Rwanda

Education for All 2015 National Review

REPUBLIC OF RWANDA

MINISTRY OF EDUCATION

National Education For All
2015 Review

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"We cannot change the past;

we can only shape the future."

Senator Narcisse Musabeyezu (National EFA Coordinator 2002-2003)

Foreword

The *Education For All 2015 Review* is an opportunity for Rwanda to look back at the achievements and progress made in the education sector since 2000. The review also has a complementary objective, the exploration of post-2015 prospects and strategies to address issues and challenges that have been raised through the review.

The *EFA 2015 Review* indicates that significant progress has been made by Rwanda on each of the seven EFA goals (including the seventh goal on HIV/AIDs in schools added by Rwanda), which is to be commended considering the post-genocide context of Rwanda when human, infrastructure and financial resources had been exhausted. These achievements since 2000 have been underpinned by the Vision 2020 and the Economic Development and Poverty Reduction Strategies I and II aimed at improving the social and economic prosperity of Rwanda.

Early Childhood Care and Education has a higher profile in the government's agenda with the establishment of an inter-ministerial Early Childhood Development (ECD) implementation framework coordinated by the Ministry of Gender and Family Promotion with the education responsibility held by the Ministry of Education. Universal basic education has been encouraged through initiatives such as: the abolition of school fees and introduction of capitation grants; the Nine Years Basic Education Program which was extended to Twelve Years Basic Education in 2012; the community initiative of school construction; teacher recruitment and school feeding programs, among others. The learning needs of young people and employment opportunities are being addressed through increased emphasis on Technical and Vocational Education and Training (TVET) with the establishment of the Workforce Development Authority (WDA) and its partner Sector Skills Councils (SSC).

Adult literacy has improved throughout Rwanda since 2000, especially through the provision of community learning centres focused on literacy and numeracy with women currently participating at a rate twice that of men. Gender parity in primary education was achieved in 2001 and more recently at secondary level in 2009 through affirmative action including improvements in water and sanitation in schools. Government, Development Partners and Civil Society are addressing the increasing demand for quality education by communities through the establishment of the Rwanda Education Board and ongoing initiatives such as the current comprehensive curriculum and assessment reform to align with the future requirements of Rwandan society. The Ministry of Education and Development Partners have established the 'Innovation for Education Initiative', which supports 26 research-based civil society projects that will inform improvements in the quality of education. Although Rwanda has experienced the greatest decline of HIV/AIDS prevalence rates in the East African Community during the EFA period, the government recognizes the importance of sustained efforts to mitigate the impact of HIV/AIDS in schools through initiatives such as curriculum reform and school clubs.

Rwanda also recognizes the issues and challenges that still confront the education sector and is working pro-actively to improve equitable access and the quality of education at pre-primary, primary, secondary and post-secondary levels. As the *EFA 2015 Review* points out, there are a number of recommendations and achievable strategies for the post-2015 period to address those areas that still require further study and action, for example, supply and demand in a resource-constrained environment, dropout or early school leaving, girls performance at upper secondary level, curriculum and training relevant to the labour market, and public health in schools. The whole area of administration and management support services for the effective operation of schools and the improvement of student learning outcomes is a priority being addressed through the Capacity Development Plan and Fund.

It is my sincere wish that all partners in the education system and beyond will take this opportunity to celebrate the achievements that have been made and reflect upon the challenges that still face the sector, while thinking critically and creatively about those initiatives and innovations that will carry Rwanda into the post-2015 era.

Prof. Silas Lwakabamba
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Acronyms and abbreviations

7YGP	Seven Year Government Programme
9YBE	Nine Years Basic Education
12YBE	Twelve Years Basic Education
ABE	Adult Basic Education
ADRA	Adventist Development and Relief Agency
AfDB	African Development Bank
ART	Antiretroviral Therapy
BBS	Behavioural Biological Survey
BE	Basic Education
BTC	Belgian Technical Cooperation
CBO	Community Based Organization
CDF	Capacity Development Fund
CEDAW	Convention on the Elimination of All forms of Discrimination against Women
CfBT	Council for British Teachers
CFS	Child Friendly Schools
CNRU	Rwandan National Commission for UNESCO
COMESA	Common Market for Eastern and Southern Africa
CPAF	Common Performance Assessment Framework
CWD	Children with Disabilities
DDG	Deputy Director General
DEO	District Education Officer
DFID	Department for International Development (UK)
DHS	Demographic Health Survey
EAC	East African Community
ECCE	Early Childhood Care and Education
ECE	Early Childhood Education
ECD	Early Childhood Development
EDC	Education Development Centre
EDPRS	Economic Development and Poverty Reduction Strategy
EFA	Education for All
EGRA	Early Grade Reading Assessment
EICV[1]	Enquête Intégrale sur les Conditions de Vie des Ménages
EMIS	Education Management Information System
ESP	Education Sector Policy
ESSP	Education Sector Strategic Plan
ESWG	Education Sector Working Group
EU	European Union
FARS	Fluency Assessment in Rwandan Schools
FAWE	Forum for African Women Educationalists
FBO	Faith Based Organization
GBV	Gender-based Violence
GDP	Gross Domestic Product
GAR	Gross Attendance Rate
GER	Gross Enrolment Rate
GETF	Girls' Education Task Force
GIR	Gross Intake Rate
GMR	Global Monitoring Report
GNP	Gross National Product
GoR	Government of Rwanda
GPI	Gender Parity Index
GTZ	Gesellschaft für Technische Zusammenarbeit

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[1] Integrated Household Living Conditions Survey

HE	Higher Education
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immune Deficiency Syndrome
ICT	Information and Communications Technology
IEE	International Education Exchange
IHDPC	Institute of HIV/AIDS Disease Prevention and Control
INSET	In-service Teacher Training
IPAR	Institute of Policy Analysis and Research
IPRC	Integrated Polytechnic Regional Centre
IRST	Institute for Scientific and Technological Research
JICA	Japan International Cooperation Agency
JRES	Joint Review of the Education Sector
KFW	Kreditanstalt für Wiederaufbau
KIE	Kigali Institute of Education
KOICA	Korean International Cooperation Agency
LARS	Learning Achievement in Rwandan Schools
LMIS	Labour Market Information System
LS	Lower Secondary
M&E	Monitoring and Evaluation
MARS	Mathematics Assessment in Rwandan Schools
MDG	Millennium Development Goals
MDGs	Millennium Development Goals
MIDIMAR	Ministry of Disaster Management and Refugee Affairs
MIFOTRA	Ministry of Public Service and Labour
MIGEPROF	Ministry of Gender and Family Promotion
MIJESPOC	Ministry of Youth, Sport and Culture
MINAGRI	Ministry of Agriculture
MINALOC	Ministry of Local Government
MINECOFIN	Ministry of Finance and Economic Planning
MINEAC	Ministry of East African Community Affairs
MINEDUC	Ministry of Education
MINICOM	Ministry of Commerce
MINIJUST	Ministry of Justice
MININFRA	Ministry of Infrastructure
MINISANTE	Ministry of Health
MTEF	Medium Term Expenditure Framework
MYICT	Ministry of Youth and ICT
NAP	National Action Plan
NAR	Net Attendance Rate
NCDC	National Curriculum Development Centre (REB)
NEC	National Electoral Commission
NEPAD	New Partnership for Africa's Development
NER	Net Enrolment Rate
NFE	Non-Formal Education
NGO	Non-Governmental Organization
NISR	National Institute of Statistics of Rwanda
NSTC	National Science and Technology Commission
NTQF	National TVET Qualifications Framework
OLPC	One Laptop Per Child
OOSC	Out-of-School Children
OOSY	Out-of-School Youth
OVC	Orphans and Vulnerable Children
P1, P2…	Primary One, Primary Two…
PMTCT	Preventing Mother to Child Transmission
PPP	Public-Private Partnerships
PQRT	Pupil-Qualified Teacher Ratio
PRESET	Pre-service Teacher Training

PRSP	Poverty Reduction Strategic Paper
PSF	Private Sector Federation
PTA	Parent-Teacher Association
PTC	Parent-Teacher Committee
QA	Quality Assurance (REB)
RBC	Rwanda Biomedical Centre
RDB	Rwanda Development Board
RDI	Rwanda Development Indicators
REB	Rwanda Education Board
RENCP	Rwanda Education NGO Coordination Platform
RTQF	Rwanda TVET Qualifications Framework
RwF	Rwandan Franc
S1, S2…	Senior One, Senior Two…
SACCO	Savings and Credit Cooperative
SBCT	School-Based Collaborative Teacher Training
SBM	School-Based Mentors
SEO	Sector Education Officer
SLE	School Life Expectancy
SMASSE	Strengthening Mathematics and Science in Secondary Education
SNE	Special Needs Education
SRHR	Sexual Reproductive Health Rights
SSC	Sector Skills Council
STD	Sexually Transmitted Disease
ST&I	Science, Technology and Innovation
STI	Sexually Transmitted Infection
STR	Science, Technology and Research
SWAp	Sector Wide Approach
TDM	Teacher Development and Management (REB)
TSS	Technical Secondary School
TTC	Teacher Training College
TVET	Technical and Vocational Education and Training
TWG	(EFA Review) Technical Working Group
UN	United Nations
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNHCR	United Nations High Commission on Refugees
UNICEF	United Nations Children's Fund
UPE	Universal Primary Education
UR-CE	University of Rwanda College of Education
US	Upper Secondary
USAID	United States Agency for International Development
VCT	Voluntary Counselling and Testing
VSO	Voluntary Service Overseas
VTC	Vocational Training Centre
VVOB[2]	Vlaamse Vereniging voor Ontwikkelingssamenwerking en Technische Bijstand
WASH	Water, Sanitation and Hygiene
WDA	Workforce Development Authority
WFP	World Food Program
YTC	Youth Training Centres

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[2] Flemish Education for Development

Executive Summary

Vision 2020 states that Rwanda aspires to become a modern, strong, and united nation with a middle-income, knowledge-based economy (MINECOFIN, 2003b). Rwanda is positioning itself as a beacon for investment in East Africa. The strategy includes focusing on English as the official medium of instruction in school, as well as building a sound base of human capital. This places great emphasis on literacy in Kinyarwanda and English and on strong numeracy as the foundations for the higher-order math, science, technology, and critical-thinking skills that Rwanda sees as essential to its future.

The Education For All 2015 Review is an opportunity for Rwanda to reflect on the development of the education sector as envisioned by government policy, in particular at the progress made, emerging issues and challenges and prospects for post-2015. With oversight by the EFA Steering Committee and EFA Technical Working Group from February to August 2014, over 150 government, development partners and civil society documents were reviewed while 100 interviews of relevant persons were conducted individually and in focus groups. Statistical data was collected and analyzed from government databases such as the national census, household surveys, health surveys and education information systems.

During the past 15 years, the education system in Rwanda has benefited from the country's strong economic growth. Rwanda increased the share of its gross domestic product (GDP) invested in education from 3.2% in 1996 to over 5% in 2013, fueling a rapid expansion of basic education. Rwandans are rightfully proud of the success they have made in developing their country and expanding basic education to achieve near universal access. The quality of education has also improved over the past decade with increases in teacher qualifications, higher rates of primary school completion, and greater transition from primary to lower secondary school (Lynd, 2010).

A quick snapshot of the EFA goals shows a marked improvement in all areas, which is to be commended considering the post-genocide context of Rwanda wherein human, infrastructure and financial resources had been exhausted. While there have been dramatic improvements in the education system in terms of the EFA goals, the lessons learned through this review indicate that issues remain to be addressed through creative and innovative strategies.

