (Terms of Reference, Scope of Work, 3.2). The reader is referred to the relevant portions of the report for specifics regarding implementation, descriptions of roles and other details.

Ref. No.	Recommendation	Ref. para in text	Action to be taken
1.	**Create a structure for the National Guidance and Counselling Programme:** 1.1. Form an exclusive Division for Guidance and Counselling (DGC) 1.2. Locate the DGC within the National Curriculum Development Centre (NCDC) directly under the Director 1.3. The following organisations may function as key focal points of reference for the DGC: - Directorates of Primary and Secondary Education - Inspectorate - Board of Examinations - Kigali Institute of Education - FAWE (Rwanda Chapter) - Faculty of Education (UNR)	10.4 Also see Figure 9 for a schematic representation	1. The Director (NCDC) may provide the leadership to initialise the implementation of the National Guidance and Counselling Programme. Specific actions to facilitate initialisation are: 1.1. Form and lead a Committee comprising representatives from the Key focal points (Rec. 1.3) that will execute the following actions: 1.2. Facilitate policy decisions for the creation of the DGC, including obtaining sanctions for budgetary provisions and other administrative details 1.3. Facilitate the identification of the following personnel for the DGC: - Head of the Division (HOD). - Counsellors at the provincial level The specific roles of the HOD and the counsellors are described in para 10.3.2.

Ref. No.	Recommendation	Ref. para in text	Action to be taken
1. (cont'd)	1.4. Establish Counselling Centres in each province. These centres will be operated by trained Counsellors 1.5. Deliver guidance and counselling services at the group level, within the school context, through trained Guidance and Counselling Co-ordinators 1.6. Maintain a dynamic interaction between the Counsellors and the Co-ordinators	10.2. 10.2.1. 10.2.2. 10.2.5. 10.2.1.	2. The HOD may in consultation with the Director (NCDC) undertake to accomplish the following: 2.1. Facilitate the establishment of the Counselling Centres in each province in collaboration with the respective Provincial Directors of Education, Youth and Culture. The Centre will be a clearly defined physical space from where guidance and counselling services would be facilitated at the provincial level. The details pertaining to the characteristics of this Centre are provided in para 10.2.5. 2.2. Identify Guidance and Counselling Co-ordinators. Details pertaining to the roles of the Co-ordinators are provided in para 10.3.2. 2.3. Provide expert support to the Co-ordinators following the guidelines provided in para 10.3.2. 2.3. Work closely with the Inspectorate to supervise the implementation of the programme at the school level focusing both on quality of content as well as rigour of implementation.

Ref. No.	Recommendation	Ref. para in text	Action to be taken
2.	**Appoint a Consultant who will provide expertise for the development of the National Guidance and Counselling programme**	10.3.2.	3. The Director (NCDC) will facilitate the identification of an expert Consultant. This may be an individual or a company that offers expertise in the area of guidance and counselling. This expertise must include experience with guidance and counselling in the developing world. In addition to providing expertise, the Consultant will actively work toward building the capacity of the HOD, the Counsellors and the first batch of Co-ordinators for independent functioning within a period of 6 to 8 months of project initiation. Further details regarding the role of the Consultant are provided in para 10.3.
3.	**Develop a Curriculum for Guidance and Counselling that will provide a framework for the following:** 3.1.Training of Counsellors and Co-ordinators 3.2.Development of guidance and counselling material. Specific focus must be brought to bear on the following: - Development of age-graded student workbooks and teacher manuals - standardisation of tests and tools for career guidance such as interest inventories, aptitude tests and occupational lists	10.2.4. 10.3.1.	4. The DGC in collaboration with the Consultant will facilitate the development of a culturally relevant, standardised curriculum for guidance and counselling. Specific actions to be executed in collaboration with the Consultant are the following: 4.1. Select the guidance and counselling curriculum development team 4.2. Develop, translate and trial test guidance and counselling material 4.3. Standardise tests and tools for guidance and counselling 4.4. Mass produce the guidance and counselling material Specific details are provided in para 10.3.1.

Ref. No.	Recommendation	Ref. para in text	Action to be taken

4.	**Develop skilled manpower for the delivery of guidance and counselling services through a systematic and theoretically sound training programme. The following format may be followed:**
	
	4.1. The immediate training focus will be on the following persons:
	  - the HOD
	  - the counsellors
	  - the co-ordinators
	
	4.2. Specific training inputs will be provided for the following:
	  - Trainee teachers
	  - School Psychology students
	  - Clinical Psychology students
	  - Social Workers
	
	4.3. Existing guidance and counselling courses must be revised to include to the contents of the guidance and counselling curriculum.
	
	4.4. A course in guidance and counselling must be introduced in Teacher Training Colleges, Depts. of Education, Psychology and Soc.Work.
		10.3.1.	5. The DGC will collaborate with the Consultant to provide systematic training beginning with the HOD and the core team of Counsellors.
			
			6. The HOD and Counsellors may then begin training Co-ordinators at the provincial level. This training will focus on specific skills for delivering guidance and counselling services at the class-room level. Training of the first batch may be under the supervision of the Consultant. Ongoing training of subsequent batches may be conducted by the HOD and the core team of Counsellors. This training will continue until all schools in all provinces are covered.
			
			7. The HOD and core team of Counsellors may also offer training inputs to Teacher trainees, School Psychology students, Clinical Psychology, Social Workers and others who are in training to work with children and youth.
			
			8. The DGC may begin negotiations with the concerned persons to formally introduce guidance and counselling as a subject, paper or course in institutes that offer training in Education, Psychology and Social Work.
			
			9. The DGC may offer short courses to sensitise adults who work with children and young people on skills for guidance and counselling.

Ref. No.	Recommendation	Ref. para in text	Action to be taken
5.	**Institute changes and adjustments within the school system to allow for the smooth delivery of guidance and counselling services. The following points may be kept in mind.** 5.1.The teaching work-load of teachers who will play the role of Co-ordinators must be reduced to allow time for the delivery of guidance and counselling services. 5.2.Increments in salary may be considered if the Co-ordinators' work load exceeds the normal work load of the teacher 5.3.A specific time slot must be created within the regular school timetable during which guidance and counselling activities would occur.	10.1.3	10. The Director (NCDC) and the DGC may work actively with the relevant departments of MINEDUC to adjust the work load of the teacher, consider salary increments and create a specific time slot within the school timetable for the delivery of guidance and counselling services.
6.	**Institute policy changes to allow for a more comprehensive assessment of the student at Secondary Level 3 on the basis of which subject and career choices are made.**	8.1. 8.1.3	11. The Director (NCDC) and the DGC may begin discussions with the Examination Board to broaden the basis for student assessment to include information from interest and aptitude tests. The possibility of the Counsellor playing an active role in making recommendations for subject / career decisions may be explored.

Ref. No.	Recommendation	Ref. para in text	Action to be taken
7.	**The career guidance component of the National Guidance and Counselling Programme must integrate with labour market trends**	10.2.4.	12. The DGC may initiate a study in collaboration with the Department of Planning to understand labour market trends with the view to incorporating this information into the career guidance component of the National Guidance and Counselling Programme. This would include a study of the Vision 2020 document and its relevance to the overall purpose of career guidance. This study would contribute to the validation of the career information material to be used with students.

1. Introduction

One of the most significant challenges facing Rwanda today is the re-building of its human capital. The events of 1994 have left the children of Rwanda deeply scarred. These scars are not merely physical. They cut into the psychological fabric of Rwandan society. On this background, the Government of Rwanda (GoR) has rightly recognised that prevailing psycho-social conditions could limit personal happiness and the realisation of the personal potentials of the children of Rwanda. Their contribution to national development could be enhanced if these psycho-social factors are identified and dealt with. The Ministry of Education (MINEDUC) has come to the conclusion that the introduction of a guidance and counselling system could lessen the impact of these potential limitations, contribute to the well-being of Rwandan children and in the long run, to the well-being of Rwanda as a nation.

This report presents the findings from a consultancy that examined the guidance and counselling needs of children and young people at the higher primary and secondary levels of education within the Rwandan schooling system. The primary objective of the project was to develop a strategy based on which a guidance and counselling programme could be developed and institutionalised within Rwanda's existing educational system.

The project was commissioned by MINEDUC and executed in close collaboration with the Director of the National Council for Curriculum Development (NCDC). In addition to Kigali, information was also collected from the provinces of Gisenyi, Ruhengeri, Gitarama and Butare. Data collection was based on a systematic survey using psychological screening tools as well as through interviews with representatives of key organisations working with children and youth. In addition to eliciting data directly from children, teachers, parents and provincial directors of education, we also reviewed work related to guidance and counselling already completed by other organisations in Rwanda.

The structure of this report follows the Terms of Reference (TOR) provided by MINEDUC (Appendix 1).

Our attempt is to present this report in as reader-friendly a manner as possible. Therefore, technical jargon has been reduced to the minimum to enhance readability. However, it is highlighted that rigorous statistical procedures have been followed at all stages of analysis and interpretation of data. A team of statisticians and behavioural scientists have supported this consultancy from the principal investigator's office in India and contact for data analysis has been maintained through email. Not only is this report based on questionnaire data, information has also been drawn from structured interactions with close to 50 key persons working with children and youth and from anecdotal evidence collected directly from children, parents and teachers.

We have attempted to ensure that the recommendations made are data based and have a practical orientation.

2. Background

2.1. What do the terms counselling and guidance mean?

In days of yore, the 'counsellor' perhaps was the 'wise person' in the family / community, who, based on personal experiences and common sense, helped people deal with questions, decisions, problems and difficulties that cropped up in their lives. The role of the counsellor has grown and today the scientific study of human behaviour has yielded various techniques for counselling. Counselling has become a specialised activity with specific sets of skills being described for particular target groups.

Within the context of developing countries, counselling and guidance are terms that tend to be loosely linked with a variety of developmental issues. It is important therefore that we clarify these terms in order to sharpen the focus of the current project.

Both guidance and counselling fall within the purview of the behavioural sciences. The impact of human emotions, thinking patterns (cognitions) and social interactions upon behaviour composes the framework within which counsellors and guidance specialists work.

Counselling targets could perhaps be classified into two broad categories.

- One aspect of counselling addresses the needs of those who are already in distress, manifesting symptoms of emotional and mental upheaval.

- Another important counselling target is the *prevention* of emotional distress and the *promotion* of personal effectiveness in clearly defined areas.

Guidance targets are most often associated with facilitating career and vocational choices. The nature of work today is such that the individual is presented with a wide range of occupational possibilities and opportunities. With modernisation, traditional systems of occupational role allocation decrease in their importance. Work environments call for specific sets of skills and expertise. Large numbers of young people need *guidance* toward jobs for which they are best suited. It is in response to these questions, that the skills of a guidance specialist become relevant. Vocational Guidance, Career Counselling and Career Psychology are three facets of this field of knowledge.

Career Counselling is a more contemporary version of the original Vocational Guidance movement. Although these terms are used interchangeably, Vocational Guidance is more often linked to vocational or skills based occupational categories. Career Psychology has emerged today as a distinct branch of behavioural science. It is multidisciplinary in character and draws from a variety of disciplines such as Counselling Psychology, Educational Theory, Economics and Sociology. In effect Career Psychology provides the theoretical and research basis for the practice of Vocational Guidance and Career Counselling.

We will use the term *counselling* to mean psychologically oriented programmes and interventions that address emotional, cognitive and social development needs. The term *guidance* will refer to needs in the area of career choice and development.

2.2. Target Group

Guidance and counselling needs change across age groups. It was important to clearly specify the primary target group about whom data would be collected. Based on initial discussions, it was decided that this consultancy would focus on children and young people at the *Primary 6 level* of education and the entire range of students in the *Secondary school (levels 1 to 6)*. While each of these groups would be examined in detail, it was noted that particular groups within this sample would require special emphasis. Table 1 below highlights some of the focus points linked to specific classes.

Table 1: Focus points for specific groups within the sample

Age Group	Emphasis
Primary 6	• This group is at the end of Primary level education. • They face an important Public Examination. • They face critical decisions related to career development.
Secondary 1	• This is a transition year when students are likely to find themselves in a new school environment with changes in teaching methodology. • The language of instruction could also be a factor that influences children during this transition year.
Secondary 3	• This is a year when children take another important Public Examination. • It is also a time when career choices become much more real.
Secondary 4	• Of particular importance at this stage is the possibility that students have been oriented to specific career paths.
Secondary 6	• Students are the end of their years in school. • They are once again confronted by an important examination. • They will soon have to search for work or make plans for further career development.

3. Methodology

3.1. Development of The Psychological Needs Assessment Questionnaire

The first objective of this consultancy was to conduct a *needs analysis* regarding the nature, prevalence and relative importance of guidance and counselling needs relevant to children in Rwanda (Terms of Reference 1). In order to ensure that the collated information would be data-based, a screening device was adapted for use in this study. This device has been called the Psychological Needs Assessment Questionnaire (PNAQ). The PNAQ was adapted from standardised screening devices and questionnaires whose reliability and validity have been established in the literature. Two versions of the PNAQ were developed, namely a student version and a teacher version. The PNAQ was administered in Kinyarwanda throughout this study. A copy of the PNAQ has been reproduced in Appendix 5.

3.2. Collection of Information

Information was collected through school visits and direct interactions with students, teachers, parents, school directors and provincial directors of education, youth and culture. Information regarding the schools visited is provided in Appendix 2.

3.2.1. Information from Students

Students at the *Secondary* level were assessed using the PNAQ (Student version). Assessment also included group discussions.

An activity based, discussion format was used with students at the *Primary 6* level. Students were presented with games that required them to describe what others of their age and background could face as they grow up. Participants were then required to offer their own solutions to these difficulties. Information was collated through behavioural observations made during the activities and an analysis of students' drawings and writings that were a part of the activity.

3.2.2. Information from Teachers

Group discussions were held with the teachers of the students in this sample. Teachers were then required to describe students' behaviour using the PNAQ (Teacher version). Where necessary, teachers were met with individually.

3.2.3. Information from Parents

Interactions with parents were possible in some of the schools visited. A group discussion format was followed. Parents' descriptions of their children's difficulties was elicited. The discussions also yielded information regarding career development and parental roles in career decision-making.

3.2.4. Information from other sources

Discussions and interviews were held with various officials of the Government, Non-Government, International, Faith / Community based organisations whose work was associated in some manner to guidance and counselling. These interactions allowed us to collate information regarding the guidance and counselling needs of students, as well as review work already completed in this area. Appendix 2 provides a list of individuals and organisation with whom we interacted.