Goal 1: Early childhood care and education

Early Childhood Development (ECD)[3] is an emerging sub-sector with a much higher policy and funding profile than previous (currently 29% of pre-primary age enrolled). EDPRS2 and ESSP 2013/14-17/18 recognize the importance of ECD to support improved learning outcomes for children through policy strategies, increased funding, curriculum development, teacher education, community support, etc. Local pre-primary schools and centres, have for the most part, been parent initiated and funded, while housed in local primary classrooms – one might characterize them as government-aided pre-schools or nurseries.

Emerging issues include: (i) national ECD curriculum not disseminated and implemented in all pre-primary schools, (ii) lack of awareness of the ECD policy and strategic plan at district, sector and school levels, (iii) lack of standards and quality of pre-primary programs, (iv) a shortage of trained ECD teachers with adequate skills to partake in holistic ECD programs, and (v) budget constraints for investment in ECD services.

Recommendations for post-2015 include the need for: (i) harmonization of ECD curriculum with play-based learning materials through the development of national ECD standards and ECD packages for caregivers and pre-school teacher training, (ii) introducing a more formal ECD system including pre-primary teacher training and pre-primary classes in local schools, (iii) improving collaboration amongst

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[3] In Rwanda, the ECD terminology, which encompasses ECCE, is used across national and education sector policies and strategic plans. Therefore, in this report ECD is used to refer to ECCE. ECD refers to the period between birth and six years of life. Early Childhood Education (ECE) on the other hand covers only the period between three and six years, the years generally associated with pre-school education.

relevant ministries and organizations critical to the effective achievement of ESSP goals– recent ECD Implementation Framework has been established coordinated by MIGEPROF, and (iv) exploiting possibilities of using capitation grants in an innovative manner, by targeting the grant towards poorer sectors and communities.

Goal 2: Universal basic education

The primary education net enrolment rate is currently at 96.9%, while secondary enrolments have increased significantly due to increased equitable access at primary level (450% increase since 2000). Improvements in equitable access are due to a number of factors that include: (i) replacement of school fees with government capitation grants in 2003, (ii) noteworthy success of the 9YBE program in 2009-11, (iii) valuable contribution of unconventional construction methods to build 9YBE/12YBE schools and classrooms, (iii) increased numbers of qualified teachers, and (iv) annual increases in education sector budgets.

Existing challenges include: (i) repetition and dropout in basic education, which impact on retention and survival rates, and recurrent costs of education, and (ii) the fact that the quality inputs into basic education through the 9/12 YBE program, in terms of teachers, teaching and learning materials, etc, have not risen in the same proportion as the number of children.

The way forward should be to improve completion and transition rates, whilst reducing repetition and dropout in basic education; include survival rates as a major indicator/target at the national and district levels to provide a longitudinal picture of student progression; provide continuing support for OVC (orphans, poor children, children with disabilities); as emphasized in the ESSP 2013/14- 2017/18, put in place measures to ensure that children are actual learning; and continue to improve the quality of education through teacher education, curriculum and assessment, school leadership and management, community engagement, facilities and utilities, ICT and education funding.

Goal 3: Learning needs of youth and young adults

The EDPRS2 and ESSP 2013/14-17/18 recognize the importance of TVET as key to the development of labour market and economy, thus the government has given TVET a strong policy and funding focus. Student enrolments have increased in the past 3 years (a 62% increase; GPI 0.75) with a 2018 target of 60% TVET & 40% general education student enrolments. The review finds that: (i) practical, hands-on experience is vital to relevant and effective skills-based learning; (ii) formalized TVET programs in technical upper secondary schools, vocational training centres and polytechnics are becoming more popular with young people; (iii) work experience opportunities, apprenticeships and industrial attachments (internships) are effective methods of developing knowledge and skills, while increasing young people's awareness of workplace expectations; (iv) the numbers of young women in the TVET system is growing although this sub-sector tends to be male-dominated for selected programs; and (v) TVET is a more expensive form of education than primary and secondary due to equipment and material costs.

Continuing challenges are a low public perception of TVET often associated with low status compared to higher education. Additionally, increased student access brings with it considerable supply and demand issues, and the harmonization of TVET programs with advances in technology. Important to note is that with the 11% annual increase in enrollment, the perception above is impressively changing.

TVET programs, post-2015, should be high quality and demand-driven providing students with the skills and competencies they require for employment. Adequate levels of public and private investment in the TVET sub-sector grounded in strong relationships between public and private partners – who are the biggest consumers of TVET skills - through mechanisms such as the SSCs will improve the efficacy of the TVET sub-sector. Ensure that TVET instructors are trained and up-graded to appropriate competencies under the National TVET Qualifications Framework.

Goal 4: Adult literacy

Adult literacy rates have been improving steadily since 2000 and currently stand at 68% (total population) and 85% (15-19 years). Fee-free and compulsory basic education has contributed significantly to much higher rates of literacy amongst the 15-24 year old group leading to improved national literacy rates. There is high participation by women (2:1) in community literacy programs. Improved literacy rates, especially amongst women, help people to be more aware of preventable diseases such as HIV/AIDS and malaria, thereby reducing their prevalence. Higher women's literacy rates has a positive impact on infant and child mortality and also contribute to higher enrolment of children in formal education. 'Rwanda Reads' contributes to a culture of reading through increased access to relevant reading materials for neo-literate adults, while a national campaign to encourage the development of low-cost, relevant books and reading materials is proving successful. Literacy rates (Kinyarwanda) will continue to improve over time as more children access primary school and more adults participate in local literacy programs provided by government and civil society.

Emerging issues include: (i) low value given to literacy programs by some adults, (ii) insufficient funds for future literacy training plans, and (iii) a lack of qualified and motivated instructors.

Suggestions for improvements in the sub-sector include: (i) implementation of the Adult Literacy Policy and Strategic Plan to guide future activities in the sub-sector, (ii) protect budget lines for adult literacy in order that the volunteer nature of the programs can be encouraged and maintained, (iii) need for Adult Educators to be trained, based on norms and standards, and (iv) monitor the effectiveness of the program using learning achievement standards to be developed and regular assessments of learners.

Goal 5: Gender equity and equality

Gender parity was achieved in primary education in 2001, while GPI for secondary education has been in favour of girls for the past 5 years (LS 1.16 and US 1.02). Adequate water and sanitation facilities in schools impacts positively on the attendance of girls. Boys tend to pass national examinations at a rate of 5-10% more than girls in primary and secondary levels. GPI favours women in primary teaching; however, gender equity and equality is still a work in progress for adults in secondary teaching, administration and management in the education sector. The level of education attained by women impacts on their presence in the work force.

The review finds that girls are under-represented in upper secondary level science combinations, technical secondary schools, and at HE in mathematics, science, ICT, medical and engineering programs. While girls' participation in education has improved tremendously since 2000, some parental and cultural attitudes persist around the low value of girls' education.

Recommendations for post-2015 comprise: (i) positive affirmation of women's roles in teaching and educational leadership, (ii) strengthening school-parent relations, to convince parents of the importance and relevance of education for girls, (iii) providing in-service training for teachers on the problems faced by girls and gender-fair classroom management, (iv) remedial programs and counseling at all stages of education to enable girls to overcome previous educational disadvantage and achieve their potential, especially in mathematics and sciences, and (v) provision of opportunities for girls and women to return to education including re-entry for girls who withdraw because of pregnancy.

Goal 6: Quality in education

The education sector's funding has increased year on year to meet the growth of student populations, school expansion, teacher and staff recruitment, and remuneration and teaching resources (annual average of 18.3% of national budget since 2000). The deployment of qualified teachers (95%) has improved in recent years, although the primary level PQTR has not changed significantly in primary education due to increasing demand (PQTR ~60:1). The curriculum framework is being reformed from knowledge-based to competency-based with continuous assessment. Relevant curricula serving the needs of students, communities and the labour market are at the core of education as a foundation for effective teaching and learning.

Moreover, school leadership and management have an indirect impact on student achievement through the head teacher's professional support (instructional supervision) of classroom teachers. Active parental involvement in their child's education is an important factor in a student's success at school. The presence of adequate water and sanitation facilities impacts favourably on the quality of a child's school experience, and girls' pass rates on national examinations have improved as much as 10% over the past 5 years. In-service training requires on-the-job follow-up through mentoring and coaching with appropriate monitoring for quality assurance. Teacher motivation has been somewhat enhanced through savings programs and low interest loans (Umwalimu SACCO).

Some of the challenges facing this EFA goal relate to: (i) English language instruction at P4 and above has been a major challenge for teachers and students who have low proficiency in English, in light of a 2009 focusing on English as the medium of instruction, (ii) larger distances to and from the school impacts on children's achievement in primary school, (iii) provision of education services in a resource constrained environment, and (iv) unit costs per student have increased dramatically over the past 5-10 years, (vi) teacher recruitment (often a second or third career choice of young people), deployment challenges (resist and remote deployment) and attrition (retirement, leave remote areas, leave for higher salaries, continuing studies, etc.), (vii) low self-esteem and morale amongst some teachers, (viii) a low level of parental engagement in their child's education, and (ix) lack of trained personnel in ICT and adequate infrastructure in a majority of schools.

Quality in education is at 'the heart of education' and requires a number of improvements: (i) a focus on teacher motivation through professionalization, training, working conditions and resources – they are at the core of quality education delivery, (ii) Head teachers or 'master' teachers from different subject-area departments to provide instructional leadership and mentorship, (iii) English language competency amongst teachers to ensure the quality of teaching and learning post-P3 levels, (iv) age appropriate readability levels for all print materials in classrooms, (v) increased awareness around parental responsibilities, (vi) increased actual and expended budgets to ensure improved equitable learning outcomes, and (vii) continued assessment strategies such as the Learning Achievement in Rwandan Schools (LARS) Study, which provide valuable data to enhance effective teaching and learning in schools.

Goal 7: HIV/AIDS in schools

HIV/AIDS prevalence rates have declined dramatically in Rwanda since 2000 (~13% to ~3%) with the highest decline in EAC through public health awareness and improved health programs and facilities resulting in changed attitudes and behaviours. School-based HIV/AIDS (co)curricular awareness programs impact positively on reducing prevalence rates among young people. The current curriculum revision will integrate HIV/AIDS prevention and sexuality education.

Challenges and issues that are revealed in the review include: (i) impact of HIV/AIDS on supply and demand for education, (ii) lack of information and understanding about HIV/AIDS in terms of infection, prevention, care and treatment, (iii) stigmatization & discrimination of people infected and affected by HIV/AIDS, and (iv) lack of knowledge around prevalence of HIV/AIDS in schools (staff & students).

In order to improve achievements for this EFA goal, the following are recommended: (i) emphasize the teaching of sexuality education in schools. This has been initiated in the new basic education curriculum (ii) implementation of extracurricular activities for HIV prevention and sexuality education, targeting both in and out of school communities, (iii) collaboration with decentralized administrative entities to include and monitor the implementation of HIV prevention and sexuality education programs within the District Development Plans, (iv) propose confidential survey and testing activities in line with MINISANTE polices and regulation, and (v) prioritize the promotion of health, nutrition, hygiene and sanitation services in schools and to support good health and hygiene practices in the home and at school.

Administration and management support services

While administration and management in the education sector is not included as an EFA goal, the importance of administration and management to support policies, strategic plans, implementation,

and monitoring and evaluation is evident throughout the EFA 2015 Review. The review finds that strong leadership at all levels (including district, sector and schools) increases the level of success in achieving objectives; implementation gaps will develop where policies and programs are not effectively disseminated amongst education stakeholders; The implementation of the individual student registration form introduced by MINEDUC in 2014 will reinforce the accurate and timely data collection and analysis enabling appropriate decision-making.

Emerging issues comprise: (i) the gender balance in education administrative and management services currently favouring men (ii) an ongoing review of the education sector as part of the larger public service reform for greater efficiency, (iii) barriers exist to effective dissemination and implementation of EFA concept, especially related to decentralization, (iv) competing national sector priorities impact on the level of education funding, (v) capacity of personnel at all levels to implement government policies is varied, and (vi) capitation grants are insufficient to respond to all of the expanding school needs and priorities.

Recommendations for improving this area of the Ministry of Education's operations and oversight would include: (i) to ensure effective design and implementation processes in order to achieve intended outcomes, (ii) action the Capacity Development Plan and Fund effectively and efficiently, (iii) ensure adequate and well-trained staffing at national level, (iv) clarification of roles, responsibilities & lines of authority and accountability, (v) continued use of MTEF process to guide education funding, (vi) ensure that schools receive adequate funding disbursed in a timely manner and well managed at all levels, (vii) coordinate and consolidate data management systems, where appropriate, (viii) increase qualified EMIS staff and up-grade software – enable enhanced data collection, retrieval, analysis and presentation, and (ix) implement a sector-wide research and evaluation strategy.

Conclusion

As the review concludes, it may be important to revisit its antecedents recognizing the context in which the present education experience is grounded. One would have been hard-pressed to imagine the tremendous strides, not only in education, that have been made in Rwanda in light of the 1994 genocide experience in this country. The former National EFA Coordinator speaks of the efforts to "normalize" life in September of 1994 when the provisional government encouraged local schools to reopen with any and all resources at hand, which were desperately few at the time.

"IT WAS A COURAGEOUS STEP TO TAKE; IT WAS NOT EASY."
National EFA Coordinator (2002-2003)

The paramount challenge at the time was how to recover from tragic circumstances – the experience had "torn up the moral fibre and broken the social fabric of Rwanda." Teachers worked with no salary. Schools were in various states of disrepair. Head teachers were appointed with little or no qualifications. Teaching materials were almost non-existent. Anxious parents waited each day as they sent their children off to school wondering if they would return at day's end. And with time, people established routines that provided some comfort and stability. A national conference in March of 1995 recognized that 'education was broken' and required reinvention – guidelines, structures, operations and a willingness to reopen schools. In 1996, the curriculum was reviewed relative to regional (EAC) education systems and teaching resources were developed, all in quick order, in three languages (Kinyarwanda, French and English).

The Dakar EFA Conference in 2000 was a timely opportunity for Rwanda to reflect on where it had come from in the past five years and to gain valuable guidelines and partners with which to rebuild its education system in line with the EFA goals. Government commitment was high as evident by the sector's share of the national budget in 2001 at 26%. This renewed focus on the education system was also an opportunity to emphasize reconciliation within Rwandan communities – the collaborative EFA Action Plan process in 2002-2003 brought together people from all over the country to create an education system for their children that would contribute to the social, political and economic development of Rwanda in a peaceful and secure context.

When asked what the secret might have been for such dramatic change, the former National EFA Coordinator suggested that it was a number of factors. Strong and committed leadership with a focus

on the public good and the wellbeing of the people provided the foundation for development. External partners attuned to Rwanda's vision were critical to the progress made in terms of technical expertise and financial investments.

And so, with all of the ambitious activity that has occurred since Dakar 2000, we arrive at the present. The Rwanda EFA 2015 Review has been an opportunity to reflect on the developments and progress, including the challenges and 'lessons learned the hard way' in education during the past 14 years. The review has been comprehensive, while trying to cover as much territory as possible and be as accurate as possible, within the timeframe and resources available.

One area that the EFA review does not consider in depth is higher education – the focus in Dakar 2000 was on universal primary education. Over the ensuing years, pre-primary and secondary education and TVET have gained prominence in the sector. Rwanda recognizes the value-added element of higher education, and in fact, various government documents, including the ESSP 2013/14-2017/18, do highlight the importance of higher education to national and regional development. Quality basic education is the precursor to higher education for many young people, who wish to develop their professional skills and qualifications in a competitive public and private sector labour market. The Higher Education Council (HEC) within the Ministry of Education has been mandated to provide accreditation, quality standards and monitoring and evaluation services, and advise the Minister on matters related to higher education. A sharp focus should be maintained post-2015 on the further development of relevant, robust and quality higher education through universities, technical institutes and other accredited institutions. This will create a self-sustaining system of education in which HE graduates will re-enter the various levels of schooling with appropriate training and qualifications to further enhance the learning outcomes of children and adolescents.

Chapter 1 : Introduction

Global context

In 2000, most countries of the world pledged to achieve, by the year 2015, the six Education for All (EFA) goals by implementing the twelve strategies presented in the Dakar Framework for Action[4], of which strategy No. 11 suggested countries: '*systematically monitor progress towards EFA goals and strategies at the national, regional and international levels.*' To renew and elevate country commitments to EFA as we approach the target year of 2015, countries in different regions are expected to conduct a thorough review of EFA achievements and experiences since 2000, in order to identify emerging issues and challenges, highlight good practices and draw salient lessons and prospects for education in the future.

(Education for All National EFA 2015 Review Guidelines, UNESCO, 2013:1)

1.1. Purpose

Designed to be a multi-purpose initiative, this nationally owned and led EFA review process provides Rwanda with an opportunity to continue to strengthen national capacities in monitoring and evaluating education sector work, using evidence to inform policy and planning processes at the national level. Such an undertaking by Rwanda will also contribute to reflection and documentation on Eastern Africa and sub-Saharan Africa's EFA progress and facilitate exchanges of good practices, experiences and knowledge with countries in Eastern Africa and beyond through regional and international education high level sessions planned in the region and Africa in February 2015, leading up to the World Education Forum in Seoul, Republic of Korea in 2015. Furthermore, the process of review, reflection and dialogue will form the basis for further high-level dialogue to shape and inform the post-2015 global education agenda.

The National EFA Review process in Rwanda seeks to be inclusive, participatory, evidence-based, constructive and forward-looking. It looks at Rwanda's experiences in implementing the EFA strategies, lessons learnt, emerging issues and challenges, with the aim of accelerating actions to complete unfinished EFA tasks as well as informing public debates on the future education agenda for the post-2015 era.

1.2. Scope

As per the UNESCO EFA guidelines (2013), the review focused on three interrelated strategic objectives or components:

A. *What has been achieved*? Assess Rwanda's progress towards the achievement of the six EFA goals and Rwanda's additional goal on HIV/AIDS in schools.
B. *How has progress towards the EFA goals been achieved*? Review the implementation of national strategies to achieve the six EFA Goals and Rwanda's additional goal on HIV/AIDs in schools.
C. *What are the current challenges for education*? Determine current educational challenges and the future education agenda.

With these three major questions in mind, the EFA 2015 Review explores pre-primary, primary and secondary education, gender equality, TVET, adult literacy, and HIV/AIDS in

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[4] See Annexes 1 and 2 of these Guidelines and paragraphs 7 and 8 in the *Dakar Framework for Action* (http://unesdoc.unesco.org/images/0012/001211/121147e.pdf).

education since 2000. The review presents trends since 2000, policies and initiatives that supported achievements, challenges encountered, emerging recommendations and proposals for further study.

1.3. Methodology

The EFA Steering Committee and EFA Technical Working Group (TWG) were established in early 2014 to oversee the National EFA 2015 Review (Figure 1.1). Coordination and collaboration were critical to the overall success of this review activity and to that end a number of relevant ministries, agencies, development partners and non-governmental organizations were represented. The National EFA Coordinator was designated at that time to provide oversight of the review and coordination between the Steering Committee and the TWG. The National EFA 2015 Review launch was held on February 6, 2014 with all stakeholders invited to attend.

Figure 1.1: EFA 2015 Review organizational structure[5]

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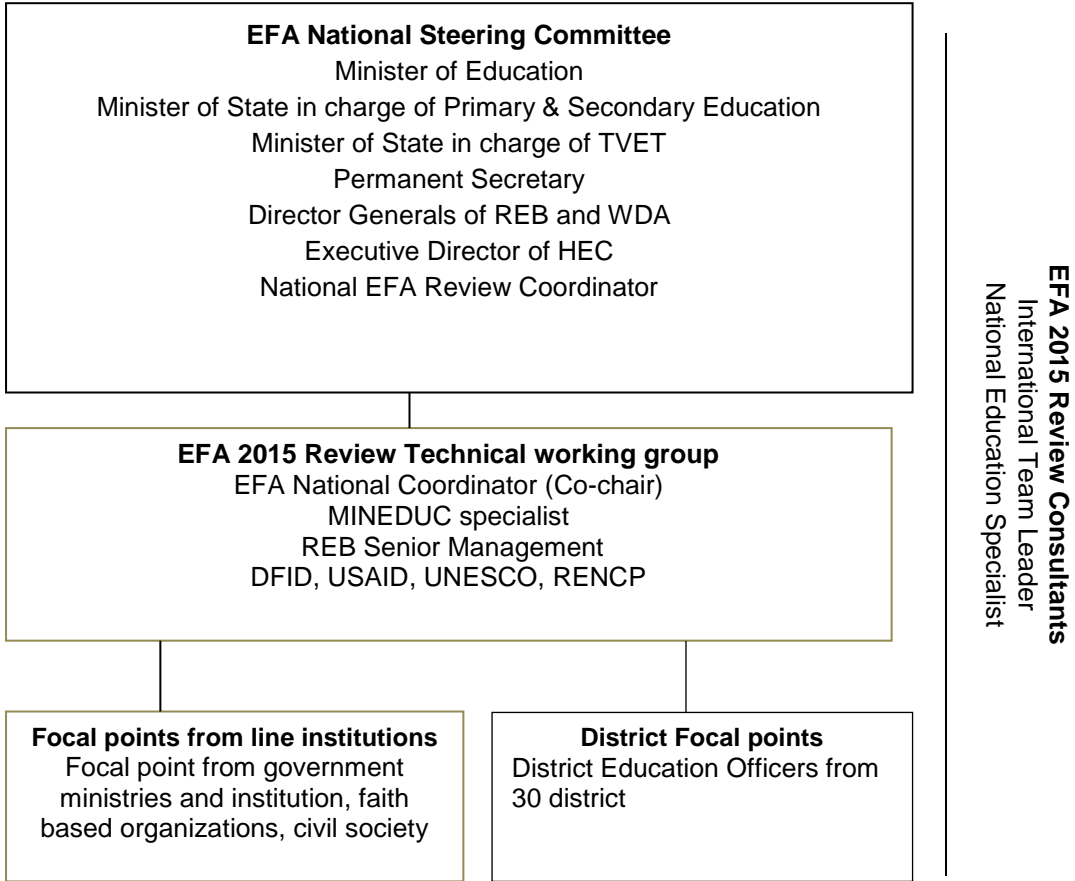
[5] Focal points from government ministries and institutions, faith-based organizations, and civil society refer to Appendix 4.

Terms of Reference were developed for two consultants (national and international) who facilitated the review process in collaboration with the TWG beginning in April (Figure 1.2). Prior to the placement of the consultants, the TWG, meeting on a weekly basis, gathered relevant documents, which provided the substance of the desk review. During April, UNICEF Nairobi, in collaboration with EMIS personnel, provided technical support for the statistical analysis component of the review. TWG meetings were held as required to monitor the progress of the review and sustain support for the consultants.