4. Approach to the analysis of guidance and counselling needs

We took a three pronged approach to the needs analysis of the guidance and counselling needs of Rwandan students, as described below:

4.1. Analysis of problems and difficulties

At the first level we attempted to identify the kinds of problems and difficulties that Rwanda children face. The specific categories that we focused on where as follows:

1. Emotional problems
2. Behavioural problems
3. Problems related to learning and school performance
4. Difficulties with parents and family environment
5. Difficulties with socio-cultural environment

4.2. Analysis of career development indicators

Aspects related to students' career development, decision-making and career path planning were analysed. The specific areas on which we focused were:

1. Career beliefs and attitudes to career planning.
2. Skills for career preparation
3. Career preparation self-efficacy

4.3. Analysis of coping behaviours

Students' responses to difficulties and habitual ways in which they coped with their problems was analysed. The following styles of coping were specifically examined.

1. Confrontative coping
2. Distancing - Avoidance
3. Problem Solving
4. Seeking Social Support

The rest of this section will present the details of our findings across these various categories.

5. Characteristics of the student sample

Given below is a brief overview of the characteristics of the student sample on which this study was based.

Table 2: Sample Characteristics

Categories	Details
Total sample size (N):	568.
Number of students across classes:	Primary 6: 61 Secondary 1: 53 Secondary 2: 95 Secondary 3: 104 Secondary 4: 100 Secondary 5: 84 Secondary 6: 71
Gender:	Girls: 282 (49.6% of the sample) Boys: 286 (50.4% of the sample)
Age:	Range: 12 years to 35 years Mean age: 18.26 years (SD: 3.6) Mean age (Girls): 18.46 years (SD: 3.81) Mean age (Boys): 18.05 (SD: 3.42)

SD = Standard Deviation; % = Percentage

As indicated above a stratified sample was drawn to ensure that students from all classes were represented in the study.

It is necessary at this stage to comment on the significantly large *age range* of this sample. We noticed, especially in the Secondary Level classes, that a few adults were also a part of the student body.   From a statistical point of view, the homogeneity of the sample may have been enhanced if these individuals had not been included in the sample. However it was observed that a large age range is a fairly common occurrence in Rwandan schools. Since this has important implications for counselling, the adult-students were retained in the sample.

6. Needs Analysis

We now present information we have obtained about the problems, stressors and difficulties experienced by the sample in this study. The format of the presentation will be as follows:

- *Indicators*: Information is presented in two formats.

    - We present *scores* obtained by students on the PNAQ. These scores are reported as percentages. E.g. Scores obtained by the sample on the emotional problems scale of the PNAQ and so on.

    - We also present information as *percentages* of this sample of students who report having difficulties. E.g. Percentage of student who report having difficulties with emotional problems. This informational is drawn from both the Student and the Teacher versions of the PNAQ.

- *Content of sections*: Each section comprises the following:

    - description of the category

    - description of findings

    - discussions of these findings

    - implications for counselling and guidance (counselling watch points).

- *Rationale for reporting severity of difficulties*: Students' scores have been divided into quartiles and severity is reported at three levels, namely, mild, moderate and severe.

    - first quartile (lowest scores) have no difficulties

    - students falling in the second quartile have mild difficulties

    - the third quartile represents moderate difficulties

    - students whose scores fall in the fourth quartile have severe difficulties

- *Norms*: Normative interpretation of data was not possible in the absence of previous studies in Rwanda. We have used instead the World Health Organisation's World Mental Health Report (WHO, 2001) as a rough bench mark against which scores obtained through this study could be interpreted. According to this report the prevalence of psychological difficulties are expected to fall in the *10 to 20% range* for children and adolescents.

6.1. An overview

Figure 1 below provides an overview of our findings regarding the prevalence of problems and difficulties along the categories described in Section 4.1.

Figure 1: An overview of the areas of Difficulty
Complete sample (N = 568)
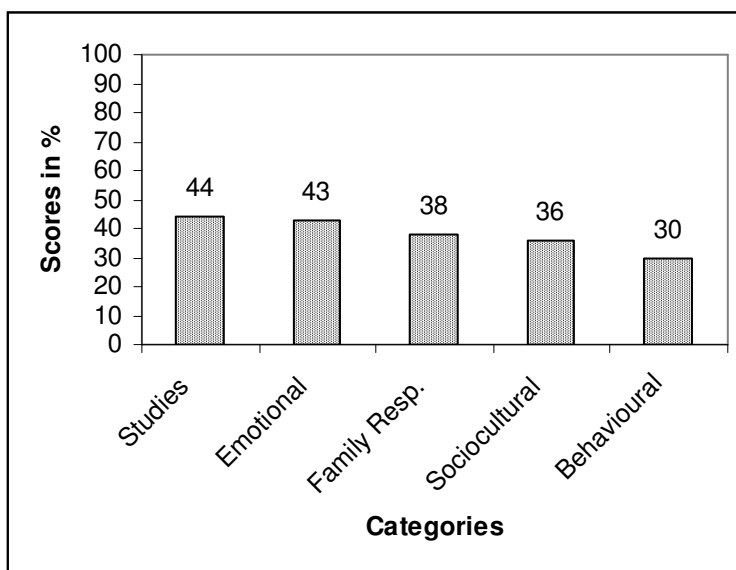
Figure 1 presents data in decreasing order of difficulty levels as indicated by students' scores. Difficulties with learning and academic performance emerge as the area of highest difficulty, followed by emotional problems. Family responsibilities and socio-cultural stressors emerge as the next level of difficulties with behavioural problems coming next.

It is vital to note that none of these difficulty areas are to be treated in isolation. As we will see in our more detailed analysis below, difficulties and problems are inter-linked and overlap with each other.

6.2. Learning, Studies and Academic Performance

6.2.1. Description

Items that related to learning and school performance assessed the following:

- Difficulties with learning foundations
- Difficulties with comprehension – particularly reading skills
- Decline in studies – poor marks
- Difficulties with exam preparation and performance

6.2.2. Findings:

The data obtained from students, teachers and parents, indicates that the highest level of difficulties experienced by students is in relation to *studies and academic performance*.

Severity*:*

- No difficulty: 24.0% of the sample
- Mild level of difficulty: 48.5% of the sample
- Moderate level of difficulty: 20.8% of the sample
- Severe difficulty: 6.7% of the sample.

Of particular importance is the indication from teachers that close to *40% of children had severe difficulties with paying attention and concentrating in class*. This goes well beyond the expected range of 10 to 20% as indicated by the World Mental Health Report (WHO, 2001).

Gender Differences:

No significant differences are observed between boys and girls in their report of difficulties with academic performance. In fact, the girls in this sample tend to perform marginally better than boys.

Class-wise analysis:

Figure 2 below presents information from student reports of difficulties with Learning and School Performance from Secondary 1 to 6.

**Figure 2: Difficulties with Learning and School Performance: Class-wise analysis
(Secondary 1 – 6; N = 507)**
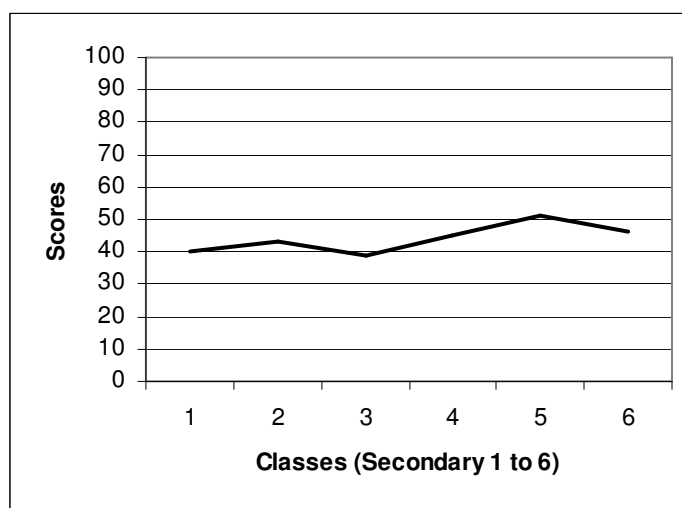
As described above, difficulties with academic performance are widely reported across all classes. This could be the result of the significant disruptions and discontinues that have characterised Rwanda's recent past. However the severity of the problem begins to *increase* at Secondary 4 peaking at Secondary Class 5 with a marginal decrease seen at Secondary 6. It is likely that more students from Secondary levels 4 to 6 are experiencing difficulties with academic performance in the moderate to severe range.

Analysis of difficulties with learning and academic performance at Primary 6

Analysis of students' performance at Primary 6 indicated that difficulties with academic performance begin early. In a multilingual teaching-learning environment, students at this level seem to have difficulties particularly in the area of *comprehension*. Analysis of written material revealed significant difficulties with spelling, handwriting and written expression.

6.2.3. Discussion

Some of the factors associated with students' high level of difficulties with academic performance could be as follows:

- While students receive teaching inputs related to content, basic learning skills do not seem to have been adequately addressed. Systems that could promote students' mastery over core study skills linked to *all subjects* do not seem to be in place. Approaches to learning seem to be memory based, with little emphasis being placed on comprehension and self-mediated learning.

- Difficulties with mastery over school language (medium of instruction) seem to contribute significantly to academic underperformance. Educational practices that do not address these needs could unwittingly cause 'pedagogically induced' special educational needs.

- Significant difficulties in the areas of spelling and writing raise the question of learning disability (e.g. dyslexia). It is unlikely however that such large numbers of children are actually dyslexic. It is possible that the multilingual teaching-learning environment, coupled with poor learning foundations could create a 'dyslexia like' picture (Nag-Arulmani, 2002). In other words, children could manifest learning *difficulties* (as against learning *disabilities*), which could be addressed with effective teaching methods.

- Linkages between Primary and Secondary Levels of education seem to be weak. Students at Secondary 1 seem to particularly struggle with changes in methodology in the new school environment.

- Difficulties with academic performance are particularly severe at the Secondary 5 level. Interactions with students pointed to the possibility that this is a year when a lot of material is covered and students experience an 'overload'.

- It is particularly important to note that opportunities for success experiences are most obviously available in the school environment. Research has established that the absence of

such experiences (however small they may be) sets off a vicious cycle of low self-esteem, lowering of goals for personal progress, failure experiences and ultimately to emotional / behavioural difficulties, which further feed into poor performance in school (Bandura, 1986; Nag-Arulmani, 2002).

6.2.4. Counselling watch point

1. The counselling and guidance programme should focus on conducting group workshops that focus on study skills. Teaching students the skills of 'learning to learn' would contribute to a reduction in difficulties with academics.

2. Particular emphasis could be laid on specific study skills such as:

   - Attention management
   - Skills for Comprehension
   - Note-making skills
   - Reading skills
   - Scheduling and Time Management skills
   - Exam Writing skills

3. An assessment of learning disability vs. learning difficulty would contribute significantly to the development of teaching methods that address academic underperformance.

4. Teachers should be trained in group counselling techniques that facilitate success experiences within the regular classroom.

6.3. Emotional Difficulties

6.3.1. Description

Emotional difficulties could be manifested in a number of ways. Some of the most common symptoms of emotional difficulties that we attempted to examine are described below:

- *Somatisation:* Physical complaints, such as aches and pains that do not have an actual physiological cause.

- *Anxiety*: Fears, insecurities, experience of stress and strain are examples of anxiety related emotional difficulties. Anxiety could be generalised with no specific focus. Anxiety could also be manifested in specific forms and in specific situations. When feelings of anxiety disrupt day-to-day functioning, these symptoms are called anxiety *disorders*.

- *Depression:* Feelings of sadness, loss of interest and enjoyment, tiredness characterise depression. More specifically, other symptoms could include:

- reduced concentration and attention
- reduced self-esteem and confidence
- ideas of guilt
- pessimistic views of the future
- acts of self-harm

- *Enuresis:* This is a symptom of underlying emotional disorders. Enuresis is characterised by the involuntary voiding of urine by day and/or night, which is abnormal in relation to the person's mental age and not a consequence of any other physiological disorders. Bedwetting is the common name for nocturnal enuresis. As will be discussed below, this specific symptom of emotional disorder is highlighted given the reported high prevalence or enuresis.

6.3.2. Findings

As described by Figure 1, data obtained pointed to emotional disturbances being the next highest area of difficulty for this sample.

Severity*:*

- No difficulty: 13.9% of the sample
- Mild level of difficulty: 23.2% of the sample
- Moderate level of difficulty: 27.3% of the sample
- Severe difficulty: 35.6% of the sample

The prevalence of moderate and severe levels of disturbance go well beyond the expected range of 10 to 20% indicated by the World Mental Health Report (WHO, 2001).

Gender Differences:

While both boys and girls report high levels of emotional difficulties, a significant difference in the severity of emotional difficulties is noted between boys and girls in this sample. Girls report a higher level of emotional difficulties than boys. It is likely that girls manifest their emotional disturbances more frequently in the form of somatic complaints.

Class-wise analysis:

Figure 3 below presents information drawn from student reports and their performance on the PNAQ.

**Figure 3: Emotional Difficulties: Class-wise analysis
(Secondary 1 – 6; N = 507)**

Emotional disturbances are *high* across all age groups. Larger numbers of younger students and students in lower classes tend to report higher levels of emotional difficulties. It is interesting to note however that the reports of emotional difficulties tend to decrease with age but then begin to rise again from Secondary 4 onwards, maintaining a plateau right up to Secondary 6.

Analysis of emotional difficulties at Primary 6

Students' emotional difficulties at the Primary 6 level were assessed through activities (see Section 3.2.1. above). Information provided in Table 3 below has been extracted from children's writings during these activities and offers a glimpse into the status of their emotions.

Table 3: A sample of primary school students' expressions reflecting emotional difficulties

Sample of students' responses
May get headaches and sickness
Feel too sleepy and tired
Parents may die
May become a street child
May not be able to pay for school
May die of AIDS
May fail in exams
War may start again
May be left alone
May have no where to stay
May have nothing to eat

Students' expressions are strongly suggestive of difficulties such as somatisation, anxiety and depression. Interactions with teachers pointed to a high prevalence of nocturnal enuresis (bedwetting).

6.3.3. Discussion

It is clear that the prevalence of emotional difficulties is high amongst the sample in this study. It is important to note that the number of students reporting severe difficulties is particularly high. Given the past history of Rwanda, it is not surprising that the prevalence of emotional difficulties is so high. It is highlighted however that the *nature* of these difficulties could vary across age and class levels. The data obtained suggests that emotional difficulties decrease across Secondary 1 and 2, but once again begin to increase at around Secondary 3. A similar trend was noted in the area of academic performance. Taken together, this data could suggest that other concerns could begin to preoccupy students toward the end of Primary 3. It is possible that emotional disturbances noted at older age and class levels are also influenced by other factors such as having to do well in studies and perform well in examinations. The concept of success experiences was discussed above (Section 6.2.3.). Repeated failure, or the fear of failure could undermine success experiences and placing the young person on a trajectory toward emotional problems and difficulties.