Figure 1.2: EFA 2015 Review Process
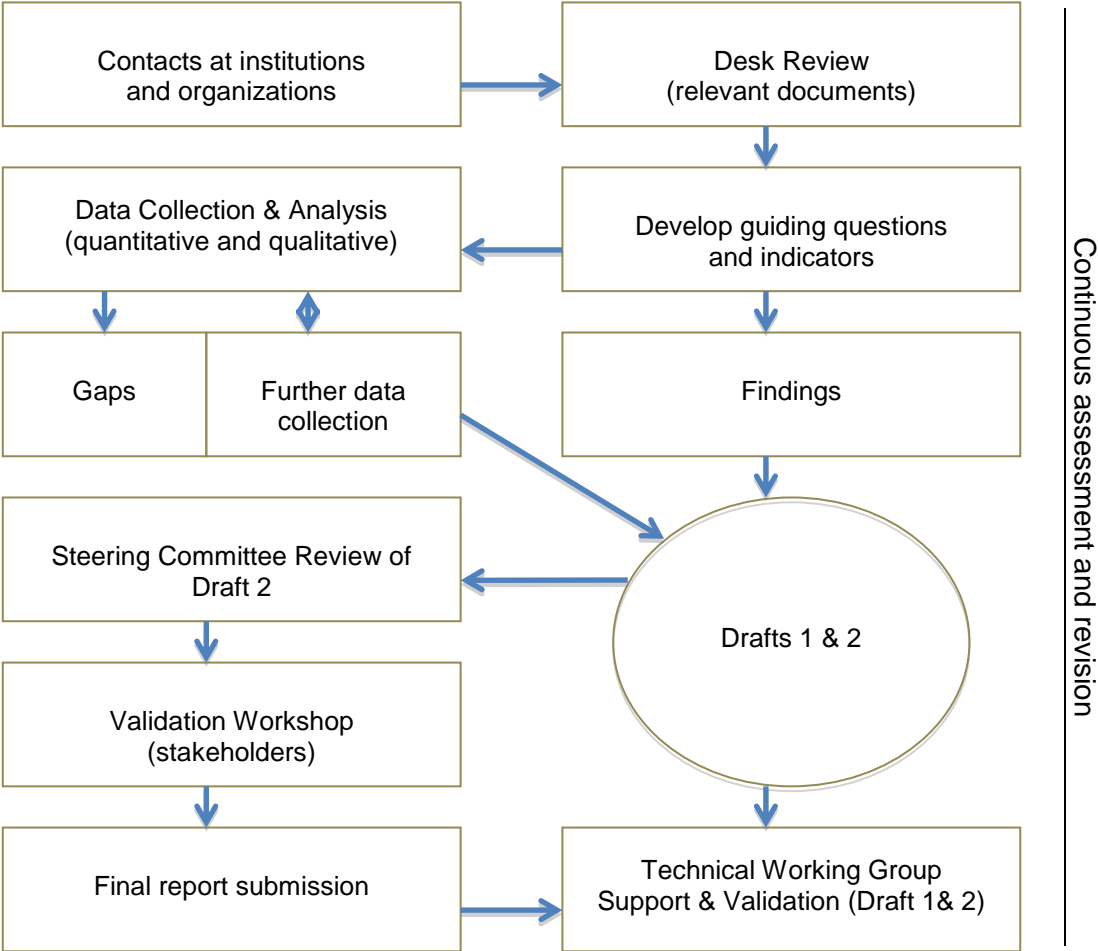
The review process, April through to July 2014, adopted quantitative and qualitative approaches and included the following activities as per the work plan:

- **Ongoing consultation** with EFA National Coordinator and EFA Technical Working Group for guidance and research support. The EFA TWG provided relevant indicators derived from UNESCO guidelines and local knowledge with which to develop the quantitative data collection and analysis.
- **Desk review** of relevant ministry, agency, development partner and civil society documents (Vision 2020, EDPRS I/II, ESP, ESSP, education policies, strategic plans, programs, budgets, etc.).

- **Quantitative and qualitative data collection and analysis**

Quantitative Data	Qualitative Data (See Appendix 1)	
	Personal Interviews (See Appendix 2)	**Focus Groups**
- EMIS (2000-2013) - Census 2012 - EICV 2 - EICV 3 - DHS (2005 & 2010) - EFA Action Plan 2003	- MINEDUC (Senior Minister, MoS Pr./Sec., MoS TVET, Permanent Secretary) - Dept. of Planning (Primary, Secondary, Adult Literacy, Girls Education, TVET, SNE) & HIV/AIDS - MINECOFIN, MININFRA, MINISANTE, MINALOC, MINIFOTRA - REB (Director-General & Senior Mgt.) - WDA (Senior Mgt.) - DFID & USAID & UNICEF (Education Advisors) - EDC (Literacy, Language & Learning/L3) - International Education Exchange (IEE) - Innovation for Education & Capacity Development Fund (Mott MacDonald) - Save the Children - Imbuto Foundation	- RENCP Working Groups: Teacher Development, Special Needs Education, Community Involvement, Girls' Education - ESWG ECE Working Group - District Education Officers

- **Presentation of progress** to the Joint Review of the Education Sector.
- **Editing of Draft 1** by an Editorial Group comprised of TWG members (MINEDUC, REB, UNICEF, RENCP and consultants).
- **Validation of Draft 2** by the Steering Committee and a Stakeholder Workshop prior to the submission of the Final Version.

1.4. Report structure

The review is presented in ten chapters, the first being an overview of the purpose and methodology, national context and summary of the EFA Action Plan 2003, which MINEDUC has referenced since that time. Chapters 2 to 8 present the trends, supporting mechanisms, challenges and recommendations for each EFA goal, while Chapter 9 focuses on the implementation of the Dakar Framework Twelve Strategies in the Rwandan context. The report concludes with Chapter 10 presenting current challenges and recommendations for the way forward post-2015. The Appendix includes frameworks and data tables that inform the chapter discussions.

Each chapter begins with quotations from the EFA Global Monitoring Report (GMR) 2013/14 to provide a global context for what follows. The EFA GMR is used throughout the review as a consistent source. Chapter summaries are provided at the end of Chapters 2-8.

1.5. Rwanda: country context

1.5.1. Geography and climate

Rwanda, the "Land of a Thousand Hills", is a landlocked country (26,338 sq.km.) lying south of the Equator in east-central Africa. It has borders with the Democratic Republic of Congo to the west, Uganda to the north, Tanzania to the east and Burundi to the south. With an average elevation of 1,600 meters, Rwanda enjoys a temperate, sub-equatorial climate with average yearly temperatures around 18.5°C (World Bank, 2011).

1.5.2. Demographics

The 2012 Census provides the following demographic data for Rwanda, as compared to 2002:

Table 1.1: Basic demographic data

Indicators	2002	2012
Total population	8.1 million	10.5 million
Population density	306 per sq.km.	416 per sq.km.
Annual population growth rate	3.2%	2.6%
Fertility rate	6.5	4.7
Life expectancy at birth	49 years	59 years
Literacy rate	49%	71%
Poverty ratio	56.7% (2006)	44.9% (2011)

Source: (MINECOFIN, 2014b)

Since the 2002 census, Rwanda's population has grown by 29.6%. The declining growth rate is attributed to family planning programs and improved living conditions including health and education access. The urban-rural ratio stands at 19:81 with an annual urbanization rate of 4.5%. 87% of children live in rural areas, which points out the need to prioritize education in these areas (MINECOFIN, 2012).

The population is heavily skewed towards the younger age groups (Figure 1.3); currently, 61.4% of the

Figure 1.3 : Population Pyramid for Rwanda 2013

Source: (MINECOFIN, 2012)

population is between 0-24 years of age with a median age of 18.7 years. This has a number of implications for the economy such as: (a) an unusually high youth dependency rate at 78.5 (number of children and adolescents dependent upon every 100 in the labour force); (b) pressure on the education system with increasing enrolment and flow-through; (c) increased stress on the economy as young people, many with lower levels of formal education, enter the labour market seeking jobs; and (d) potentially rising birth rates as these young people move into child-bearing years.

1.5.3 Administrative context

Since 1994, the current government has taken positive steps to help the country emerge from its tragic past. Rwanda's development agenda entered a new era as it transitioned to a nation that seeks to be regionally and globally competitive as well as socially and economically secure.

Rwanda, which had 11 provinces in 2002, has been reorganized into 5 regions or provinces including Kigali City, Eastern Province, Southern Province, Western Province and Northern Province. These regions are further divided into 30 districts, which themselves contain 416 sectors, 2,148 cells and 14,837 villages for governance purposes. Under decentralization, districts are the key implementation levels for government policy and programs.

1.5.4 Economy

With 80% of the population engaged in the agriculture sector which contributes 33% to the economy. Industry stands at 14% and the service sector at 53%. The country's main products are coffee, tea, pyrethrum, bananas, beans, sorghum, potatoes, livestock, cement, small-scale beverages, soap, furniture, shoes, plastic goods, textiles and tobacco. At an average of 8.3% per year between 2002 and 2012, the GDP per capita increased from USD$502 in 2008 to USD$644 in 2012, with a vision of USD $1240 in 2020. Rwanda's real GDP was on course to grow by a robust 7.7% in 2012, driven by services and industry (World Bank, 2011).

1.5.5 Poverty

The poverty headcount ratio declined from 57% in 2006 to 45% in 2012, with significant poverty reduction in rural areas where the rate fell from 62% to 49%. The reductions can be attributed primarily to improved agricultural incomes, off-farm job creation, and reduction in household sizes. Within this group, the percentage of people living in extreme poverty has decreased from 37% to 24%, while the incidence of poverty amongst female-headed households has dropped from 60% to 47% (MINECOFIN, 2013a). There are considerable variations in levels amongst provinces and districts as indicated by Rwanda's poorest district, Nyamagabe in the Western Province at 73%. Within the population, women tend to be more affected by poverty than men.

Surveys conducted to study issues related to food and nutrition in Rwanda have found that protein-energy malnutrition is a widespread problem. It primarily affects preschool children who still represent the most vulnerable group. The malnutrition rate in this group is around 35% with 2-3% suffering from severe malnutrition. In Rwanda, the rate of acute malnutrition (wasting) measured by weight to height is relatively low at 3.6% and is within acceptable limits. Despite the success in reducing poverty, levels of chronic malnutrition among children aged 6-59 months remained very high over the last 20 years: 49% in 1992, 51% in 2005, 44% in 2010 and 43% in 2012 (MINAGRI, 2012).

1.5.6 Brief history of education

Historically, education in Rwanda was characterized by discrimination and elitism. "By the 1970s, entry to all government and assisted primary and secondary schools including tertiary institutions was determined by what were termed 'ethnic and regional' quotas. These quotas overrode academic considerations, facilitated by the fact that the results of primary and secondary school examinations were never published, and there were no official criteria for selection at the upper levels" (Rutayisire, 2007: 116). Academic forms of education have been the norm in Rwanda's development focused primarily on curriculum and discrete subject content that encouraged memorization.

"History humbles you."
Permanent Secretary, Ministry of Education

Curriculum typically promoted and reinforced the social and economic divisions within society. "In the pre-1994 curriculum, the essentials of human emotion, attitudes, values and skills were absent, while injustices based on discrimination and conflict were imparted through formalized rote learning in history, civic education, religious and moral education and languages" (Rutayisire, 2007: 117).

The 1994 genocide had a devastating impact on education in terms of the human suffering and psychological impact on children, teachers and communities, while also dismantling the education system and its infrastructure (World Bank, 2005). This presented an immense

challenge to the country in terms of reconstruction, rehabilitation and recovery at all levels of society, in particular the education system. "After the 1994 genocide, the education sector, as well as other sectors of national life, passed through an emergency situation during which the main objective was to reshape and try to restart the education system, which had broken down. It was in this context that the 1998 Sector Policy was adopted. That policy mainly focused on how to bring a solution to the real exigencies of the prevailing situation, in order to achieve a significant change in the education system after the terrible events that shattered the country in 1994" (MINEDUC, 2003a: 3).

Subsequent education policies, plans and strategies since the turn of the century have focused on the development of human capital through an education system that aligns with the Education for All global guidelines. Initially, access to primary schools was emphasized through policy, funding mechanisms and civil works programs to increase the number of classrooms. With annual assessments in the system, the quality of the education being provided to children and adolescents has come under examination with policy and programs also directed at teacher education and student learning and achievement.

1.5.7 Rwanda's commitment to education for all

A primary goal of the Government of Rwanda is to reduce poverty and in turn to improve the wellbeing of its population. Within this context, the aim of education is to combat illiteracy and to provide human resources useful for the socio-economic development of Rwanda through the education system. "The government's primary objective in Vision 2020 for education is to provide Universal Primary Education (UPE) by 2010 and subsequently Basic Education for All (EFA) by 2015. Achieving these targets will mean addressing the high drop-out and repetition rates that are higher for girls than boys and with different underlying causes, and reviewing the school curricula and teaching methodology so as to give people skills for development such as life skills including entrepreneurial, practical and psycho-social skills related to HIV/AIDS. Health Education, hygiene, Environmental protection and gender studies will be given due attention" (MINEDUC, 2003c: 6).

Box 1.1: MINEDUC Policies and Strategic Plans

- Quality Standards in Education (2008)
- Girls Education Policy (2008)
- Special Needs Education (2008)
- Higher Education Policy (2008)
- Nine Year Basic Education Strategy (2008)
- Technical & Vocational Education and Training (TVET) Policy (2008, under review)
- Technical Education Strategic Plan 2008-12
- ICT in Education Policy (2008, revised 2013)
- Higher Education Strategic Plan (2009)
- Teacher Development and Management Policy (revised 2011)
- Early Childhood Development Policy and Strategic Plan (2011)
- Youth and Adult Literacy Strategic Plan (approval 2014)
- School Health Policy (2014)
- Teacher Incentives Policy (2014)
- National Science, Technology and Innovation Policy (2005, revised 2013)

Vision 2020 became the foundation for the Economic Development and Poverty Reduction Strategies (EDPRS) I and II, which provide the framework for sector priorities, in particular a focus on the development of education and employment opportunities for young people in a regional and global context. The Education Sector Policy reaffirmed this priority, "The role of education and training in globalization cannot be over emphasized and Rwanda recognizes the benefits [and] advantages that it can receive from globalization" (MINEDUC, 2003c: 5). The Ministry of Education has integrated its various policies and strategic plans into the

Education Sector Strategic Plans (ESSP) for implementation, in particular the most recent ESSP 2013/14-2017/18 (Box 1.1).

1.5.8 Decentralization

A major government reform that impacted on all sectors was the implementation of decentralization in 2000 (MINALOC, 2012). In education, the Ministry of Education anticipated being better able to implement policies and strategies at district, sector and school levels with the assistance of district and sector personnel. A successful example of this strategy was the Nine Years Basic Education program of 2009-11, which is discussed in Chapter 3 (Goal 2).

The Education Sector Policy stressed the importance of decentralization by stating that, "[t]he Government has chosen the path of decentralization as a way of empowering the population - women and men, girls and boys - to participate in development activities that affect them, including education. The

"...THE PATH OF DECENTRALIZATION AS A WAY OF EMPOWERING THE POPULATION."
Education Sector Policy 2003

central Government will remain responsible for policy formulation and national planning for education setting standards and norms, monitoring and evaluation, curriculum production and approval of educational materials. Local Government on the other hand, will be responsible for the execution of policy, planning and follow up of education activities at district/province level and the general administration of schools" (MINEDUC 2003c: 7-8).

This division of roles and responsibilities between the Ministries of Education and Local Government, while regarded as a major step forward in service delivery, has not been without its challenges (See Appendix 3). The recent capacity needs assessment conducted for the Ministry of Education has highlighted a number of issues around the effective implementation of strategies to improve the quality of education by 30 District Education Officers (DEO) and 416 Sector Education Officers (SEO) related to lines of authority and responsibility under District Mayors (DFID, 2012).[6]

1.5.9 Structure of education in Rwanda

Rwanda has adopted an education structure comparable to other regional and international systems of education from pre-primary to tertiary level as described below (MINEDUC, 2013a).

- **Pre-primary education** encourages the socialization of young children and ensures that children are ready to start school on time and have begun to develop basic skills that will provide a foundation for learning at primary school and beyond.
- **Primary education** ensures that all children receive intellectual, civic, moral and physical education. This stage prepares the child for secondary studies and ends with the national primary leaving examination, which determines eligibility for lower secondary education studies.
- **Lower secondary education** is a general academic program to prepare students for upper secondary streams (general academic, primary teacher training or technical secondary school), the Vocational Training Centre (VTC) option or early employment.
- **Upper secondary education** encourages students to enter into different fields of study

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[6] See also the Education Sector Strategic Plan Appraisal and Ministry of Education Functional Review, publications pending 2014.

such as sciences, mathematics, technology, humanities, languages, primary teacher training and technical studies in preparation for higher education, technical post-secondary studies or employment.

- **Technical and Vocational Education and Training (TVET)** provides young people and the unemployed with the skills to gain productive employment and those already in employment with an opportunity to upgrade their skills, including entrepreneurs and those wishing to work for themselves. Integrated Polytechnic Centres (IPRC) offer diploma and degree courses (4 years), while the Vocational Training Centres (VTC) offer short courses (6-12 months) and certificate and diploma courses (1-3 years).
- **Higher Education (HE)** institutions award diplomas, advanced diplomas and degrees such as Bachelor's, post-graduate certificates and diplomas, Master's and Doctor of Philosophy Degree (PhD). The University of Rwanda provides primary and secondary pre-service teacher education through the Teacher Training Centres and College of Education (formerly Kigali Institute of Education).

The Ministry of Education together with civil society partners also provides non-formal education (NFE) in local communities through adult literacy programs. Adults have the opportunity to acquire basic reading, writing, numeracy and financial literacy skills.

1.5.10 Institutions responsible for implementing EFA and coordination mechanism

In October 2000, the Government of Rwanda (GoR) mandated the Ministry of Education (formerly the Ministry of Education, Science, Technology and Scientific Research) to coordinate those ministries, agencies and local and international organizations concerned with the EFA global guidelines. The Ministry of Education's initial responsibility was to formulate the National EFA Action Plan under the oversight of a Secretariat housed in the Directorate of Pre-Primary and Primary Education. Since that time, the Ministry of Education has coordinated efforts to approach and meet EFA goals and targets through these partnerships as indicated below.

1.5.11 Semi-autonomous agencies

The Rwandan Education Board was established in 2011 as an affiliated agency to MINEDUC with the primary goal of improving the quality of education in Rwandan schools through more streamlined management and effective coordination. REB has six departments responsible for: (i) curricula, resources production and distribution; (ii) teacher development and management; (iii) education quality and standards; (iv)examinations and accreditation; (v) higher education student financing; and (vi) ICT in education and Open and Distance e-Learning. REB is the lead agency in pre-primary, primary and secondary education. It collaborates with Ministry of Education planning and other operational units in conjunction with district and sector personnel to implement policies and strategic plans such as ESSP 2013/14-2017/18. It has a strong working relationship with development partners through the ESWG, and with civil society through the Rwanda Education NGO Coalition Platform (RENCP). The Rwanda Education Capacity Needs Assessment emphasized that the roles and responsibilities of the Quality Standards and Assurance Department, DEOs and SEOs need to be clarified to strengthen the regular monitoring and mentoring of schools. With 30% of positions vacant (surveyed in 2012), REB has done a remarkable job thus far fulfilling its responsibility toward improving quality in education (DFID, 2012).

The Workforce Development Authority (WDA) was established in 2009[7] as a public agency affiliated with the Ministry of Education, mandated to provide a regulatory role for TVET. As a budget agency, it has administrative and financial autonomy. Its primary responsibilities include: coordinating TVET provision and providing strategic oversight of the sub-sector; identifying TVET subject areas; development of standards and curriculum; training of vocational and technical instructors; examination and certification; accrediting, regulating and inspecting TVET institutions; establishment of a National TVET Qualifications Framework (NTQF); and supporting entrepreneurship initiatives.

The Ministry of Education has also established a number of other affiliated institutions that support education in other areas: Higher Education Council (HEC) and the Rwandan National Commission for UNESCO (CNRU).

1.5.12 Partnerships with other ministries and agencies, development partners and civil society

The Ministry of Education enjoys close working relationships with a number of other line ministries and agencies to develop policy and strive to achieve goals and objectives in a cooperative manner (See Appendix 4).

The Ministry of Finance and Economic Planning plays an important role in the planning, performance assessment and monitoring of budget execution. The Ministry of Public Service and Labour sets and administers salary levels and conditions of service for all civil servants, including teachers, while the Ministry of Local Government oversees the decentralized functions of education including district and sector offices.

Other line ministries and agencies that work with the Ministry of Education on cross-cutting EFA issues include: Ministry of Trade and Commerce (MINICOM) and the Rwanda Development Board (RDB) related to skills development and employment; Ministry of Health (MINSANTE) around programs such as health and nutrition, HIV/AIDS prevention and early childhood development; Ministry of Agriculture (MINAGRI) related to school feeding and provision of milk for students; Ministry of Youth and ICT (MYICT) on youth skills and ICT literacy; Ministry of Gender and Family Promotion (MIGEPROF) for girls' education; and Ministry of East African Community Affairs (MINEAC) to coordinate Rwanda's education commitments in the region.

Development partners have provided technical and funding support throughout the life of the EFA movement focusing especially in areas of increased access and improved quality of service. Civil society has been an active partner in the education sector, most often at the local levels, through project design, implementation, monitoring and evaluation with varying levels of technical and financial investment. The Rwandan Education Non-Governmental Cooperation Platform (RENCP), a coalition of national and international organizations working within the education sector, represents over 50 NGOs and faith-based organizations at the national level.

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[7] In view of this establishment date, statistical data for the TVET sub-sector prior to 2010 is limited.

The Education Cluster and Education Sector Working Group (ESWG) have been established by the Ministry of Education and its sector partners to promote regular discussion and monitoring of the progress made in the sector on a quarterly basis (Figure 1.4). This collaboration encourages all stakeholders to participate in information sharing, lessons learned and good practice focused primarily at Basic Education, TVET and Higher Education. Distinct working groups and *ad hoc* task forces comprised of government and non-government members within these three domains develop action plans, collect quantitative and qualitative data, and provide feedback to the ministry's senior management to assist in the decision making process.

Figure 1.4: Education Sector Working Group
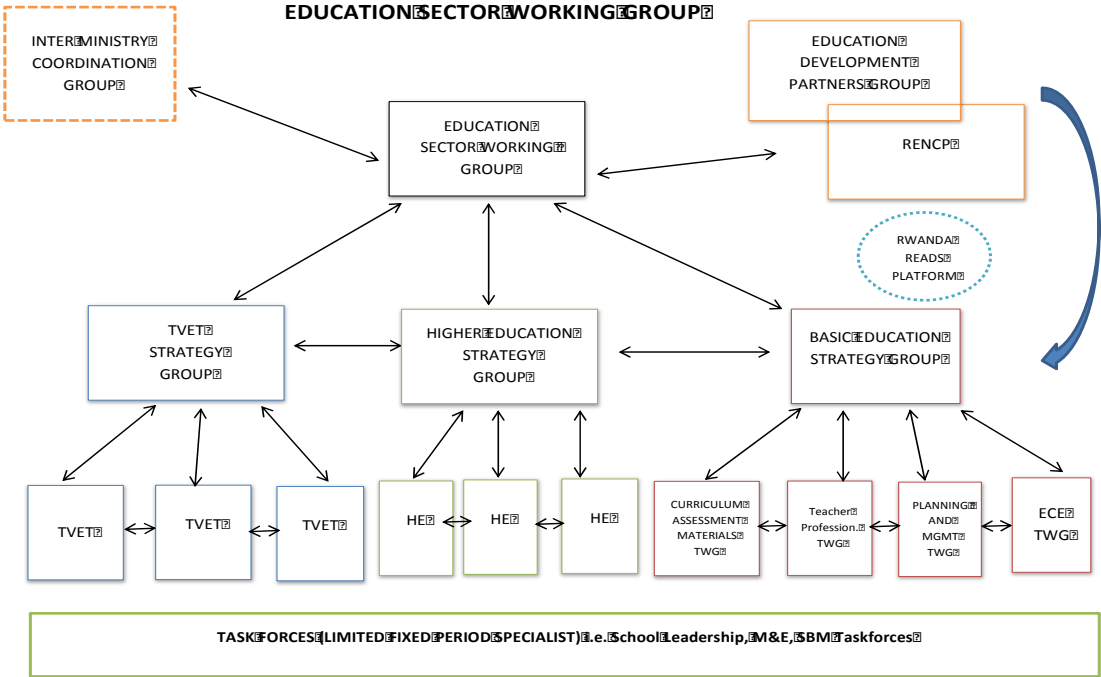
Source: Education Sector Working Group, 2014

Joint reviews of the education sector (JRES) on a semi-annual basis since 2006 have brought together stakeholders from across the country to look closely at the progress within the sector, the challenges and barriers to further progress, and the action required to pursue continued achievement.