6.3.4. Counselling Watch point

1. The high prevalence of emotional difficulties, points to the need for counselling interventions that specifically address these needs. Two approaches could be taken to address these needs:

   a. *Expressive approaches*: This group of counselling techniques provide opportunities for catharsis in an emotionally safe environment. These techniques help children express their feelings verbally or non verbally (e.g. through drawing, painting, working with clay, games and activities). Much of the counselling services provided in Rwanda to date (e.g. Trauma Counselling) have taken this approach.

   b. *Self-mediated approaches*: These are techniques that rely on the principle of *reciprocal inhibition*. This is a powerful form of therapy that teaches the user to learn to 'replace' negative emotional and cognitive states with more positive emotional and cognitive states. Some of the most well-known techniques are:

      - autogenics
      - deep muscular relaxation
      - imagery
      - breathing techniques that induce calmness
      - thought replacement
      - cognitive re-structuring

Much has already been accomplished in Rwanda through Trauma Counselling. It is recommended that counsellors are now trained in skills to implement self-mediated approaches for the management emotional disturbances. For example, negative thought patterns (e.g. 'I am no good', 'I will fail', 'I am alone'), could be addressed through cognitive re-structuring. Similarly, relaxation techniques could be regularly used induce feelings of calmness amongst children who show signs of anxiety and tension. Quite a few of these approaches could be adapted for group administration and children could learn to cope with their negative emotions through group counselling sessions.

2. It is recommended that counselling interventions targeting emotional disturbances are approached in an age / class appropriate manner. As we have seen, the anxieties faced by students in higher classes could be linked to others stressors such as academic performance and career choice. Counselling that provides skills to deal with these problems could indirectly alleviate emotional disturbances.

6.4. Family Responsibilities

6.4.1. Description

This was an area of stress that emerged in association with loss of parents and in the context of child-headed households. Items related to this category of difficulties assessed the following:

- Having to take care of family needs
- Having to work and study at the same time
- Having to earn to add to the family income

6.4.2. Findings

Having to cope with family responsibilities beyond age appropriate levels emerged as the third category of difficulties.

Severity

- No difficulty: 44.8% of the sample
- Mild level of difficulty: 34.9% of the sample
- Moderate level of difficulty: 12.1% of the sample
- Severe level of difficulty: 8.2% of the sample

Gender Difference

Although the levels of severity are equally high for boys and girls, the *nature* of this stressor seems vary significantly between the genders. Girls report higher levels of stress associated with *household responsibilities*. Boys on the other hand report higher stressors associated with having to *contribute to the family income*.

Class-wise analysis

Figure 4 below presents information regarding family responsibilities as a stressor, across classes.

Figure 4: Family Responsibilities: Class-Wise Analysis
(Secondary 1 – 6; N = 507)
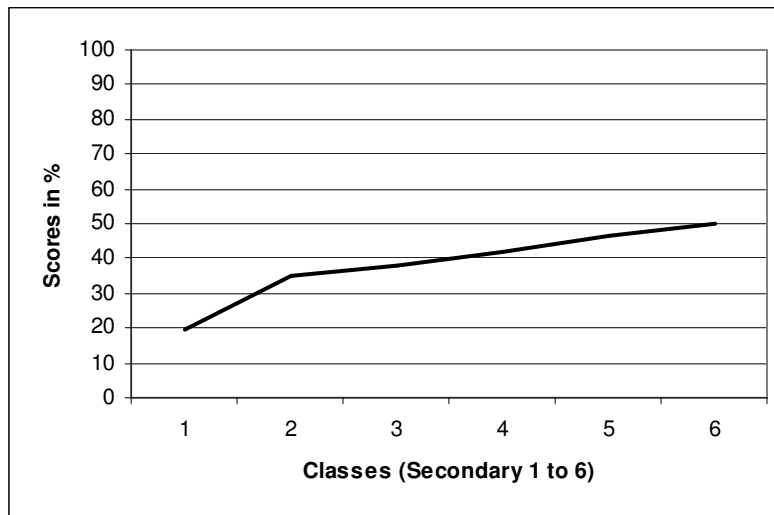
It is clear that the experience of stressors associated with family responsibilities increases as students' age / class increases. While this is obviously true in the case of child-headed families, some students who lived with their parents also made similar reports.

Analysis of family responsibilities at Primary 6

The trends overall indicate that lower levels of stress associated with family responsibilities are experienced by children at Primary 6. It seems however that, older students in Primary 6, experience similar levels of stress in this category as their age-mates in higher classes.

6.4.3. Discussion

The data indicates that both boys and girls experience stress related to family responsibilities. However, the stress of dealing with household responsibilities is higher for girls, while the need to initiate independent earning to contribute to the family income is more closely associated with boys. This trend in gender based occupational role stereotyping is common in almost all cultures and also seen in contexts of disadvantage and poverty.

Taking up family responsibilities is a part of the process of growth and maturation. The point to be noted in the Rwandan context (as in other environments of disadvantage), is the foreshortening of the time scale over which this occurs. The Rwandan *child*, is required to play an *adult* role, much before he or she is developmentally ready to face these responsibilities. Some Rwandan

children are confronted with duties much before they have developed the skills or the maturity to discharge these responsibilities.

In almost all contexts of poverty and disadvantage, family responsibilities are often placed at a higher level of importance and the individual is often forced to push personal needs to the background while caring for other family members. It is well known that poor academic performance, school drop out and increase in emotional disorders are associated with having to cope with family responsibilities that are not in keeping with the age of the child / young person. Helping the individual deal with this unavoidable aspect of their life situation is a crucial counselling target.

6.4.4. *Counselling watch point*

1. Counselling should promote skills that help students cope with family responsibilities. Examples of counselling interventions that promote effective coping specifically with family responsibilities are:

    - Skills to manage the resources available to the family
    - Skills to manage time
    - Skills to seek support from others

2. Counsellors need to recognise children who have to balance work with study. It is likely that factors such as fatigue and lack of time could affect these students' performance in school.

6.5. Socio-cultural factors

6.5.1. *Description*

Our genetic inheritance is the result of millions of years of biological evolution. In similar manner we also receive a socio-cultural inheritance that results from years of social evolution. Individual behaviour patterns are often reflective of the larger society – its norms, values, ideas, social structure, prosperity and stage of economic development. It has also been found that stressors vary across societies and as a result the kinds of difficulties and problems also differ across socio-cultural environments. Patterns of physical, emotional and psychological problems could change over time as socio-cultural conditions change.

Examples of items that tapped into students' responses to their socio-cultural environment are as follows:

- Confusion with regard to values; not knowing what is the right think to do
- Absence of role models; having no one to turn to in times of confusion
- The feeling that there are many divisions amongst the people in one's environment

6.5.2. Findings

The mean score obtained by the sample on this scale was 36%. While this score is not as high as the stress associated with academic, emotional and family responsibilities, it does point to an area that needs to be addressed through counselling and guidance.

Severity

- No difficulty: 36.8%
- Mild level of difficulty: 34.6%
- Moderate level of difficulty: 19.4%
- Severe level of difficulty: 9.2%

Students' responses to the following two questions reflect an important trend in the data:

- *I have nobody to turn to when I need advice*: 78% of students responded affirmatively to this item.
- *I feel there are many divisions among the people of my country*: 80% of students responded affirmatively to this item.

Gender Difference

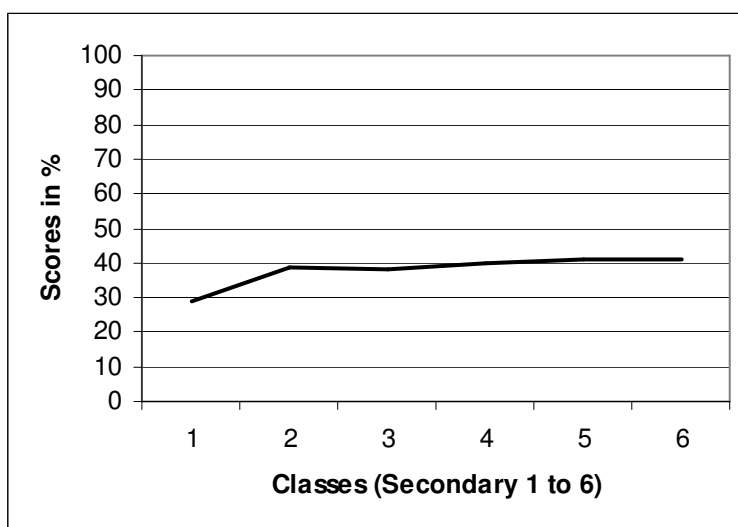No significant differences were observed between boys and girls in the report of difficulties with socio-cultural environment.

Class-wise analysis

Figure 5 below shows the trends in the data across classes.

Figure 5: Responses to socio-cultural environment: Class-Wise Analysis (Secondary 1 – 6; N = 507)

Students' difficulties with their socio-cultural environment tend to increase with age / class.

Analysis of responses to socio-cultural environment at Primary 6

Interactions with students in Primary 6 indicated that experiences of their socio-cultural environment were less stressful, when compared to Secondary level students. However as indicated in Table 3, Primary students do seem to perceive their environment as unstable and insecure.

6.5.5. Discussion

Adolescents in all cultures are typically negative and cynical. In fact, such attitudes are an essential aspect of identity formation. To this extent the expression of negativity toward the socio-cultural environment is expected and 'normal'. However, *social and economic* instability and change are also factors that strongly influence behaviour. War, trauma, unemployment, increases in exposure to information, over crowding, over population are all aspects of the socio-cultural environment that have a strong impact on behaviour.

Of particular interest to this study is the indication by a large majority of the sample, that they did not have anyone to turn to in times of difficulty. This issue was discussed with teachers and heads of schools. An important point that emerged was that adolescents and young adults in Rwanda do not have *role models* that they could emulate. The paraphrased statement of an experienced teacher presented in the box on this page provides deeper insights into this situation. The point to be noted is that adults in the child's life *do care* about the child's welfare. The traumatic events that have occurred in Rwandan history have created a socio-cultural environment wherein mechanisms that would normally provide the child with security and stability have been destroyed.

> ### *Children feel abandoned*
>
> Teachers are busy trying to give children more knowledge. Parents are busy trying to earn enough to pay school fees. It does not mean that they to do not care for children. They are so busy trying to help children that they don't have time to listen to children and talk with them.
>
> *- paraphrased from an experienced teacher's response*

Such a situation delineates specific targets for counselling and guidance. The counsellor could provide an emotionally safe environment within which a child or a young person could discuss his or her fears and anxieties. Perhaps in some situations the counsellor could even become a role model. However, it is here that a vital point must be noted. The purpose of counselling is not to replace the role of the parent. In the final analysis, it is the parent who must *re-gain* the role of the primary care taker. An important target for counselling and guidance with Rwanda's new socio-cultural environment is to enhance parenting skills and strengthen the bond between child and parent.

6.5.6. Counselling watch point

1. Adolescence education must feature as important counselling target. This would include interventions that target the following:

    -   The dynamics of identity formation
        E.g. workshops that promote self-understanding

    -   Activities that focus on the adolescent's social development laying emphasis on coping proactively with the uncertainties of the socio-cultural environment
        E.g. workshops that help adolescents recognise, accept and cope with uncertainty

2. Parent education is another important target for counselling. This would include interventions that target the following:

    -   Parenting skills
        E.g. workshops for parents on understanding their adolescent child
    -   Opportunities for parent and child / adolescent to interact
        E.g. workshops that bring groups of parents and their children together

6.6. Behavioural problems

With a mean score of 30% behavioural problems emerge as the next category of difficulties that characterise this sample.

6.6.1. Description

Behavioural problems are described as violations of age-appropriate social expectations that go beyond childish mischief or adolescent rebelliousness. Specific behaviours could include:

*   excessive levels of fighting / bullying
*   cruelty to animals / other people
*   severe destructiveness to property
*   fire-setting
*   lying and stealing
*   truancy from school
*   running away from home
*   persistent disobedience and defiant behaviour

6.6.2. Findings

Severity

- No difficulty: 46% of the sample
- Mild level of difficulty: 20.5% of the sample
- Moderate level of difficulty: 17.7% of the sample
- Severe level of difficulty: 15.8% of the sample

Behavioural difficulties amongst this sample seem to fall at the higher end of the expected range (10 to 20%) reported by the World Mental Health report (WHO, 2001).

Gender Difference

Significant differences are observed in behavioural problems between boys and girls. More boys are represented the 'severe' category of behavioural disturbances than girls, while more girls are represented in the 'no difficulty' – 'mild difficulty' categories. This trend is keeping with the reports in the international literature which indicates that boys are more likely to manifest behavioural disturbances than girls.

Class-wise analysis

Figure 6 below presents the scores obtained by the sample across classes on the behavioural problems scale.

Figure 6: Behavioural Problems: Class-wise analysis
(Secondary 1 – 6; N = 507)
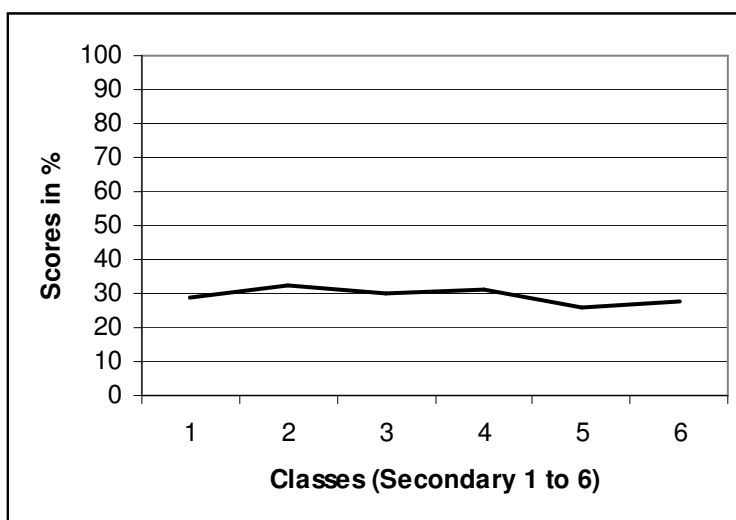
Trends indicate that variations across age / class are not significant.

Analysis of behavioural disturbances at Primary 6

Teachers' reports of behavioural disturbances at the Primary 6 level indicated that approximately 18% of children at this level manifest behavioural disturbances. *Impulsivity* was reported to be the highest area of behavioural difficulty. As in the case of Secondary level students, Primary boys tended to manifest higher levels of behavioural disturbances than girls.