1.6. Rwanda Education For All Action Plan (2003)

The Dakar Framework of Action (2000) declared that: (i) by 2015, all children of primary school age would participate in free schooling of acceptable quality and that gender disparities in schooling would be eliminated; (ii) levels of literacy would be halved, and learning opportunities for youth and adults would be greatly increased; and (iii) all aspects of education quality would be improved (MINEDUC, 2003b: 4).

To address the Dakar vision, the ministry established seven thematic working groups, inclusive of Rwanda's seventh goal: HIV/AIDS in education to contribute to the development of the EFA Action Plan:

- Nursery and pre-primary
- Access and retention in primary education
- Improvement in the quality of education
- Reduction of inequalities in education
- Vocational training for Young people and adults
- Literacy and education for adults
- HIV/AIDS

The EFA Action Plan provided an overview of the national education system and policy developments including an assessment related to specific national indicators (See Appendix 5). Financial issues existing at the time were presented along with the major qualitative issues related to each of the EFA goals. A summary of these elements follows.

1.6.1 A glance at the situation in 2000 in Rwanda

By 2000, the education system was configured as 6+3+3 for primary, general lower secondary and upper secondary education. There were 2,142 primary schools (32 of which were private) and 376 secondary schools (190 of which were private). The NER at primary level was 72.9% with more than 27.1% of seven year olds not enrolled in school. Access to education was impacted by the availability of schools around the country, such that those children who lived further than 30 minutes (usually walking) from a local school were less likely to attend on a regular basis, if at all (GoR, 2000). The repetition and dropout rates in 2000 were considerably higher than desired at 37.6% and 12.8%, respectively. Transition rates declined from 2000 (42.0%) to 2001 (37.2%) primarily due to an increase in P6 completions coupled with a drop in the number of students admitted to secondary schools.

Box 1.2: Education Statistics 2000

Indicators	Results
Net Enrolment Rate (P1)	72.9%
Repetition Rate (P1-6)	37.6%
Dropout Rate (P1-6)	12.8%
Transition rate (P1-6)	42.0%
GPI (primary)	0.96
Net Enrolment Rate (S1)	9.1%
Qualified primary teachers	53.3%
Qualified secondary teachers	43.0%
PTR (primary)	51:1
PTR (secondary)	27:1
Source: MINEDUC EMIS, 2014.	

The situation at secondary level was grim with an NER of approximately 9.1%. In terms of gender, girls were enrolled in primary and secondary at around 49% of all students, with more girls enrolled in private than public secondary schools. At that time, few girls chose science and technology courses as compared to the present time. Interestingly, only one in four people aged 16 to 35 years of age had ever attended school compared to one in two for those aged 35 years and over (GoR, 2000).

Although Rwanda has achieved gender parity at primary and lower secondary levels, in terms of performance in national examinations, boys are still outperforming girls especially at secondary level. Dropout and repetition remains a challenge for both boys and girls. The main reasons given for higher repetition and dropout rates included: (i) low levels of parent satisfaction in schools; (ii) household costs; (iii) illiterate parents place low value on education, especially for girls; (iv) academic workload and examination orientation; (v) lack of student interest; (vi) lack of secondary places; (vii) illness; and (viii) domestic chores.

Teacher and head teacher numbers and qualifications impacted on the quality of teaching and learning at the time and contributed to the internal efficiencies of the system. A Ministry of Education decision in 2001 reduced the number of non-qualified primary teachers by about 2,600 resulting in an increase of the percentage of qualified teachers from 63% (2000) to 81% (2001). At the same time, the percentage of qualified secondary teachers was about 50%. Double-shifting at the lower primary levels (P1-3) resulted in an average of 38 students per class, although the pupil-teacher ratio was 51:1 for P1-6, while lower at 27:1 for secondary (S1-6).

Ministry studies indicated that schools were in a state of general disrepair. Inadequate numbers of classrooms did not have sufficient numbers of desks and chairs for staff and students, and there was a lack of playground space and sport facilities.

1.6.2 Policy and program issues

The EFA Action Plan identified a number of challenges in schools, in particular, the academic and examination orientation of the curriculum. Literacy and numeracy skills development at primary grades were below expectations, and required a stronger focus on instruction in Kinyarwanda. It was recommended to reform the overloaded primary and secondary curricula so that students were more engaged in competency-based learning experiences supported by criteria-based assessment. Life skills and vocational skills were also identified as areas requiring more emphasis in order to meet the learning needs of many students, especially in rural areas.

1.6.3 Financial resources

During 2000, the education budget was 3.5% of GDP and 30% of the total GoR national budget (21.8bn RwF), increasing dramatically from 12% of total budget in 1996. Allocations to the various levels were primary (44%), secondary (19%), and tertiary (37%). Unit costs per student varied considerably relative to absolute numbers enrolled at each level: 6,745RwF per child for 1,431,657 primary students, 32,272 RwF per adolescent for 125,124 secondary students, and 1,123,408 RwF per person for 7,224 tertiary students. These figures implied that one year of study for an HE student was equivalent in cost to one year of primary school for 166 children (MINEDUC, 2003b).

The main funding sources in 2000 for education sector expenditures were the Government of Rwanda, World Bank, African Development Bank, DFID, UNICEF, French Cooperation, Belgian Cooperation and GTZ, with off-budget projects conducted by local and international NGOs. Having said that, the main financial support for children came from their families (90.6%) followed by the state (4.5%) and other organizations (3.9%) (MINEDUC, 2003b).

To streamline budget and financial management, the ministry reduced its Medium Term Expenditure Framework (MTEF) programs from 11 to 5 categories: pre-primary and primary, secondary, higher education, scientific and technological research, and institutional support (administration).

1.6.4 Major priorities and objectives for the education sector

During 2001-02, four crosscutting themes were included in the discussions by each of the seven thematic groups: (i) poverty and gender; (ii) institutional environment and capacities; (iii) financing and partnerships; and (iv)school management and school environment.

Ongoing consultations facilitated by the National EFA Coordinator during 2002 with parents, civil society and communities at provincial and district levels reviewed the work of the

thematic working groups as the basis for strategies and outcomes to address the EFA goals.

Derived from consultations, the Rwanda EFA Action Plan outlined eight specific objectives in education sector policy for the long-term to address the constraints and implement the strategies as presented in Appendix 1 (MINEDUC, 2003b: 43):

1. Ensure that education is available to all Rwandans,

2. Improve the quality and relevance of education,

3. Promote the teaching of science and technology with a special focus on ICT,

4. Promote trilingualism in Rwanda (Kinyarwanda, French and English),

5. Promote education oriented towards a respect for human rights,

6. Sensitize children about the importance of the environment, hygiene and good health, and protection against HIV/AIDS,

7. Improve the capacity for planning, management and administration in education, and

8. Promote research as a mobilizing factor for national development.

These objectives have informed the Education Sector Policy and the various Education Sector Strategic Plans since that time. As such, the EFA Action Plan (2003) acts as one of the pillars for the achievements and progress of the education sector over the ensuing years.

Chapter 2 : Early childhood care and education

Goal 1: Expanding and improving comprehensive early childhood care and education, especially for the most vulnerable and disadvantaged children.

Global context

According to the EFA Global Monitoring Report 2013/2014, the foundations set in the first thousand days of a child's life, from conception to the second birthday, are critical for future well being. It is therefore vital that families have access to adequate health care, along with support to make the right choices for mothers and babies. In addition, access to good nutrition holds the key to developing children's immune systems and the cognitive abilities they need in order to learn. The links between early childhood care and education are strong and mutually reinforcing. Early childhood care and education services help build skills at a time when children's brains are developing, with long-term benefits for children from disadvantaged backgrounds

Although there has been progress in ECCE in many countries including Rwanda, the EFA Global Monitoring Report 2013/2014 stresses that there is still a lot to be done if global targets are to be achieved by 2015. Indeed, despite improvements, an unacceptably high number of children suffer from ill health: "Under-5 mortality fell by 48% from 1990 to 2012, yet 6.6 million children died before their birthday in 2012…In 43 countries, more than one in ten children died before age 5 in 2000. As of 2012, some 162 million children under 5 were still malnourished; three-quarters of them live in Sub-Saharan Africa and South and West Asia. While the share of children under 5 who were stunted – a robust indicator of long-term malnutrition – was 25%, down from 40% in 1990, the annual rate reduction needs to almost double if global targets are to be achieved by 2015.

No target was set at Dakar in 2000 to guide assessment of success in early childhood education. However, to gauge progress, the EFA Global Monitoring Report 2013/2014 has set pre-primary gross enrolment ratio of 80% as an indicative target for 2015."

(EFA Global Monitoring Report 2013/4: Achieving quality for all. Paris: UNESCO, 2014: 1-2)

2.1. Introduction

Several terms and definitions are used across literature and countries to refer to early Childhood Care and Education. These include Early Childhood Care and Development (ECCD), Early Childhood Education (ECE), Early Childhood Education and Development (ECED), and Early Childhood Development (ECD), and Early Childhood Care and Education (ECCE), which is consistent with UNESCO definitions and reports. In Rwanda, the ECD terminology, which encompasses ECCE, is used across national and education sector policies and strategic plans. Therefore, in this report ECD is used to refer to ECCE.

Rwanda's Early Childhood Policy defines ECD as a range of processes and mechanisms by which children from pre-conception to six years grow and thrive physically, mentally, emotionally, morally and socially (MINEDUC, 2011a).

Moreover, ECD is different from pre-primary education. In this review, ECD refers to the period between birth and six years of life, whereas pre-primary covers only the period between three and six years, the years generally associated with pre-school education. ECD is broader than pre-school or nursery as it also addresses the issues specific to children younger than three years of age as well as the transitional period into a primary school system. The 0-3 year period is related to issues, such as health, nutrition, hygiene, affection, protection, stimulation safety and psychosocial support. This period requires particular attention focused on the mother and the developing child through maternal and child health strategies and family support for mothers, fathers, and other caregivers. In addition, the 3-6 year period is concerned with education issues such as school readiness, and play-based learning. Studies indicate that there is a link between access to pre-primary education and

performance at primary level. Efficient school readiness programs allow a smooth transition of pupils to P1 and success in further levels. At the opposite, poor school readiness programmes or an absence of such programmes can impact negatively on completion, repetition and dropout rates at primary level.

In Rwanda, like any country across the world, ECD is considered as the foundation for social and economic development. This is in line with the conviction of the international and national economists and finance ministers who ranked ECD as the number One national investment in terms of return on investment (Verdisco, 2008). ECD is critical for the achievement of the key targets related to most of the MDGs.

2.2. Achievements since 2000

2.2.1 The first ten years

In 2000, the EFA Action Plan for Rwanda reported the existence of 257 pre-primary centres in 2000 (MINEDUC, 2003b). Among these centres, only two were government-owned. Pre-primary education was not located nationwide. There were quite large variations around the country, in terms of the number of such centres in relation to the population and their size and pupil/teacher ratio. Statistics indicate that most of the centres were established in urban areas where parents could afford to pay fees. These pre-primary schools catered for 18,399 children out of about two million pre-primary aged children. This was just under 1%. These schools were managed by 327 teachers, the majority of whom had received only in-service training. At the time, there were no national training programme for pre-school teachers, although a small number of teachers were trained by the pre-primary school division within the Ministry of Education.

The acute shortage of human resources was also pointed out by the National Skills Audit Report (MIFOTRA, 2009) which revealed that, although Early Childhood Education in the country was being handled by 5,844 personnel including principals, teachers and caregivers, their professional skills were assessed to be almost nonexistent. The report underlined that, in the pre-primary sub-sector, there were no managers and no trained teachers. It was further emphasized that such a deficit of pre-primary teachers undermined the foundation of the entire education system and the achievement of Education for All EFA goals.

Though the provision of pre-primary establishments was for the most part handled by the private sector, the regulation and enforcement of standards was a matter of the Government. Consequently, the training of teachers for this level of education, the establishment of a national curriculum, and the definition of objectives were all questions for Government decision making. Indeed, the Government of Rwanda recognized the benefits of ECD interventions on education and assumed that increased pre-primary enrolment boosted primary completion rates and lowers repetition and dropout rates. Nevertheless, while pre-primary education encourages children's easy and smooth transition to primary school as well as their improved attendance and performance, the transition rates from pre-primary to first year of primary education were relatively low and slightly higher for girls than for boys.

2.2.2 Since 2010

The ESSP 2010-2015 committed to increase attention on school readiness and firmly established the link between access to ECD and performance in primary education. Aligned with the same objective, the ESSP 2013/14-2017/18 plans to roll out a one-year school readiness programme for 5 and 6 year old children, across all districts. Expansion of ECD

facilities has been highlighted as the key focus area to bring about improved result in completion, repetition and drop-out rates at primary level, which are the key results indicators for the primary sub-sector. Quality elements of ECD such as improved curriculum, provision of qualified caregivers, availability of teaching and learning materials, have also been identified as areas of future priority actions (MINEDUC, 2010b).

In its efforts to expand and improve ECD, Rwanda has made remarkable progress since 2000 in both education and health services. In 2011, an ECD policy was established and the Ministry of Education was mandated to implement it within an inter-Ministerial framework. The ECD policy provides an agreed-upon framework to ensure a holistic and integrated approach to the development of young children. It sets direction and coordination for various policies plans in health, nutrition, sanitation and social protection. These include: Basic Package of Health Services (1998), National Policy for Orphans and other Vulnerable children (2003), Mutual Health Insurance Policy in Rwanda (2004), Sector Policy on Water and Sanitation (2004), Health Sector Policy (2005), National Policy for the Fight against HIV/AIDS (2005), Multi-Sectoral Strategic Plan on HIV/AIDS 2005 – 2009, National Policy for Social Protection (2005), National Policy for Family Promotion (2006), Human Resources for the Health Strategic Plan 2006 – 2010, National Nutrition Policy, 2007, Policy for Universal Access to Treatment (2007) and National Community Health Policy (2007). All these policies and plans reflect the wider role played by an integrated ECD that goes beyond early learning to bring together various sectors like education, health, nutrition and protection.

The ESSP 2010-2015 commits the Ministry of Education to set policy, norms and standards for pre-primary education; plan and ensure the provision of teacher training; and oversee monitoring and evaluation of ECD. It recognizes that pre-primary education like any other level of formal education is relevant for the achievement of the high-level objectives of the EDPRS. These objectives include: access to education for all, quality education at all levels, equity in education at all levels, effective and efficient education system, science and technology and ICT in education. The ESSP provisions present a mandate for expanding and improving pre-primary education.

Over the last decade, the number of children attending pre-primary education has consistently increased. The 2012 Rwanda Population and Housing Census reveals that about 29% of 1.28 million children aged between three and six years was attending a pre-primary programme (MINECOFIN, 2014b).

In the last few years, ECD has emerged as one of the priority areas of for development in Rwanda. It has become a perennial agenda of most of the national forums such as the leadership retreat and the national dialogue. Through the Imbuto Foundation Organization, the First Lady has given paramount importance to the need of holistic care for young children.

Pre-primary facilities have been widespread over the country, driven in part by demand from parents and community. The ESSP 2013/14-2017/18 indicates that most pre-primary education services are located in urban areas and currently, and there are one or two rooms attached to 9YBE schools that serve the 4-6 age group. Classrooms are organized and operated by parents who provide monetary incentives to volunteers from the local community, who have received little to no training.

In Rwanda, pre-primary schools are owned by government, faith-based organizations, parent associations or private individuals. Appendix 6-1 shows the number of pre-primary schools per ownership in 2013. It is worth noting that the government provides some teaching materials like play materials, books and chalk to pre-primary schools. Moreover, pre-primary

schools benefit from materials, facilities and infrastructure of 9YBE schools to which they are attached. In 2013, 60% of pre-primary schools were attached to 9YBE (MINEDUC, 2014a). Thus, the Government investment and services should be recognized as it largely contributes to the ECD provision cost apart from the salaries of caregivers/ teachers. One might classify them as government-aided pre-primary schools

However, the pupil/teacher ratio at pre-primary education is still above the international standards (38:1 in 2013).[8] This high ratio goes also together with the shortage of trained ECD teachers capable of offering holistic care and support to children. Teachers who have only received in-service training handle most of the ECD centres. Data from the ECD focus group interview indicates that in its efforts to improve quality education, UNICEF supplied ECD play and learning materials to 1,260 pre-primary schools in 2014 and trained approximately 1,000 pre-primary school teachers on the use of the material in the classroom.

2.2.3 Early childhood health

As already observed, the integrated approach of ECD within the national policies and plans goes beyond the education aspect and tackles issues of health, nutrition, water and sanitation as well as child protection.

Table 2.1: Child health indicators after 2000

Indicators	2005	2006	2007	2008	2009	2010
Infant mortality per 1,000 (proportion who die before first birthday)	86	-	62	62	-	50
Child mortality per 1,000 (proportion who die before 5th birthday)	152	-	103	103	-	76
Maternal mortality per 100 000 births	750	-	-	690	-	487
Proportion of children completely immunized <5yrs	-	-	-	80.4%	-	-

Source: MINISANTE 2008, DHS 2010.

Although there are some gaps due to lack of data, Table 2.1 indicates that Rwanda has made great improvements across many health indicators since 2005. Infant and under-5 mortality rates have been progressively declining. This is attributable to improved health service delivery and community health interventions across the country. Parent education about the importance of ECD is another factor. Immunization coverage is also high. Full immunization coverage of children reduces morbidity and, at the same time, increases the chances of the child attending school.

Despite major improvements, Rwanda's fourth population census reveals that infant mortality remains generally high, even though it has decreased substantially over time (139% in 2002 to 48.6% in 2012) – the rate was higher among boys (53%) than girls (44%). The child mortality rate also decreased between 2002 and 2012 – slightly higher amongst boys (77%) than girls (74%). Regarding under-five mortality rate, it is also high with 72% (boys 78.1%; girls 66.1%) of children likely to die before their 5th birthday (MINECOFIN, 2014b).

DHS data also reveal that the vaccination of children 12-23 months had reached 90%, but coverage was variable depending on maternal education. Malaria still affected 1.4 % of children age 6-59 months in 2010 (MINISANTE, 2010).

Malnutrition has also been identified as a key public health issue and one of the major causes of infant, child and maternal morbidity and mortality. According to the DHS (2010),

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[8] As recommended by UNICEF, the internationally accepted norm for pupil-teacher ratio is 15:1

44% of children under the age of five years suffer from chronic malnutrition or stunting. In order to eradicate malnutrition, Rwanda launched an initiative in September 2013 called "Thousand Days in the Land of Thousand Hills." This campaign, which is expected to end by October 2016, aims at improving the nutrition status in refugee camps and local population. It is intended to combat malnutrition, provide children with the necessary sustenance for healthy development and nutrition, by using programs that make populations more self-reliant and educated on proper health. Its approach is to provide children with the proper nutrients for the first 1,000 days from birth (day one) until the child's second birthday (age 2) and establish local community efforts to produce more nutritious food.

Finally, it is of paramount importance to mention a locally contextualized programme impacting parenting and education issues for the 0-3 age group known as "*umugoroba w'ababyeyi*" or 'parents' evening", first initiated in 2010 and expanded nationwide in 2013. This local gathering for mothers and fathers is intended to take place at least once a month at the '*umudugudu*' (village) level. Guidance from MIGEPROF suggests focusing on topics such as nutrition, hygiene, resolving family conflicts and helping parents to improve their children's education (Honeyman, 2014).

2.2.4 Early childhood rights

Progress in meeting child's rights has been considerable since 2000; however, Rwanda's ECD strategic plan reports widespread vulnerability among children (MINEDUC, 2011a). According to the census of 2002, only 65% of children had been registered at birth, but three years later, 82.4% of children under age five had been registered, demonstrating a significant improvement (MINISANTE, 2006). Unregistered children appear to be rather evenly ranged throughout Rwanda, with rural children registered at a slightly higher rate than urban children. These estimates are consistent with the DHS 2010 findings, which report that a number of children under five years are not registered with district civil authorities.

According to the 2009 Poverty Indicator's Survey, the child labour index stands at 5.3%, down from 9.6% in 2000-2001. The orphans, defined as children who are children missing one or both parents, are believed to constitute almost one-quarter of the nation's children. The DHS indicated that 17.5% of children under 15 years of age reported that one or both of their parents were deceased (MINISANTE, 2008). In the same line, the DHS 2010 data show that 22% of households are lived in by foster children (those under 18 years of age living in households with neither their mother nor their father present), 16% are lived in by single orphans (children with one dead parent and unknown status of the other parent, and 3% are lived in by double orphans). These figures translate into potential issues for pre-primary schools, as well as primary and lower secondary schools, around enrolment and regular attendance, financial needs, special education and counselling needs of orphaned children and those in single-parent families.

2.3. Progress towards meeting Early Childhood Care and Education goals

2.3.1 Policy context

Vision 2020 seeks to fundamentally transform Rwanda into a middle-income country by 2020, based on the development of a knowledge-based economy and a highly skilled and educated population. The second pillar of the Vision 2020 is related to human resource development and a knowledge-based economy, with improvements in health and education services used to build a productive and efficient workforce (MINECOFIN, 2003b). Expanded

investments in ECD are likely to provide an enabling environment for the achievement of this major pillar.

The EFA Action Plan identified a number of challenges to expanding and improving nursery and pre-school education such as lack of policy, harmonized curriculum, qualified teachers and parental attitudes (MINEDUC, 2003b).

In response to the EFA Action Plan challenges, the Education Sector Policy set as its primary objective the assurance that education is available and accessible to all Rwandese people, including pre-primary aged children (MINEDUC, 2003c). Moreover, in line with the EFA framework, through the ESSP 2005-2010, the Ministry of Education identified nine objectives for the implementation of the Nine Year Basic Education Programme. The first objective was to extend provision of early childhood care and development.

In respect to its international commitments, the Government of Rwanda has recognized the importance of ECD in the education agenda demonstrated through national policies, strategies and plans: EDPRS 2008-2012, sector plans of key-ministries, Government Program for Seven Years, etc. In Rwanda, ECD is described as a set of processes by which children from pre-conception to six years grow and thrive physically, mentally, emotionally, morally and socially. Pre-primary schooling is thus a major element of ECD. The ECD Policy stipulates that each child develops in a holistic manner. He or she requires nurturing and support from parents, legal guardians and caregivers, who should provide opportunities for stimulating play, early learning, good health care, nutritious balanced diet, clean water, hygienic environment, love, safety and security so as to grow up healthy, socially well-adapted and emotionally balanced. Services for infants, young children, their parents, legal guardians and other caregivers must address their needs in a holistic manner. It is impossible for one sector alone to meet all of their requirements. Thus, it is essential that all sectors work together to serve young children, parents and legal guardians (MINEDUC, 2011a).