6.6.3. Discussion

The point to be noted is that behavioural disturbances if left unattended, could grow into more severe forms of disturbance and turn into conduct disorders. This implies that students as they grow older, could become aggressive and oppositional. On the background of the history of violence that has characterised Rwanda's recent past, it is essential that these disturbances are addressed and controlled. Information from teacher reports in the context of academic difficulties indicated that a large number of students have difficulties with attention and concentration (Section 6.2.2.). Teachers indicated that large numbers of children tend to be restless, quickly losing focus on tasks they must perform. behavioural disturbances are often associated with attention deficits and difficulties with concentration. Helping children deal with attention related difficulties could contribute to the reduction of behavioural problems. Furthermore, the nature of the child / adolescent's relationship with his or her parents could also contribute to behavioural problems. A home environment where discipline is lax, authoritarian or inconsistent does not allow the child to internalise rules for behaviour. The role of the parent in preventing behavioural difficulties therefore is critical.

6.6.4. Counselling watch point

1. At the first level counselling interventions must target students who manifest behavioural disturbances. While a number of counselling techniques designed to address these difficulties exist, the data we have obtained indicates that the starting point needs to be in the area of *attention management*. In addition, counselling interventions need to focus on techniques that help to reduce restlessness among students, through calming and focusing exercises.

2. As indicated above (Section 6.5.6.) parent education is another important counselling target. Parenting workshops could include skills for effective disciplining and effective communication.

7. Coping with problems and difficulties

Coping refers to the individual's response to problems, difficulties and stressors. Coping may be adaptive or maladaptive. Adaptive coping reflects behaviours that the person uses to deal with stressors without harming self or others. Maladaptive coping could also offer solutions. However, these behaviours are described to be 'maladaptive' because the methods the individual uses cause harm to oneself or to others and in the long run generate further stress. The second part of this study attempted to identify the principal coping methods used by the members of this sample.

7.1. An overview of scores obtained on coping styles

The PNAQ included a coping styles section. Figure 7 presents the performance of the sample on these items

Figure 7: Styles of Coping
Secondary 1 – 6; N = 507)
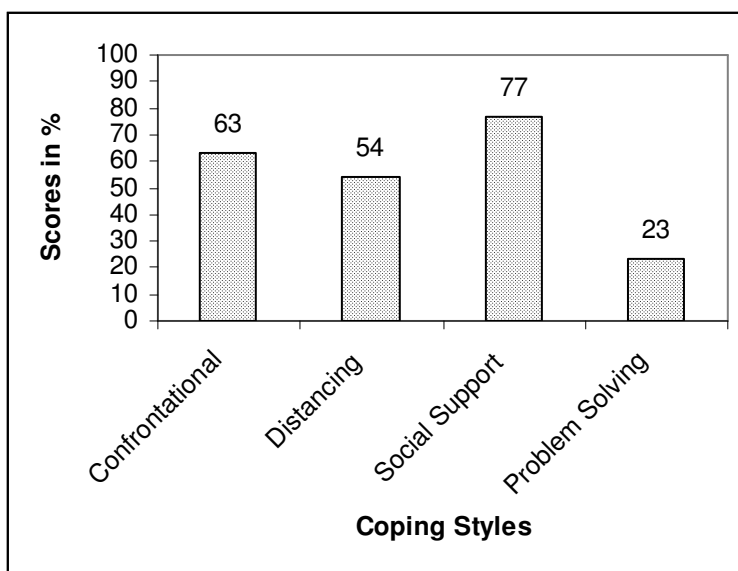
It is clear that significant variations exist in the coping styles adopted by this sample. The following sections describe the implications of these variations.

7.2. The Confrontational style of coping

7.2.1. Description

The Confrontational coping style is characterised by a 'facing' up to the problem and confronting the source of difficulty. When used adaptively, this is a coping style that is characterised by

assertiveness. Maladaptive coping is characterised by aggression and in its extreme form, by the use of violence. It must also be noted that the absence of the ability to assertively confront is also maladaptive. Always giving in, the inability to say 'no', or even the tendency to avoid facing up to a problem are examples of maladaptive coping.

7.2.2. Findings

36.6% of the sample under study actively used the Confrontational coping style. No variations were observed across age or class. A greater percentage of males in this sample (23.3%) reported the use of this style of coping than females (13.3%). On the contrary being submissive is reported by a larger number of girls (16.6%), when compared with boys (7.8%). A significant positive correlation is seen between behavioural problems and the Confrontational coping style. In others words, the tendency to being confrontative and aggressive increases as behavioural problems increase.

7.2.3. Discussion

Two points are of particular relevance to guidance and counselling. The first is the close association seen between behavioural disturbances and the Confrontational coping style. This association points to the possibility that the manifestation of behavioural problems could be characterised by oppositional behaviour, defiance, aggression and perhaps even the use of violence. Secondly, while the differences observed between genders on the confrontative – submissive continuum is expected, if left unattended, girls who are excessively submissive and non-assertive could become victims of exploitation and abuse.

7.3. The Distancing - Avoidance style of coping

7.3.1. Description

Individuals who adopt this style of coping tend to avoid facing up to a problem. They distance themselves from their own problems and avoid attempting to solve them directly. Instead, they try to 'forget' their difficulties by ignoring them, fantasising, postponing, passing the responsibility on to someone else. Behaviours that help to temporarily forget problems (e.g. using drugs, turning to casual sex), are also examples of Distancing and Avoidance. It must noted however that this is a form of coping that could also play an adaptive role. Situations sometimes require the individual to withdraw and avoid. The ability to recognise potential dangers and learn to avoid them is essential to survival and an important coping mechanism.

7.3.2. Findings

54.6% of this sample uses the Distancing-Avoidance coping style. No significant differences are observed between males and females, and an almost equal number of boys and girls use this style of coping. Similarly no correlations are observed between age and this form of coping. However, a positive correlation is noted between emotional difficulties and Distancing-Avoidance coping behaviours. In other words, those who have emotional difficulties also tend to avoid or distance themselves from their problems.

7.3.3. Discussion

Of particular relevance to guidance and counselling is the close association seen between emotional difficulties and the tendency to avoid problem solving. The lack of assertiveness and low orientation to seeking solutions could worsen emotional difficulties. It is likely that these individuals would show a high tendency toward expressing helplessness and giving up in the face of problems and difficulties.

7.4. Seeking Social Support

7.4.1. Description

This is a coping style whereby the individual turns to others for help. This form of coping is adaptive when the individual is able to use existing social structures and resources to solve problems and cope with difficulties. Talking to a friend, turning to a counsellor, going to the authorities are examples of the adaptive use of this coping mechanism. However, when this form of coping becomes an excessive dependence on others, with low levels of personal initiative, Seeking Social Support could become maladaptive.

7.4.2. Findings

This coping strategy was found to be used extensively by the members of this sample. 87% of the sample reported turning to others and seeking help as a commonly used method of dealing with problems and difficulties. No significant differences were noted across age or gender.

7.4.3. Discussion

The negative aspect of this trend is the possibility of developing excessive dependence on others for solutions. In an environment where the availability of Aid and support through various organisations is common, the risk of becoming 'Aid-dependent' is high. On the positive side, the willingness to seek help from others points to the possibility that barriers to the use of counselling services may be low. In other words, students are likely to respond quickly to counselling services that help them deal with their problems.

7.5. The Planful Problem Solving style of coping

7.5.1. Description

Individuals who use this coping style approach their difficulties with the intention of finding solutions in a planned and solution oriented manner. These individuals demonstrate the ability to identify the cause of their problems and experiment with solutions. This is the ideal coping style.

7.5.2. Findings

84% of this sample recorded *low* scores for Planful Problem Solving. In other words, a significant proportion of this group show a low orientation to approaching their problems and difficulties in a solution oriented manner. No significant differences between gender or age were observed.   Interestingly, most of the few who did show Problem Solving behaviour were those who registered low scores on emotional difficulties and behavioural problems.

7.5.3. Discussion

This information clearly delineates targets for counselling and guidance. The ability to plan and approach problems with a solution oriented attitude is essential to positive mental health. The finding that Problem Solving scores were higher for those with low emotional and behavioural difficulties is another important indicator. While the data generated through this study is not sufficient to establish causal linkages between coping styles and the difficulties that students experience, the trends are strongly suggestive that such associations could exist. In other words, providing skills for problem solving and enhancing a solution oriented focus toward problems and difficulties could significantly contribute to reducing existing disturbances, as well as preventing the onset of such difficulties,

7.5. Implications for counselling and guidance

1. Counselling services must focus on the enhancement of effective coping behaviours.

2. Counselling inputs must focus on techniques that are designed to induce calmness and reduce restlessness and hyperactivity.

3. Assertiveness Training and Social Skills Training are specific counselling techniques that could be used to foster effective coping.

4. Each of these techniques could be executed as group interventions.

8. Career Development Indicators

The foregoing sections focused mainly on issues associated with *counselling*. We now move toward understanding the *guidance* needs of Rwandan students. Since *career development* is one of the primary issues that guidance activities address, we will focus on the career development indicators of Rwandan students.

8.1. Existing mechanisms for career decision-making

8.1.1. Description

The current system of career decision-making followed in Rwanda has two importance features. Firstly, the young person at the end of Secondary 3 (Tronc Commun) is offered the opportunity to

indicate personal preferences for specialised fields of study. Secondly, the student is expected to take a national test at the end of Secondary level 3. Information from the test and the student's overall performance in school are used as the criteria on the basis of which the student's preferences are assessed. The student may or may not get what he or she has indicated on the preference list. The student subsequently enters a specific career path that takes him or her through the rest of Secondary level education.

8.1.2. Findings

Career choices are reduced to an almost exclusive dependence on the student's performance on the national test at the end of Secondary 3. Interactions with teachers indicated that this test does not assess the student for talents, interests or aptitudes. It is primarily a test of knowledge and is based on the subjects the student has studied in school.

We attempted to assess students' satisfaction with the career paths they were currently following. Our findings indicated that 76% of the students in the sample (Secondary 4 to 6) were unhappy with the courses they were studying.

8.1.3. Discussion

The current system of career decision-making followed in Rwanda is not adequately comprehensive in its approach and does not adopt a holistic approach to student assessment. This has resulted in a high level of dissatisfaction with career choices amongst a large number of students.

Three key factors are usually associated with healthy career development:

- Career Belief Patterns
- Career Preparation Skills
- Career Preparation Self Efficacy (CPSES)

The following sections report the sample's status along these key indicators of career development.

8.2. Career Beliefs

8.2.1. Description

Habitual ways of thinking strongly influence career development. A conglomerate of attitudes, opinions, convictions and notions seem to cohere together to create mindsets and beliefs that underlie people's orientation to the idea of a career. "Further study does not bring a better job," or, "A girl's first responsibility is to be a mother," are typical examples of firmly held career beliefs. Beliefs can become so deeply ingrained that they may not even be identified by their holders as beliefs – they are more like unquestioned, self-evident truths. (Krumboltz, 1994). Whether accurate or not, these assumptions and beliefs predispose the individual to making career decisions in a certain manner. We have referred to these deeply held convictions about

activities linked to career development as *career beliefs* (Arulmani, 2000; Arulmani & Nag-Arulmani, 2001, 2002).

Three types of Career Beliefs usually characterise the career planning behaviour of young people for disadvantaged and traumatised backgrounds. These are:

- *Proficiency Beliefs*, which reflect the importance laid on acquiring qualifications, skills and personal proficiency for an occupation before attempting to enter the world of work.

- *Control and Self-Direction Beliefs* reflect the individual's sense of control over the trajectory of his or her life. Mindsets in this category are linked to the career aspirant's belief that he or she can deal with the exigencies presented by life situations. These beliefs also reflect the young person's orientation to direct and take charge of the way in which his or her life progresses.

- *Persistence Beliefs* reflect mindsets toward career development that support persistence toward career goals despite difficulties and barriers that could emerge during the process of career preparation.

8.2.2. Findings

Figure 8 below presents the scores obtained by Secondary level students across the Proficiency, Control and Persistence categories of career belief themes.

Figure 8: Mean Scores on Career Belief Themes
(Secondary 1 – 6; N = 507)
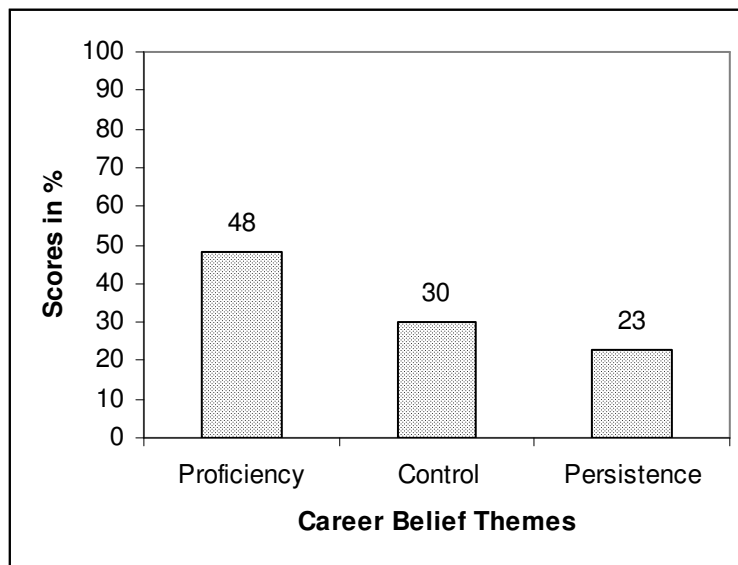
The findings clearly indicate that the sample has obtained a relatively high score on the Proficiency scale (48%). However, scores for the Control-Self Direction and Persistence scales are markedly lower. No associations were noted between age, class and career belief patterns. No difference was noted between genders on the Proficiency theme. Both boys and girls seem lay an equally high emphasis on acquiring proficiencies through education and training. Differences are noted on the other two belief categories. Girls show lower scores than boys both on the Control-Self Direction as well as the Persistence career belief themes.

8.2.3. Discussion

The high scores obtained on the Proficiency school indicates that this sample places a significantly high value on acquiring skills and qualifications that would enhance their proficiency for an occupation. It could also mean that a high level of importance is placed on education and training. However, the strength of this belief is not reflected along the other belief themes.

The low scores on the Control – Self Direction scale, indicates that the members of this sample demonstrate a lower orientation to exercising control over the trajectory of their lives. Their responses reflect helplessness in the face of barriers to career development with a tendency to view the future in terms of the deprivations they experienced in their past and continue to experience in their present situation. Their orientation to creating opportunities for themselves, engage with career development tasks and fight against the odds is weak.

Low scores on the Persistence theme indicates that persistence toward career goals is lower and less consistent among this sample. It is likely that this sample will sacrifice long term gains for more immediate gains in the here and now. In other words, their orientation to time is closer to the here and now and their responses do not reflect a long term orientation to the future. It is likely that skills for planning, setting goals and preparing for the future are weak.

Keeping in mind the discussions we have had earlier, it is important that we recognise the robust role played by the community in the life of the individual. Research strongly suggests that cognitions and beliefs emerging from socio-economic and cultural sources influence skill development, interpretations of self-observations and world-view generalisations (Krumboltz, 1994). It has been highlighted that career beliefs emerging from the community could contaminate the individual's ability to generate a suitable array of occupational possibilities (Lent & Brown, 1996). Career *myths* are passed from one generation to the next and give rise to career decision-making behaviours that are based on a structure of strongly held beliefs validated by the community.

8.2.4. Counselling watch point

1. Career counselling interventions must focus on underlying belief structures. This would include:

    - the identification of career beliefs
      E.g. Adaptation of existing testing devices for the assessment of career beliefs

- helping the career aspirant understand the impact of career beliefs on career development
  E.g. Counselling techniques that elicit underlying career belief structures

2. Particular emphasis needs to be laid on the Control-Self Direction and the Persistence career belief themes. This would include counselling techniques that:

   - enhance confidence in the personal ability to be successful at career preparation tasks
     E.g. Self-Efficacy Training

   - help the career aspirant take personal responsibility for career development
     E.g. Workshops that orient the individual to personal role in life trajectories

   - prepare the career aspirant for barriers to career development that he or she is certain to face.
     E.g. Counselling techniques such as Inoculation against Failure and Skills for Problem Solving

   - influence the career aspirant's orientation to the future and to prosperity
     E.g. Counselling techniques such as Understanding Life Trajectories

8.3. Skills for career preparation

8.3.1. Description

Four key skills are associated with for career preparation:

   - <u>Skills for Self Understanding</u>: This is essentially linked to the career aspirant's ability to understand and identify personal interests and aptitudes.

   - <u>Skills to understand the World of Work</u>: These skills reflect the career aspirant's ability to obtain career information, understand career paths, understand eligibility criteria, identify institutions for further education / training.

   - <u>Skills to generate Career Alternatives</u>: This is the third career development skill and is linked with decision-making. At this stage the career aspirant is expected to use information about Self (interests and aptitudes) and the World of Work to generate a set of 3 to 4 Career Alternatives for which he or she is best suited.

   - <u>Skills for Career Planning</u>: The final stage in the career preparation process is to make a career plan. This includes obtaining, filling and making applications, preparing for entrance examinations, identifying resources (scholarships, sources of funding) and actively working toward actualising one of the Career Alternatives.

8.3.2. Findings

Scores on Career Preparation Skills are consistently low across the entire sample (Mean = 30%). No significant differences are noted across gender, age or class. Students are unable to distinguish between interests and aptitudes or identify personal interests and aptitudes. Their

knowledge of the World of Work is low. Their ability to identify Career Alternatives for themselves and then develop a career plan to actualise these goals is low.

Furthermore, interactions with teachers, parents and relevant officials indicated that no mechanisms are in place as yet in Rwanda that would facilitate effective career decision-making. careers are allotted rather than chosen. The crucial (and often the single most important) criteria used is the marks obtained by the student.

8.3.3. Discussion

In an environment where students have no access to career counselling services, it is understandable that their career preparation scores are low. Skills for career preparation do not emerge spontaneously. A structured and standardised framework that is culturally relevant is essential to facilitate effective career development. In the absence of such a framework, it is likely that career decisions are made on the basis of prevailing career beliefs and less objective approaches are taken to career development.

Excessive reliance on marks obtained in national examinations to make career decisions, could neglect other vital factors such as interests and aptitudes. Such an approach to career choices could cause significant depletion in motivation and the young person is at high risk to entering careers for which he or she does not have the interest or the talent. The Box on this page presents the response a Secondary 5 student's mother and reflects the frustration of the child and the family.

> ### *Careers are allotted not chosen*
>
> There is currently no mechanism available in Rwanda that allows for a comprehensive assessment of the child on the basis of which careers could be chosen. Marks are the only criteria used. I sat with my child and planned a career. She wanted to do nursing. But she was given teaching. She is unhappy and I wonder if she will be a good teacher. In Rwanda careers are allotted – not chosen
> - *paraphrased from the response of a Secondary 5 student's mother*

It must be acknowledged of course that not all career aspirants will get exactly what they want. However, a more comprehensive form of career counselling that includes the student's aptitude and interest profiles, along with the systematic generation of career alternatives would create a more objective environment for healthy career development. Career Alternatives that are based on personal potentials and interests along with performance indicators such as marks, give the career aspirant a greater focus and motivates him or her to perform at a higher level.

8.3.4. Counselling watch point

It is necessary that the following systems are put into place to enhance the career preparation of skills of Rwandan young people.

1. Development and standardisation of techniques to promote Self Understanding. This would

include the following:

- A nationally standardised, age-graded *interest inventory*.
- A nationally standardised, age graded *aptitude test*.

- Counselling mechanisms for helping students understand the results of these tests: E.g. Demonstrating the links between test results and personal hobbies and similar personal orientations.

2. Policy changes that allow for the integration of information from interest and aptitude tests into the career decision-making process at the institutional level.

3. Development and standardisation of careers information. This would include:

- the development of a standardised Occupational List.

- the adaptation of existing Occupational Classificatory Systems to suit the Rwandan context.

- the development of a system for the regular updating of occupational information

- the development of a system for the dissemination of occupational information to students and career aspirants

4. The formalisation of counselling techniques that facilitate the generation of Career Alternatives. This would include:

- decision-making skills

- skills for the integration of information about Self and the World of Work

5. The formalisation of counselling techniques that facilitate Career Preparation. This would include:

- skills for planning and goal setting

- at the Secondary 6 level: skills for making job applications, writing personal curriculum vitae, facing an interview, self-presentation skills, work ethics.

8.4. Career Preparation Self-Efficacy

8.4.1. Description

Self-Efficacy is a concept introduced by the Social Cognitive Theorists and has close relevance to career development. It is important at the outset that we make a distinction between self-esteem and self-efficacy. Self-esteem is refers to an individual's *overall* feelings of self-worth. Self-

Efficacy is the confidence the individual has in the ability to be successful in the performance of a *specific* task. Therefore while an individual's self-esteem may be high, his or her self-efficacy for tasks related to driving, giving a speech, writing an article might be low. *Career Preparation Self-Efficacy* is the individual's confidence in his or her ability to be successful in the performance of tasks related choosing, planning and preparing for a career.

8.4.2. Findings

On the background of the information presented above (Career Beliefs, Career Preparation Skills), the findings regarding Career Preparation Self-Efficacy are not surprising. However as indicated by Figure 9 below, the trend is particularly interesting and of vital importance to counselling and guidance.

Figure 9: Career Preparation Self-Efficacy: Class-wise analysis
(Secondary 1 – 6; N = 507)
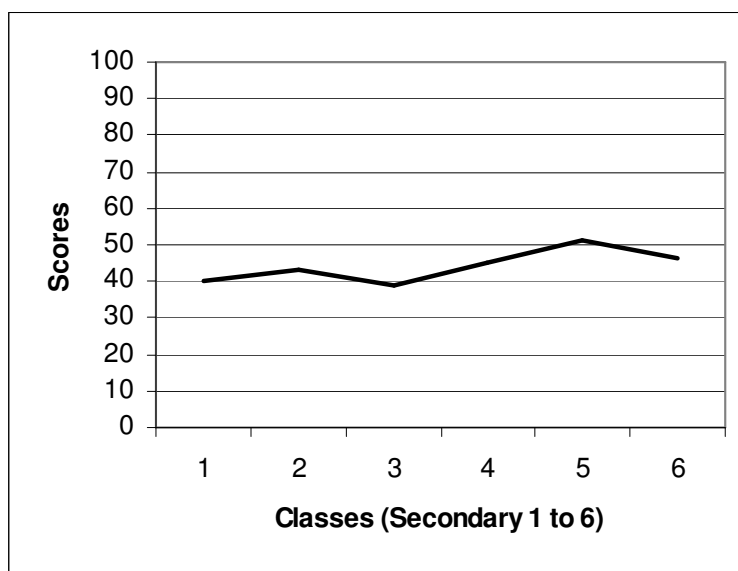
Younger students show a remarkably high level of self-efficacy for career preparation. In other words, students who are still at a general level of education (Tronc Commun) may not have as yet begun to seriously consider their future careers. Our earlier analysis of career beliefs also indicated that students are not likely to have a long term orientation to the future (Section 8.2.). This high level of confidence persists through the Tronc Commun years. Of particular relevance to guidance and counselling is the dramatic drop in confidence seen from Secondary 4 onwards. This drop in self-efficacy scores persists through Secondary 5 and students complete education with low levels of confidence for career preparation.

Although both genders demonstrate low levels of Career Preparation Self-Efficacy, boys seem to demonstrate marginally higher levels of self-efficacy than girls. When it comes to specific subject choices however, girls tend to report significantly lower self-efficacy for careers related to science and technology.

8.4.3. Discussion

Three reasons could be attributed to the drastic decrease seen in students' Career Preparation Self-Efficacy.

- Firstly, students who have entered Secondary 4 are now on a specific career path. This path may or may not be in line with their interests and aptitudes. Interactions with teachers and students indicated that a large percentage of the sample (76%) were not happy with the courses they were studying.

- Secondly, the future is much more real to the student during the later years of Secondary education, than it was during the Tronc Commun years. The need to actually prepare for a career is sharp and immediate. For a large number of students, these plans have to be made while they are studying courses in which they are not interested and perhaps have a low aptitude for.

- Finally, students are expected to make career plans with no (or very little) support from a skilled professional.

These factors, operating within an environment of absent career counselling services could underlie the significant depletion in Career Preparation Self-Efficacy noted from Secondary 4 onwards.

8.4.4. Counselling watch point

1. Career counselling must not be limited to merely enhancing Self Awareness, delivering Careers Information and generating Career Alternatives. A crucial input that Rwandan career aspirants require is in the area of self-efficacy. Career counselling must focus on systematic and sustained inputs that enhance students' Career Preparation Self-Efficacy. This would include the following:

   - adaptation of existing career counselling techniques that focus on self-efficacy and the integration of these techniques into the overall career counselling service. Self-Efficacy Training (SET) is an example of such a technique.

2. Entrepreneurship Education is an important component that must be added to the counselling service. This would include:

   - helping students accept personal responsibility for their career development and reduce excessive dependence on government and other sources to find them a job.

   - inculcating skills for entrepreneurship

- creating policy changes that would allow for basic support to initiate entrepreneurships. For example government schemes could be initiated that offer 'soft loans', for young people who have completed a certain level of education.

9. Review of Work Done

The second important objective of this study was to review the work already done in the area of counselling and guidance in Rwanda (Terms of Reference 2). This information was collated through interviews and interactions with relevant officials and functionaries of key governmental and non-governmental organisations, in Kigali as well as in the Provinces (Terms of Reference 3). A detailed list of organisations with which we interacted is provided in Appendix 2. This section reports our findings.

9.1. Salient themes and efforts

A review of work done indicates that specific counselling services emerged in Rwanda mainly during the post-genocide years. Counselling responded to the tremendous psychological damage suffered by the people of Rwanda. A large number of organisations were involved in measuring the nature and magnitude of psychological damage and in developing and offering a variety of services. We have attempted to summarise these efforts and present an overview in Appendix 3. It is highlighted that this review focuses primarily on the key contributors to the development and implementation of psycho-social programmes in the school sector in Rwanda.

9.1.1. Trauma Counselling

The implementation of psychological services in Rwanda have focussed on the most urgent and pressing requirements – the great need to recover from trauma. Since the mid 90s, counselling services in Rwanda have almost exclusively focused on Trauma Counselling. Significant efforts and resources have been directed toward enhancing awareness and sensitivity to trauma related issues. Inputs have focused on helping key adults in the child's life recognise the symptoms of trauma and then facilitate recovery and adjustment.

A review of the methods used in Trauma Counselling indicate that techniques used have been largely 'externally oriented' requiring the client to 'express' internal emotional states verbally or non-verbally. This is the 'classical' approach to helping a person process grief and come to terms with loss. The objective is to move the client through the stages of shock and denial, with the ultimate therapeutic goal of finally reaching the stage of acceptance. These interventions are essential. However, it is vital to remember that the cultural appropriateness of a technique is the key to its acceptance by a client. It is therefore important that the impact of the trauma counselling provided be assessed through carefully structured outcome studies. Furthermore, the use of the self-mediated psychological techniques (Section 6.3.4.) has been minimal. Interventions that address trauma would do well to adapt and incorporate these techniques into the counselling framework.

It is important that the passage of time since the traumatic events of 1994 is taken into consideration. It is well known that the highest effectiveness of trauma counselling is achieved when inputs are provided as close to the traumatic event as possible. It is certainly true that some children and young people could continue to show symptoms of trauma and complicated grief. Their needs must continue to be met. The majority however are likely to have moved on. Continued focus on the past could undermine psychological development.

The time is well nigh for counselling in Rwanda to take a broader perspective and begin to address the many other psychological needs that children and adolescents present as a part of their normal psychological development.

9.1.2. *Broader Approaches to meeting psychological needs*

Over the recent past, a few organisations have attempted to initiate a more comprehensive approach to meeting the psychological needs of children and youth in Rwanda. A summary of their efforts is provided below:

Medecins sans Frontieres (MSF) has focused on training adults (particularly women) in issues that go beyond trauma counselling. Their training includes Brief Therapy, Understanding Child Development, Dealing with Educational Difficulties and Family Dynamics. 10 counsellors have been trained to date who have been awarded certificates for successful completion of training.

Save the Children Fund (SCF) has focussed on school enrolment and work skills training for youth through apprenticeship programmes.

Association Rwandaise des Consillers en Traumatisme (ARCT) has established a system for ongoing training and supervision of counsellors. Although the focus continues to be dominated by trauma issues, ARCT offers a framework within which counsellor training could be taken forward.

International Rescue Committee (IRC) has focused on socio-economic development and entrepreneurship education for youth. Skills for implementing viable, sustainable projects that promote economic development through co-operative efforts have been imparted to 190 young people.

FAWE has worked directly in the area of guidance and counselling for the past few years subsequent to training and orientation provided by UNESCO. Further details are provided below (Sections 9.3.1; 11.2).

9.1.3. *National Curriculum Development Centre (NCDC) - MINEDUC*

One of the most significant contributions to the development of guidance and counselling services has been initiated by the NCDC. The current study for example is an initiative of the NCDC. At a broader level the curriculum policy formulated by the NCDC includes Life Skills training as an important component. It is planned that children will receive systematic inputs in Life Skills as a part of their regular education.

9.3. Guidance and Counselling services

As indicated above (Section 9.1.2.), a few organisations have begun to look at psychological needs that go beyond trauma recovery. A gradual increase is noted in efforts that promote the resilience of the child and young person. Interventions that focus on socio-economic issues have begun to address issues of self-employment and entrepreneurship education. However, services that focus on areas that have been identified by the Needs Analysis conducted through the present study are almost non-existent. Careers counselling is offered informally in a few institutions. A formal system for the delivery of counselling and guidance services is currently not in place.

9.3.1. Available resources

Although a formal system for guidance and counselling has not yet been developed, some minimal resources seem to be available.

1. Training facilities

A course in School Psychology was offered by the Faculty of Education (National University of Rwanda). Interactions with a few of those who had taken this course indicated that they were fairly well trained. However, this course has been discontinued.

The teacher training programme offered by the same Faculty continues to offer a paper on counselling and guidance. A review of the curriculum indicated that it would benefit from a revision to make it more contemporary and skills based.

A new course in Clinical Psychology has been initiated at the Faculty of Education. Students are trained in some of the basic concepts and given practical internships at the Service des Consultations Psychosociales (Minisante).

The teacher training programme offered by the Kigali Institute of Education includes inputs in Educational Psychology. The Institute is also attempting to provide inputs in counselling and guidance. Although these efforts have not as yet been formalised, discussions pertaining to developing a curriculum for training in counselling and guidance have been initiated.

2. Tests and Assessment Devices

Rwanda in the past seems to have experimented with a battery of aptitude tests (Tests d'Aptitudes) that were used with students. Two versions of the Battery seem to have been in use – one for Secondary school students and another for Post Secondary level students. The battery was developed by the Ministry of Education (Ministere de l'Education Nationale). School Psychologists were trained in the administration of this battery. Scoring and interpretation seem to have been conducted by specialists in the Ministry. A review of these tools revealed that they need to be updated and re-standardised. They are currently not in use.

3. Networks and Associations

Rwanda is currently a member of the Association Internationale d'Orientation Scolaire et Professionelle (AIOSP) – the key international organisation for guidance and counselling. The present director of the Kigali Health Institute is a member of this organisation and represents Rwanda in its African chapter as Vice Secretary.

The Rotary Club of Rwanda has offered its services to facilitate careers education and counselling in Rwandan schools.

4. Availability of trained personnel

School Psychologists have been trained when the course was still offered by the Faculty of Education. Most of these persons however are not practising School Psychology currently. However, this offers a pool of trained personnel whose skills could be upgraded.

The UNESCO has developed 8 modules for teacher training in counselling and guidance for the development of Youth with particular emphasis on girls. Two Rwandan ladies have been sponsored by FAWE to be trained in these methods (see Section 11.2. for details).

One person has been comprehensively trained abroad in counselling and guidance. Interactions with some of these persons indicate that their training has focussed mainly on counselling with a lower emphasis on careers and guidance.

5. Counselling Services

A counselling service is being initiated by the Kigali Institute of Science and Technology (KIST). The institute plans to offer career guidance services for its students in the future. KIST also plans to expand this service to meet the career counselling needs of other young people in the community.

9.3.2. *International Conference on Guidance, Counselling and Youth Development in Africa*

This conference held in Kenya in April 2002, was sponsored by UNESCO and supported by the AIOSP. The African Association for Guidance and Counselling was formed during this time. The conference marks an important milestone in the development of guidance and counselling services in Rwanda. A team from FAWE (Rwanda) and the Kigali Health Institute attended this conference. Two important developments are reported below that have direct relevance to the development of guidance and counselling services in Rwanda.

1. Recommendations emerging from this conference for Rwanda:

A summary of recommendations made by the team that after the conference is presented below:

- Examine the achievements and experiences of other developing countries in the field of guidance and counselling and learn from these experiences.

- Establish a 'Division' within the Ministry of Education that would implement Guidance and Counselling services in Rwanda.

- Open a department of guidance and counselling at the Kigali Institute of Education or National University of Rwanda.

- Introduce guidance and counselling in the Teacher Training Colleges.

- Counselling must be acknowledged as a profession by Rwandan legislation.

2. Achievements in Rwanda after this conference

According to the report submitted by the team that attended the conference the following targets have been achieved in Rwanda after this conference with the support of UNESCO.

- Sensitisation of key Rwandan officials and functionaries on aspects related to Guidance and Counselling (April 1999).
- Sponsorship of two ladies for training in guidance and counselling at the UNESCO training programme held in Abidjan (Nov-Dec 1999).
- Sensitisation of teachers and prefets d'etudes and animateurs to guidance and counselling issues (April 2000).

Interactions with one of the ladies who had been sent for training indicated that the inputs were useful. However, further dissemination in the Rwandan context was limited to awareness building. Since further resources were not directed toward guidance and counselling at this time, these important initial efforts have not matured into a formal system for replication at a national level.

10. Draft Strategy for the introduction and management of a School Guidance and Counselling System

The fourth objective of this study is to draft a national school guidance and counselling strategy with indicators of how it can be introduced and managed (Terms of Reference 4). The following section draws from the needs analysis and interactions with key officials in Government / Non-Governmental organisations, teachers, heads of institutions and other individuals who are in some way associated with guidance and counselling.

10.1. Points of focus

10.1.1. Client Group

The first point to be considered when setting up a guidance and counselling service is with regard to the *client group*. This study has focussed on the Primary 6 to Secondary 6 levels. The focus therefore will be on the school going members of this client group.

10.1.2. Specific Need Areas

The needs analysis revealed certain specific areas on which guidance and counselling could focus.   Two broad (interlinked) categories of needs emerged. These need areas are presented below in the order of the extent of prevalence.

Category 1:

1. Difficulties with Learning, and Academic Performance
2. Emotional problems and difficulties
3. Dealing with Family Responsibilities
4. Difficulties with Socio-cultural Environment
5. Behavioural problems and disturbances

Category 2:

1. Career Development Needs:

    - Skills for Self Understanding (interests, aptitudes and career beliefs)
    - Skills to Understand the World of Work
    - Skills to generate Career Alternatives
    - Skills for Career Planning

10.1.3. Approach to Service Delivery

The approach to delivering services to meet these needs could be two pronged:

1. The preventive approach

This is a global approach that targets all children and youth in all schools within the client group. The objective is to offer guidance and counselling in the group format that are designed to promote personal well-being and psychological health. More specifically a preventive approach would:

    - prepare the client group with skills to meet these difficulties
    - insulate them against stressors that could result from these difficulties
    - promote adaptive coping strategies

2. The curative approach

This approach targets children and youth who already manifest severe disturbances. Service delivery would be through individual counselling interactions or through small group sessions. More specifically a curative approach would use specific counselling techniques to:

    - help disturbed children and youth work through their problems
    - monitor the progress of these individuals until they reach normal levels of functioning

3. Methods of Service Delivery:

The Preventive Approach could be implemented through Group Interventions, in the form of workshops and group activities. This could be done through weekly or monthly inputs as a part of the regular school time. The intervention would consist primarily of implementing previously prepared worksheets and activities with a specific group of students. Should teachers be selected to provide guidance and counselling services, it is essential that the teaching work-load of the concerned teacher is adjusted to allow time for conducting guidance and counselling activities.

The Curative Approach would require more intensive interactions, in the form of clearly delineated counselling sessions. These sessions are held between a Counsellor and a student (or a small group of students with similar difficulties) outside the regular school timetable. The service could be provided within the school or at a counselling centre.

10.2. Core Components

10.2.1. Personnel

An efficient guidance and counselling service is linked to the qualifications of those who provide this service. Speaking broadly, two levels of expertise could be delineated.

The Counsellor

This is a person who has undergone comprehensive theoretical and skills-based training in Counselling, Educational or School Psychology. The counsellor usually has a background in the behavioural sciences and holds a master's degree or postgraduate diploma in counselling. This training is expected to have provided a firm orientation both in the theoretical and the practical aspects of service delivery. The counsellor's expertise is expected to extend to aspects of counselling that include both the preventive and curative approaches. The Counsellor is therefore expected to posses the competencies to deal with the entire range of counselling requirements. This includes the use and administration of the relevant psychological tests and specific counselling techniques.

The Guidance and Counselling Co-ordinator

This is a person who is required to operate at a relatively lower level of expertise. He or she has been trained in all aspects of Preventive Intervention and in skills for problem identification and referral. More specifically, the Co-ordinator has been trained in the specific mode of intervention developed for guidance and counselling in Rwanda.

10.2.2. Who could play these roles?

Individuals who could be identified from within the Rwanda context who could be Counsellors with further specific training are:

- Those who have been trained earlier in School Psychology
- Individuals who are currently in teacher training courses
- Those who are currently being trained to be Clinical Psychologists
- Social Workers
- Others who have received training (from NGOs) for example in aspects related to guidance and counselling

Co-ordinators could be drawn from the following sources:

- Teachers and Prefets who demonstrate the necessary interest and aptitude
- Those who have been trained to deal with trauma recovery
- Those who have received basic training in guidance and counselling (e.g. through the UNESCO programme described in Section 9.3.1. above)
- Those who have already been sensitised to guidance and counselling issues

Interactions with leaders of Faith Based Organisations (FBOs) indicated that religious leaders (e.g. priests and nuns) could also play the role of Co-ordinators.

10.2.3. Guidance and Counselling Material

Some of the key elements of material required for the delivery of guidance and counselling services are as follows:

1. Age graded student workbooks (or worksheets) that systematically take participants through activities related to preventive mental health and the promotion of personal well-being.

2. Manuals for the Counsellor / Co-ordinator linked to the student workbooks that provide instructions, methods and guidelines for the implementation of the student based guidance and counselling activities

3. Assessment and Training devices such as:

   - Interest Inventories
   - Aptitude Tests
   - Standardised Occupational Lists
   - Careers Information Management Systems
   - Screening Tools

4. Psychological Tests

   - Personality Tests
   - Intelligence Tests
   - Tests to identify emotional / behavioural disturbances

10.2.4. Resource Development and the Curriculum

Ready-made packages that deal with Guidance and Counselling, including interest and aptitude tests are of course available. Rwanda has the option of purchasing these materials and implementing them as part of its guidance and counselling service. However, this approach to material development has numerous disadvantages some of which are:

- Most of these materials have been developed by companies who withhold the copyright. This implies that a payment has to be made each time the material is used. The financial implications for nation wide implementation of such systems is massive and recurrent.

- The cultural relevance of material developed outside the Rwandan context would always be questionable. The use of material developed in another culture would require adaptation and re-standardisation.

Rwanda could at a much lower (non-recurring) cost develop its own materials. Some of the key elements of material development are outlined below:

The first step toward the formalisation of guidance and counselling services is to develop a *curriculum* for Guidance and Counselling. The key themes to be addressed by this curriculum are as follows:

- Theoretical basis for Guidance and Counselling
- Specific Intervention Points along the developmental spectrum based on needs analysis
- Skills and techniques to address guidance and counselling needs both at the Preventive and Curative levels

- Accurate careers information is a vital part of the careers education component of the guidance and counselling programme. It is particularly important that information from the country's plans for economic development and labour market trends used as a basis for structuring careers information.

This curriculum would lie at the heart of the guidance and counselling system for Rwanda and provide a framework for the following aspects of training and development:

- training of Counsellors and Co-ordinators
- introduction of guidance and counselling as a subject in teacher training, school, clinical psychology and social work courses
- revision of existing courses in Counselling and Guidance
- development of intervention material and training manuals

10.2.5. The Counselling Centre

As obvious as this may seem, it is essential that some thought is directed toward the location of the counselling centre. It is important that the centre is located within a well-defined space that is easily accessible to students and other users. Ideally this space must be large enough to hold a small *library* where careers information is stored and made available to clients. It is within this space that *individual counselling* sessions would be held.

A *computer* with access to the Internet is an important tool. A vast amount of careers information is available today on computer diskettes and CD-ROMs. Quite a few testing systems are also computer based. As the career counselling programme takes root, student data (e.g. school records, interest and aptitude test information, career reports) will begin to come in. The careers service also needs to deal with administrative issues (e.g. planning internship programmes, careers days). Storing this information and accessing it easily could be quite a task without a computer.

10.3. Model for initiation and implementation

10.3.1. Initiation of the programme

Given below is a stage-wise model for the initiation of a Counselling and Guidance System for Rwandan schools.

Stage	Activity	Resources	Time Run

Stage 1	Curriculum Development for each of the 7 age groups (Primary 6 to Secondary 6)
	
	 • Identification of main themes to be covered
	 • Development of Teacher Manual
	 • Development of Student Workbooks
	 • Development of Tests and Tools for guidance:
	   - The Rwandan Interest Inventory
	   - The Rwandan General Aptitude Test
	   - The Rwandan Occupational List
	   - The Rwandan System for Occupational Classification and Management of Careers Information
		• The Unit Head for Guidance and Counselling
		 • 7 persons to make up the Guidance and Counselling Curriculum development team. (1 person for each age group – drawn from the sources described in Sections 10.2.2 and 10.2.3.). Fluency in English, French and Kinyarwanda would be necessary
		 • Consultant with experience and training in counselling and guidance to provide expertise and facilitate the work of the team
		 • Space and other infrastructure
			3 to 4 weeks

Stage 2	Trial Testing of material including Tests and Tools for guidance	• Unit Head for Guidance and Counselling • Curriculum Development Team • Consultant • Data Entry Specialists (2 persons) • Two computers with necessary software • Official access to students and schools • Approximately 800 students would need to be met per age group • Facilities for reproduction of material for trial testing • Facilities to travel to all provinces	8 to 10 weeks

Stage	Activity	Resources	Time Run
Stage 3	Finalisation of material developed and standardisation of Tests and Tools for Guidance	• Unit Head for Guidance and Counselling • Curriculum Development Team • Consultant • Data Entry Specialists (2 persons) • Two computers with necessary software	2 to 3 weeks
Stage 4	Mass Production of material	• Unit Head for Guidance and Counselling • Artists, DTP and other printing related professionals • Printing Facilities	8 to 12 weeks
Stage 5	Counsellor Training Student Interventions begin as part of Counsellor Training Integration into the training programmes offered at KIE, Faculty of Education (University) and Social Work Departments could also begin at this point	• Unit Head for Guidance and Counselling • Consultant • 12 Trainee Counsellors – 1 from each province. This group may also be drawn from the Local Curriculum development Team • Training facilities	30 days: 2 training spells of 15 days
Stage 6	Training for first batch of Guidance and Counselling Co-ordinators: 25 persons in each batch Student Interventions by Co-ordinators begin, as part of training	• Unit Head for Guidance and Counselling • Consultant • Counselling and Guidance Training Team drawn from the 14 counsellors trained at Stage 5 • Training facilities	10 days: 2 training spells of 5 days each
Stage 7	Ongoing Training for Guidance and Counselling Co-ordinators: at the rate of 25 persons per batch	• Unit Head for Guidance and Counselling • Counselling and guidance Training Team drawn from the 14 counsellors trained at Stage 5 • Teachers for training • Training facilities	Ongoing until all schools are covered

10.3.2. Implementation of the programme

As indicated above (Section 10.3.1.) the key personnel involved in the implementation of the programme are:

- Consultants during the initiation period for development of resources and training
- Counsellors whose capacity has been built up to deliver comprehensive counselling and guidance services
- Guidance and Counselling Co-ordinators

The roles of each of these persons is as follows:

1. <u>Expert Consultants</u>

   - Provide expertise for and facilitate curriculum and material development
   - Provide expertise for and facilitate the development of Tests and Tools
   - Provide training for individuals who are going to be Counsellors
   - Offer modules of training at TTCs, KIE and the Faculty of Education
   - Build the capacity of local Counsellors and Co-ordinators over a clearly specified period, to effectively run the guidance and counselling service.

2. <u>Unit Head for Guidance and Counselling</u>

   - Head the Unit for Guidance and Counselling and provide leadership in the implementation of guidance and counselling services
   - Facilitate ongoing training of Counsellors and Co-ordinators
   - Supervise material, resource development and mass production
   - Supervise updating of material and resources (e.g. regularly update careers information)
   - Provide guidance and counselling services to individual students when referred
   - Interface and liase between various government and other relevant departments (details of focal points of reference in Section 10.4 below)

2. <u>Counsellors</u>

   - The counsellor would operate from a Counselling Centre located at the Provincial level
   - Offer ongoing training to Co-ordinators, until all schools are covered
   - Support Co-ordinators with material and expertise.
   - Offer modules of training at TTCs, KIE and the Faculty of Education
   - Visit schools regularly to counsel students with severe disturbances referred by Co-ordinators
   - Refer students to other experts and professionals when required.
   - Support Co-ordinators with expertise in the area of interest / aptitude testing and developing career reports
   - Offer Counselling services to referred students

3. Co-ordinators

- Implement preventive, group based guidance and counselling activities at the school level
- Identify students who require further attention and refer them to the Counsellor
- Provide students with support particularly in the areas of Study Skills and Careers Education. This would include regular display of careers information and conducting career development and study skills workshops.

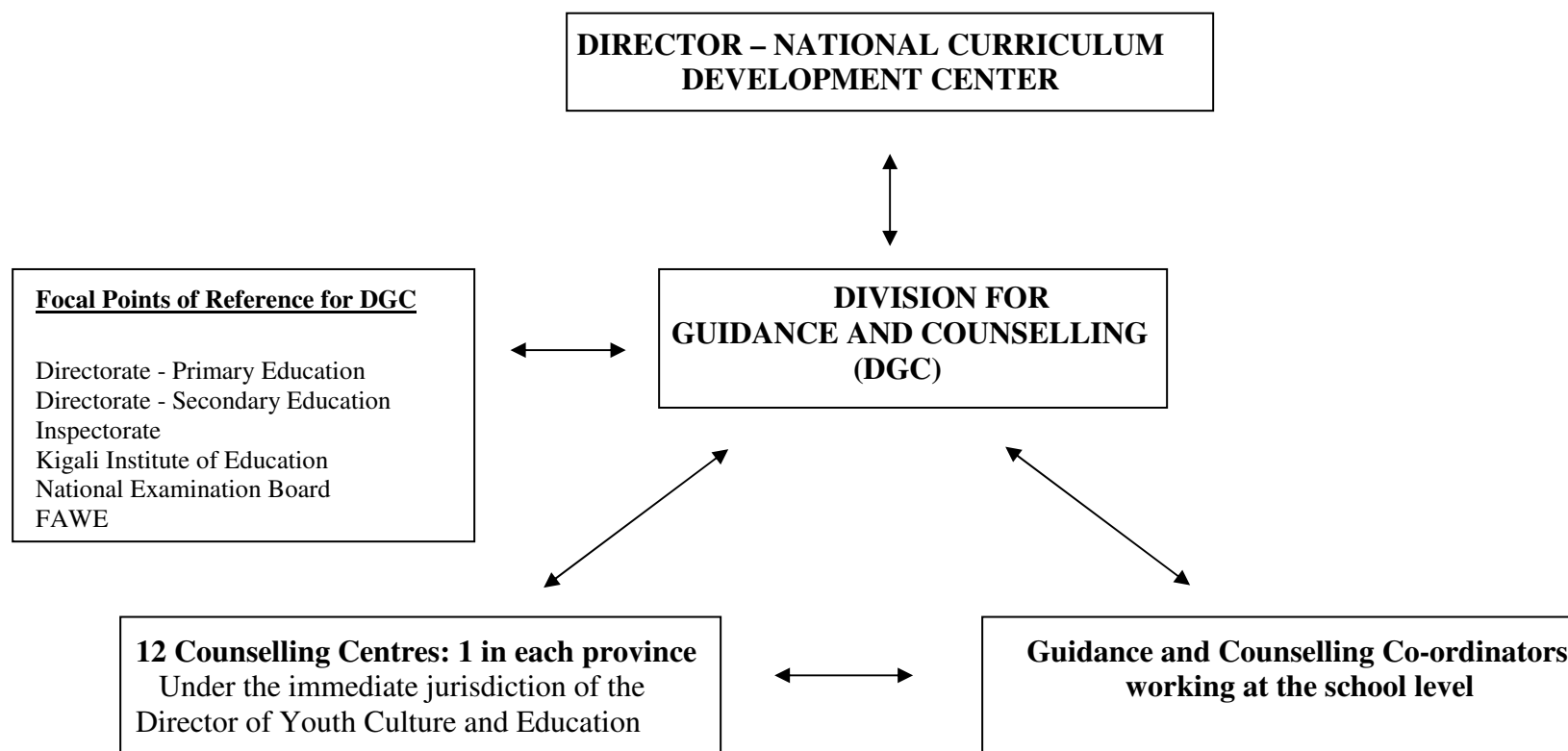## 10.4. Model for Institutionalisation

An important objective of this study is to make recommendations for action towards the institutionalisation of guidance and counselling within Rwanda's educational system (Terms of Reference 9). We now present a model that suggests a structure for the delivery services at a national level.

Figure 10 overleaf presents a schematic representation of this model, which will be now described in detail.

1. Given its close relationship with the school and education sector, it is suggested that the guidance and counselling service is located within *the Ministry of Education* (MINEDUC).

2. Counselling and guidance is linked to the needs of students from the Primary to the Secondary Levels of education and its scope cuts across various departments within the Ministry. It is anticipated in the future that counselling and guidance services would also be extended to out-of-school children. Furthermore, it is the curriculum that forms the heart of the guidance and counselling system. It is essential that the curriculum is developed scientifically and regularly updated. It is therefore suggested that a special *Division for Guidance and Counselling* (DGC) be created directly under the Director of the National Curriculum Development Centre (NCDC).

3. In addition to reporting to the Director (NCDC), it is suggested that DGC is linked to the following organisations and directorates which will function as *focal points* of reference:

    - The Directorate of Primary Education will support with programme implementation at the Primary Level.
    - The Directorate of Secondary Education will support with programme implementation at the Secondary Level.
    - The Inspectorate, will be in charge of monitoring programme implementation at the school and provincial levels.
    - The Kigali Institute of Education (KIE) will support with training of counsellors and co-ordinators.
    - FAWE (Rwanda) will support with their past experience in training and sensitisation
    - The Examination Board whose role will be relevant when systems of aptitude testing are introduced.

4. It is suggested that Counselling Centres are established in all provinces. Counsellors trained by the DGC will run these centres. The Counselling Centres will have a close relationship with DGC for the following:

   - Supply of material (e.g. workbooks, careers information)
   - Ongoing training and skill upgradation
   - Support for dealing with clients with severe disturbances

5. It is suggested that school based work is conducted by Guidance and Counselling Co-ordinators, who are trained by the DGC in co-ordination with the Counsellors at the Counselling Centres. These co-ordinators will function in direct interaction with the Counsellors and will turn to the Counselling Centres for support and referral of students with disturbances.

Figure 10: Location of the Guidance and Counselling Service within the structure of the Ministry of Education

```
                    ┌─────────────────────────────────┐
                    │ DIRECTOR – NATIONAL CURRICULUM  │
                    │      DEVELOPMENT CENTER          │
                    └─────────────────────────────────┘
                                   ↕

┌──────────────────────────────┐        ┌──────────────────────────┐
│ Focal Points of Reference    │        │      DIVISION FOR        │
│ for DGC                      │ ←────→ │ GUIDANCE AND COUNSELLING │
│                              │        │         (DGC)            │
│ Directorate - Primary Education │      └──────────────────────────┘
│ Directorate - Secondary Education │       ↙                    ↖
│ Inspectorate                 │
│ Kigali Institute of Education│
│ National Examination Board   │
│ FAWE                         │
└──────────────────────────────┘

┌──────────────────────────────────┐   ┌──────────────────────────────┐
│ 12 Counselling Centres: 1 in each │   │ Guidance and Counselling     │
│ province                          │←→ │ Co-ordinators                │
│   Under the immediate jurisdiction │   │ working at the school level  │
│ of the Director of Youth Culture  │   └──────────────────────────────┘
│ and Education                     │
└──────────────────────────────────┘
```

11. Networks for support

Another important objective of this report is to provide information on available technical support, networks and information sources on guidance and counselling, in the region and globally to serve as the initial inputs of a database on guidance and counselling services for schools in Rwanda (Terms of Reference 6). This section presents pertinent information at two levels:

- Information about organisations and associations that could support the initiation of a guidance and counselling system in Rwanda

- Information about programmes, packages, testing devices and interventions available in other parts of the world.

11.1. Organisations and Associations

The number of organisations working in the area of guidance and counselling runs to many hundreds. The information presented below focuses only on some of the most important organisations, with specific focus on relevance to Rwanda.

Name of Organisation	Relevance to Rwanda and Contact Details
Association International d'Orientation Scolaire et Professionelle (AIOSP)	This is perhaps the most important international organisation promoting guidance and counselling services. Membership in with AIOSP would provide access to an international network. Local contact in Rwanda: Therese Bishagara. Director, Kigali Health Institute Phone: 571788 Cell: 0830 1311
International Association for Educational and Vocational Guidance (IAEVG)	The IAEVG is closely associated with the AIOSP. Membership with this association would provide Rwanda with access to international conferences and the latest information regarding trends in counselling and guidance Dr. Bernard Jenschke, President, IAEVG, Landesarbietsampt Berlin Brandenburg, Friedrichstrasse 34, Berlin 10969, Germany Phone: (030) 2532 26 00
Malawi (Lilongwe)	COPE Programme in collaboration with Save the Children. Training services are also offered.
National Association for School Psychology (NASP)	This is an American organisation. It produces valuable information on issues pertaining to school psychology and guidance and counselling through position papers and research reports. National Association for School Psychologists, 4340 East West Highway, Suite 402, Bethesda, MD 20814, USA Phone: 301 657 0270

Name of Organisation	Relevance to Rwanda and Contact Details
National Institute for Careers Education and Guidance (NICEC)	This is the official British organisation for the supervision and provision for training in guidance and counselling. NICEC has produced a number of useful documents pertaining to policy development and implementation of guidance and counselling services

Director,
National Institute for Careers Education and Guidance, Sheraton House, Castle Park, Cambride CB3 0AX, England.
Phone: +44 (0) 1223 448524
Fax: +44 (0) 1223 311708
email: louise.tisshaw@crac.org.uk
website: www.crac.org.uk |
| Center for International Mental Health | Offers an International Mental Health Leadership Programme (iMHLP). Individuals are selected and groomed to plan for country specific responses to mental health issues. Objective is to strengthen regional capacity for mental health research, policy and service development.
University of Melbourne. |
| The Promise Foundation International | TPF (I) focuses on applying psychological principles in the context of poverty and disadvantage. Services offered:

- Consultancy for the development of services and material
- Counsellor training programmes for Careers Co-ordinators, Educational Counsellors, Special Needs Educators

Training is offered in a modular manner combining distance education with contact sessions. Training is entirely skill based and application oriented.

India Office: The Director, The Promise Foundation, 346/2, 1st A Main, Koramangala 8th Block, Bangalore – 560 095, India.
Phone: 0091 80 5711129
email: promise@vsnl.com

International Office: The Director, The Promise Foundation International, 29. Im Garsil, 9494, Schaan, Liechtenstein, Europe |

11.2. Resources and Interventions

Guidance and counselling are well developed areas of service in the West. The United States and Britain lead in the number of programmes and packages that have been developed. These programmes include, tests and tools for guidance, occupational lists, career information packs, careers education material and on. Quite a few of these programmes have also been converted into computer based software.

Almost all these programmes are owned and marketed through psychological corporations and publishing companies. The use of these materials usually requires the counsellor to be trained in the methodology followed by official authorisation (licensing) to use the material. Licensing is

usually limited by time and the counsellor is required to regularly update skills and renew licenses. Use of the material involves payment charged by the number of times the tests or the programmes are used.

Here again a vast number of programmes and intervention techniques have been developed. An overview of some of the most well known is presented in Appendix 4.

11.3. Key Persons in Rwanda

The following persons could be key focal points for future collaboration and support to the counselling and guidance programme in Rwanda.

Name / Designation	Work done and relevance	Contact Details
John Rutayisire Director: National Curriculum Development Council	Has initiated investigations into the viability of establishing guidance and counselling services in Rwanda. Has during the course of this consultancy interacted with children, teachers, parents, headmasters and provincial directors of education youth and culture to elicit their feedback regarding guidance and counselling	Phone: 51366 Cell: 0841 5153
Therese Bishagara Director: Kigali Health Institute	Was one of the first persons to develop networks that could support guidance and counselling in Rwanda Is currently the Vice Secretary of the African Association of Guidance and Counselling	Phone: 571788 Cell: 0830 1311
Jean-Marie Vianney Bayingana Headmaster: Ecole Secondaire de Gahunga	Has been involved in test development and research into counselling and guidance as a student and teacher	Cell: 0852 7418
Richard Webber: Curriculum Development Advisor, NCDC	Was closely involved with this consultancy	Cell: 0830 3033
Eugenie Mukanoheli	Was the assistant investigator in this consultancy Is trained in guidance and counselling	Phone: 577180 Cell: 0570956
Stephanie Mukantagara	Trained in the UNESCO modules for guidance and counselling	Through FAWE
Bernadette Iyeze Karangwa	Trained in the UNESCO modules for guidance and counselling	Through FAWE

Name / Designation	Work done and relevance	Contact Details
Samuel Ntanyungura Prefet d'Etudes Groupe Scolaire – Butare	Is one of the few practising school psychologists in Rwanda. Has been trained in School Psychology	Cell: 0859 9300

12. Orientation Workshop

In accordance with the objectives of this project we conducted a one-day orientation workshop for key MINEDUC staff who could in the future be responsible for the guidance and counselling service. The workshop comprised a presentation of the findings of the study and a description of the strategy and model for implementing a National Guidance and Counselling Programme. This was followed by a structured group discussion of the recommendations emerging from this study (see Section II). Interactions with and between workshop participants were robust and important feedback was received. A summary of these responses and our suggestions is provided below:

12.1. Recommendations and feedback from participants

	Feedback Received	*Suggestions from Consultants*
1.	The participants unanimously accepted that the need for systematic provision of guidance and counselling services was an urgent one and that such a system would address a real need in Rwandan schools.	
2.	The participants accepted that the structure for the institutionalisation of the guidance and counselling strategy was relevant.	The suggested structure may therefore be retained
3.	It was pointed out that districts need to be integrated into the overall structure.	The possibility of developing linkages with the District Inspector / the Animateur Pedagogique and the guidance and counselling service may be explored further.
4.	It was suggested that existing human resources be used with skill upgradation, to provide the guidance and counselling service at the school level.	Teachers with the necessary interest could be trained in basic guidance and counselling skills. This could also contribute to cost reduction.
5.	It was pointed out that a potential limitation to the implementation of this project could be significant time delays. It was therefore strongly recommended by a number of the participants that the provision of guidance and counselling services need not wait until the structure is in place and the necessary policy decisions taken.	Key persons (e.g. teachers, prefets d'etudes, school directors) could be taken through short skills based training programmes based on which class-room based interventions could begin. This training could focus on specific need areas such as study skills.

	Feedback Received	*Suggestions from Consultants*
6.	It was pointed out that the overall curriculum was already overcrowded. For example, other inputs planned were in the area of Civic Education, HIV/AIDS counselling, Gender Education and so on.	In the long-run various these important aspects of holistic education, (particularly Civic Education, HIV/AIDS Counselling and Guidance) may be integrated under the heading of Personal Development or Life Skills Education.
7.	It was pointed out that student workbooks may be costly and a recurring expense.	Implementation of guidance and counselling activities could be based on a well developed Counselling and Guidance Manual to be used by the person who delivers the service at the class level. Students may use a blank note book into which they enter the outcomes of the various activities.
8.	It was cautioned that Aptitude Testing should not deteriorate into yet another examination.	Aptitude Testing is not related to academic performance. Testing would yield profiles that one of the inputs for careers advice.
9.	Peer Counselling could be included as a counselling strategy.	A part of counsellor training could be skills to create peer counselling groups.
10.	A change in terminology for designations was suggested to avoid confusion with existing names and designations.	The HOD may be called the National Programme Co-Ordinator for Guidance and Counselling. The heads of the Counselling Centers at the provincial level may be called Provincial Co-Ordinators for Guidance and Counselling Co-ordinators at the school level may be called Counsellors.
11.	It was suggested the Non Governmental Organisations be involved in the delivery of guidance and counselling services	Collaboration with NGOs is necessary and important. However programme implementation at the National level is a government responsibility. Inputs from too many sources may diminish cohesiveness in programme implementation.

Some of the comments made during the *plenary session* the workshop are of particular relevance. It was pointed out by Ms. Cecilia Baldeh (Head of EDP, UNICEF) that the findings of this survey bring into focus a number of larger issues. Three points were highlighted.

1. In the long run guidance and counselling services must also reach out-of school children.

2. In response to the finding from this study that language proficiency could interfere with school performance, it was pointed out that language policy and language teaching must be closely examined.

3. Teacher training and methods of teaching employed must be examined and necessary training inputs provided.

Mr. John Rutayisire, (Director – NCDC) highlighted the relevance of guidance and counselling in the context of Rwanda's past history and emphasised the importance of implementing the recommendations made in this report at the earliest.

13. Budget and Costing

According to the Model for implementation of a National Guidance and Counselling Programme suggested above (Section 10.3) two broad budget heads must to be focused on, namely, project initiation and project implementation.

13.1. Project initialisation expenses

Project initialisation refers to the preparation of the the material and skilled the manpower required to implement the National Guidance and Cousnelling Programme. This includes:

- Development of a curriculum
- Development and standardisation of tools for testing and guidance.
- Training of core group of Counsellors and Co-ordinators.
- Mass Production of material

It is suggested that the initialisation phase be treated as 'Project' that is executed over a specified duration of time following the objectives laid out in Stages 1 to 6 (Section 10.3). Once defined as a 'Project', it is suggested that funding is sought from a donor. It is also suggested that the possibility of donors collaborating to support this Project is explored.

Budget heads are suggested below. All estimates are made in US Dollars.

Expense Head 1: Expert services

Rationale:
Expertise required would include, skills in curriculum development for guidance and counselling, development of guidance and counselling material, training counsellors as well as skills for statistical analysis and data management. It is unlikely that a single consultant would posses all the expertise necessary to provide the necessary support for project initialisation. Involving a number of independent consultants is likely to compromise on cohesiveness. It is therefore

suggested that a company is contracted to execute this project. As indicated in Recommendation 2, it is essential this expertise must include experience with guidance and counselling in the developing world. A rough draft of the Terms of Reference that could be kept in mind when contracting with a consultant / company to provide expert services is provided in Appendix 6.

The specific details regarding the expectations of the consultant / company that would support project initialisation are provided in above (Section 10.3.2.).

Costing:
Estimates have been worked out on the assumption that a company or a team of experts would be involved. Calculations therefore are in *person days*. It is estimated that approximately 110 person days would be required to meet the targets of this consultancy. Not all members of this team are required to visit Rwanda. A significant portion of the work (e.g. data analysis) could be executed in the consultant's / company's country thereby reducing travel and related costs. Since it is likely that international consultants will be involved at this stage, estimates are based on *prevailing* international consultancy rates (e.g. rates offered by DfID, World Bank, ADB).

S.No	Budget Head	Description	Rate (US$)	Estimate (US$)
1.	Consultancy Fees for expert services (number of experts involved is left to discretion of the company under contract	Inclusive of: Fees for provision of services described above (Section 10.3.2)	110 person days @ $400 per day	44,500.00
2.	Travel Costs	- A minimum of 2 and a maximum of 3 consultants would be required to travel to Rwanda - A minimum of 2 and a maximum of 4 visits would be required	Airfare Actuals, @ economy class rates 3 consultants, for 4 visits @ $1500 (approx) per person	18,400.00
3.	In-country expenses	Per diems	3 consultants @ $150 per day per consultant for 110 days	49, 500.00
		Taxi Fares, Travel to Provinces, Telephone	@ $50 per day for 110 days	550.00

Expense Head 2: Curriculum Development team

Rationale:
Supported by the consultants, a team of persons identified from within Rwanda will carry the responsibilities described in Stages 1 to 6 (Section 10.3.1). The total duration of this phase is expected to be 6 months.

Costing:

Estimates have been worked out on the basis of salaries paid to experienced college lecturers

S.No	Budget Head	Description	Rate (US$)	Estimate (US$)
4.	Salary / honoraria	- Curriculum Development - Material Development - Translations - Acquiring training and training first batch of school level counsellors - Inclusive of local conveyance, board and accommodation	8 persons, @ $600 per month for 6 months	$28,800.00
5.	Travel	Travel from provinces	Actuals	

Expense Head 3: Material Mass Production

Rationale:

Two categories of material would need to be planned for, namely, the Manual to be used by the counsellor and the Student Workbooks. The Manual will provide the details, with worksheets and techniques for the implementation of class-room based activities. The Manual presents a one-time cost. Student workbooks contain worksheets that correspond with the Teacher Manual. Workbooks are age graded and will be different for each Class. This will be a recurring cost requiring re-printing once every year. Another option that could be considered is that the Manual is supported by a guidance and counselling 'kit' that contains visual aids (e.g. posters and charts) that are used for the whole class, instead of workbooks. Students use blank notebooks, to write down the outcomes of the different activities.

Costing:

S.No	Budget Head	Description	Rate (US$)	Estimate (US$)
6.	Printing of Teacher Manuals	This manual will provide the details, with worksheets and techniques for the implementation of class-room based activities	500 copies of approximately 500 pages @ $12 per book	6000.00
7.	Printing of Student Workbooks	Student workbooks contain worksheets that match the Teacher Manual. Workbooks are age graded and will be different for each Class. Option 1: Provide each student with 1 workbook.	Option 1: Each book would be about 50 pages. Cost per book would be approx. $4	Total costs would be influenced by the number of copies
		Option 2: Students use blank notebooks and a 'kit' is added to the workshop, used with the whole group. This like the Manual would be a one-time expense	Approx. $50 per kit for 500 sets	25,000.00

Expense Head 4:

The work of the Consultants-Curriculum development team would be executed in a clearly defined space, with specific infrastructures in place.

S.No	Budget Head	Description	Rate (US$)	Estimate (US$)
8.	Administrative	- Office space - Stationery - Telephone	Actuals	
9.	Computer (2 PCs) Printer (1)	- Computer consumables (diskettes, ink)	Actuals	
10.	Training Facilities	- Overhead projector - Training space - Black / White Board - Training Material	Actuals	

13.2. Implementation

The 'Project' comes to an end with the production of the material and the training of the core group. Funding for ongoing implementation could be now sourced from the general funds of the Ministry of Education.

Implementation involves the following:

- ongoing training for school level counsellors (Stage 7 in Section 10.3.1)
- guidance and counselling services at the class room level as group interventions
- individual level / small group counselling.
- co-ordination of the school level counselling programme

Expense Head 5:

Ongoing training for school level counsellors (Stage 7 in Section 10.3.1), would involve the following costs.

S.No	Budget Head	Description	Rate (US$)	Estimate (US$)
11.	Travel and Other costs for trainees	- Travel to location of workshop - Board and Accommodation during training days	Actuals as per number of workshops	
12.	Training Facilities	- Overhead projector - Training space - Black / White Board - Training Material	Actuals	

Expense Head 6:

Guidance and counselling services at the class room level as group interventions is a service that would be provided by those who have gone through the specific training for group interventions.

No expenses are anticipated at this level, since the persons who will provide the service are likely to already be teachers working in the school. A small honorarium may be considered as an incentive.

Expense Head 7:

Individual level / small group counselling and co-ordination of the school level counselling would draw upon the Counsellors trained for provincial level work.

S.No	Budget Head	Description	Rate (US$)	Estimate (US$)
13.	Salary for Counsellors	The salary could match what is offered to a senior teacher at the secondary school level	Approx. $150 per person per month for 14 persons	$25,200 per annum
14.	Travel Allowance	Counsellors would be required to visit schools they are in charge of	Actuals	
15	Administrative	- Space for Counselling Centres - Stationery - Telephone	Actuals	
16.	Computer and printer	- Computer consumables (diskettes, ink)	Actuals	
17.	Training Facilities	- Overhead projector - Training space - Black / White Board - Training Material	Actuals	

In summary, it is suggested that the Initialisation phase of the National Guidance and Counselling Programme is treated as a Project since most of the expenses incurred here are one-time investments. Support for this phase may be obtained from Donor Agencies. Extra expenses pertaining to the ongoing implementation of the guidance and counselling service are mainly linked to maintaining the Counselling Centres and the salaries of the provincial level counsellors. This could be incorporated into the overall budget of the Ministry of Education.

Conclusion

As we have seen, the need for guidance and counselling is urgently felt in the Rwandan context. Every person we interviewed indicated that the time for the introduction of such a service was ripe. Much could be said about the importance of guidance and counselling. We will however confine ourselves to concluding with a response from one of the students we met in Ruhengeri. This was a young boy in Secondary 5. He listened along with his friends to our description of counselling and guidance and the purpose of this project. After a while this young man put his hand up and said: *"I am going to be the President of Rwanda. I want to help my country become strong and rich. Can your programme help me?"*

Indeed, an effective guidance and counselling programme could make a significant contribution to the potential realisation of its citizens and to national development.

References

Arulmani,G. (2001), Mindsets and Career Choices: Prevention of unemployment among lower SES groups. World Congress of the International Association for Educational and Vocational Guidance, Paris: International Association for Educational and Vocational Guidance.

Arulmani,G & Nag-Arulmani. (2001), Applying Psychology for Children in Poverty: The Experience of a Non-Governmental Organisation. National Workshop on Child Development, Bangalore, India: National Resource Center for Child Development, Bangalore University.

Arulmani,G & Nag-Arulmani. (2002), Home Away from Home: Some Clues to Address the Career Counselling Needs of Immigrants. World Congress of the International Association for Educational and Vocational Guidance, Warsaw: International Association for Educational and Vocational Guidance.

Bandura, A. (1995), Self-efficacy in Changing Societies. New York, USA: Cambridge University Press.

Bandura, A. (1986), Social Foundations of Thought and Action: A Social Cognitive Theory. New Jersey, USA: Englewood Cliffs.

Brown, D.S., & Lent, W.R. (1996). A Social Cognitive Framework for Career Choice Counselling. The Career Development Quarterly, 44, 354-366.

Krumblotz, J.D. (1994). Improving Career Development Theory from a Social Learning Perspective. In M.L. Savikas & R.W. Lent (editors), Convergence in Career Development Theories (pp 9 – 31). Palo Alto, USA: CPP Books.

Lent, R.W. & Brown, S.D. (1996). Social Cognitive Approach to Career Development: An Overview. Career Development Quarterly, 44, 310-321.

Nag-Arulmani, & Arulmani, G (2002), Early warning signals of child labour, Bangalore, India: The Promise Foundation.

Nag-Arulmani,S (2002), Questions of Specificity in the Diagnosis of Dyslexia: Experiences With the Cross-Linguistic Phonological Battery, Paper presented at the 28th National Annual Conference of the Indian Association of Clinical Psychologists, India.

The International Statistical Classification of Diseases and Realted Health Problems, (ICD 10), World Health Organisation.

The World Health Report (2001). Mental Health: new Understanding, New Hope, World Health Organisation, Geneva.

Appendices

CONTENTS