ECD thus implies holistic and integrated services that address all aspects of development during early childhood – sector-based compartmentalization of different aspects of children's services is limiting and can lead to fragmented or inconsistent delivery. Furthermore, a child's development cannot be segmented into health, nutritional, social, emotional, and spiritual variables. All are interconnected in a child's life and develop simultaneously. Progress in one area affects progress in others. Similarly, when something goes wrong in any one area, it has an impact on all the other areas.

2.3.2 Strategic planning for early childhood care and education

In relation to the national targets for 2015, one of the policy strategies set before 2003 was that Early Childhood Development (ECD) should be offered to children by involving different partners and encouraging private sector provision (MINEDUC, 2003a). In view of this policy orientation, some of the strategic targets set by the Ministry of Education to be achieved by the end of year 2015 were to:

(a) Expand ECD focusing on pre-primary education as well as provision of integrated services including health, nutrition, water, sanitation and protection,

(b) Develop a holistic ECD curriculum that includes all aspects of child development (intellectual, physical, emotional, moral and social) and addresses the issues of teaching and learning materials,

(c) Develop minimum quality standards for ECD to serve as guide to establish, monitor and evaluate ECD centres and programmes across the country,

(d) Develop an integrated ECD policy and strategic plan to stand as a legal framework for ensuring a holistic approach to the development of early age children,

(e) Provide guidance to all ECD partners working in the sub-sector, and

(f) Develop a public and financing model to ensure long-term sustainability and nationwide expansion of ECD services.

Through set targets, the willingness of the Government of Rwanda was to provide wide ECD services that go beyond the sole responsibility of families and private providers. The Ministry of Education put in place various strategies through its regular strategic plans to achieve the targets and ensure that ECD services were equitably delivered and distributed in the country. In 2006, a Presidential order mandated that all children between the ages of 3 and 6 should attend pre-school and two years later an annex was attached to it about standards to improve education quality. Most importantly, an integrated ECD Strategic Plan (2011-2016) was developed to enhance quality services for infants and children. The ECCE strategic plan insists on actions and services for mothers, fathers and legal guardians as summarized below (MINEDUC, 2011a):

(a) Pre-primary education for children from 3 to 6 years to prepare for P1 and contribute to improved completion, repetition and drop-out rates at primary school level,

(b) Antenatal, post-natal preventive and basic health care services which have improved child survival rates,

(c) Nutrition services, which have begun to improve children's physical development,

(d) Services for the prevention of mother to child transmission of HIV (PMTCT) and paediatric HIV care and support services, and

(e) Water and sanitation services, which have provided a hygienic environment for children in many areas.

A structure for co-ordination across different government departments has been set up within the ECD policy and strategic plan. A National ECD Taskforce operating under the Ministry of Education, dedicated to developing quality ECD provision across Rwanda was established as well.

In mid-2014, an inter-ministerial Early Childhood Development (ECD) implementation framework was established coordinated by the Ministry of Gender and Family Promotion with the education responsibility held by the Ministry of Education. This framework demonstrates an increased attention to issues of early childhood development and parenting in the early years, particularly in Rwanda's health and social sectors. Needless to say that the early years (ages 0-3) of life are crucial and key determinants for a child's future development and growth.

2.3.3 ECD teacher education

In 2012, a Bachelor of Education specializing in early childhood development was opened in the University of Rwanda-College of Education (UR-CE) to prepare competent tutors who, in turn, would train pre-school teachers in the thirteen Teacher Training Colleges (TTCs). In 2013, an ECE (addressing 3-6 years) option was created in TTCs and the first intake of

students was admitted in early January of the same year. Currently, TTCs offer four options: Mathematics and Science, Languages, Social Studies and ECE.

2.3.4 ECE curriculum

Prior to the ECD policy, the ECE curriculum, established in 2007, also reflected the ECE principles (NCDC, 2007). It is documented in seven booklets, which are seen as guides to help the family, parents, guardians, caregivers, neighbours and teachers handle the child with special care. This curriculum is an innovative and holistic approach. It is based on the understanding and practice that the development of a child cannot be segmented into several small distinct sections such as intellectual, psychomotor and socio-effective development. The curriculum upholds the wholesome development of the child right from the moment of pre-conception. It is based on an integrated approach, which includes a system of support for families and their youngest children. This integrated approach includes the collaborative participation of some key ministries such as Education, Health, Social Development and Culture.

The 2007 ECE curriculum appears to have been designed for training and sensitization of parents and caregivers and not especially for educators. There is nowhere within the seven books where the educator can refer to various learning objectives and contents related to the levels (1, 2, 3) of pre-primary schooling. Only Book 4 contains fragmented information that could help educators to grasp materials for lesson planning and classroom organization. Otherwise, the trend of the educators would be to borrow the content planned for early stages of primary education and offer it at the pre-primary grades.

The ECE curriculum which is currently under review should fill the gaps and ensure that the programmes of level 1 (3-4 years), level 2 (4-5 years) and level 3 (5-6 years) of pre-primary education are effectively developed and include fundamental areas such as literacy, numeracy, discovering the world, arts, crafts and technology as well as life skills.

2.4. Current challenges for early childhood care and education

2.4.1 Policy dissemination and implementation

Most of these challenges are related to regulatory mechanisms, quality standards of ECD services and awareness of the importance of pre-primary education. With regard to policy, there is still an implementation gap because the national policies are not directly translated into the district plans for execution at the local level. Moreover, in some areas, there is a false perception of ECD as a private initiative, obstructing the development of community ownership.

2.4.2 ECE teacher education

In terms of training programs and teacher qualification, most caregivers are volunteers who have completed only three years of secondary education (MINEDUC, 2010a). As mentioned above (Sec. 3.3), UR-CE has started an ECE option (which looks at the 3-6 age group) at TTCs, which is still new and needs to be strengthened in terms of teaching and learning resources with an emphasis on play-based learning materials. Ideally, each TTC would have a pre-primary school well furnished with standardized equipment and facilities, including locally produced and available learning materials. Such schools would serve as resource training centres for student teachers, tutors and caregivers.

2.4.3 ECE curriculum

Finally, in the efforts of improving the quality of ECE, the curriculum (currently being revised), standards and guidelines for teaching and learning materials, infrastructure, and caregivers' qualification should be disseminated and implemented in all pre-primary schools.

2.4.4 ECE and ECD funding

As for the financing issue, budget reserved for ECE and ECD is still limited. ESSP 2013/14-2017/18 states that the pre-primary budget allocation for 2013/2014 is 6% of the whole education sector. In addition, this sub-sector budget share is not projected to increase. The same ESSP indicates that the budget is projected to be 4% in 2014/2015 and 3% in 2017/2018.This proportion is judged insignificant in view of the set target of establishing 2,148 ECD centers nationwide (one ECD center per cell), especially when the ESSP2013/14-2017/18 seeks also to continue improving the ECD quality aspects such us updated curriculum, qualified teachers and caregivers, adequate teaching and learning materials, etc.

2.5. Recommended priorities and strategies for post-2015

The Government of Rwanda is committed to improving access to quality integrated ECD services and programmes. It has demonstrated great engagement through policies and actions to improve ECD service delivery in both education and health. A number of decisions have been taken and the execution of many actions has started and will continue during the post 2015 EFA period. Examples of education and health decisions and actions include:

ECD standards, training and facilities:

(a) Set minimum standards for ECD and develop training courses for ECD caregivers. Finalize ECE curriculum, which is currently under review: emphasis on activities developing the child's creative, physical, emotional and social skills besides literacy and numeracy. Ensure availability of various types of learning toys

(b) Integrate a family ECD module (stimulation, nutrition, child protection and primary health care) into health professional training and sensitize community leaders, parents and future parents on the importance of ECD and protection of children.

(c) A desire for more community ECD centres has been expressed and the ultimate goal is to establish 2,148 ECD centres nationwide, this to say one centre per cell. It is planned to establish integrated ECD services at 90 model centers – 3 per district. Ensure that ECD Centres adhere to national quality standards (MINEDUC, 2012c).

(d) Scale up mother and child primary health care services in communities.

Pre-primary education

(a) By 2017, it is expected that the GER in pre-primary education will have increased from 13% to 30% to meet the Seven Year Government Programme (7YGP) target and gradually reduce the pupil-teacher ratio towards internationally recognized norms.

(b) In response to poor school readiness of children who enter P1, establish a one-year school readiness program for 5 and 6 years old to be rolled out across all districts (MINEDUC, 2013b).

ECD governance and funding

(a) Operationalize the ECD coordination structures as set in the ECD policy – at all levels: Inter-Sectoral ECD Steering Committee, ECD Secretariat and Inter-Sectoral Technical Committee.

(b) Increase effective multi-sectoral communication and advocacy on the importance of ECD at all levels in Rwanda, from the community to the highest level of government.

(c) Increase the funding available to ECD development and provision, and explore the possibility of extending the capitation grant to the pre-primary sub-sector as planned in the ESSP 2013/14-2017/18. Use of the capitation grant in an innovative manner, can target poorer sectors and communities, which will help prevent poorer families being excluded from access to pre-primary education because of their inability to contribute financially.

CHAPTER SUMMARY: Early childhood care and education

Lessons Learned

- Local ECE schools and ECD centres, have for the most part, been parent initiated and funded, while housed in local primary classrooms – one might characterize them as government-aided pre-schools or nurseries.
- A cooperative and collaborative approach to ECD and ECE involving government, development partners and civil society, as is presently observed within the ESWG working group, creates more opportunities for successful provision of pre-primary education for 4-6 year olds.

Emerging issues

- National ECE curriculum is not disseminated and implemented in all pre-primary schools; lack of awareness of ECD and ECE policies and plans at district, sector and school levels, and lack of standards and quality of pre-primary programs.
- Shortage of trained ECE teachers with adequate skills to partake in holistic programs (i.e. creative, physical, emotional and social skills).
- Budget constraints for investment in ECE and ECD services.

Recommendations

- Increased funding to support the development of ECD and ECE at the community level.
- Harmonization of ECE curriculum with play-based learning materials (i.e., various types of learning toys) through the development of national ECE and ECD standards and integrated packages for caregivers and pre-school teacher training.
- MINEDUC is now looking at developing a more formal ECE system including pre-primary teacher training and pre-primary classes in local schools. This will put more of the onus on government to deliver quality pre-primary education throughout the country.
- As with all goals, collaboration amongst relevant ministries and organizations is critical to the effective achievement of ESSP goals and objectives (i.e., child health and nutrition in ECD, apprenticeship programs in TVET, catch-up programs for OOSY, etc.).
- There may be opportunities to use the capitation grant in an innovative manner, by targeting the grant towards poorer sectors and communities, which will help prevent poorer families being excluded from accessing pre-primary education because of their inability to contribute financially.

Chapter 3 : Universal basic education

Goal 2: Ensuring that by 2015 all children, particularly girls, children in difficult circumstances and those belonging to ethnic minorities, have access to and complete, free and compulsory primary education of good quality.

Global context:

"…between 1999 and 2011, the number of children out of school fell by almost half. Following a period of stagnation, there was a small improvement between 2010 and 2011… Had the rate of decline between 1999 and 2008 been maintained, UPE could almost have been achieved by 2015…

Sub-Saharan Africa is the region that is lagging most behind, with 22% of the region's primary school age population still not in school in 2011… Girls make up 54% of the global population of children out of school… Girls are more likely to complete school if they enter at the right age…Often children do not make it to school because of the disadvantages they are born with. One of the most neglected disadvantages is disability…

The top three performers in the last five years have been the Lao People's Democratic Republic, Rwanda and Vietnam, which reduced their out-of-school populations by at least 85%..."

(EFA Global Monitoring Report 2013/4: Summary. Paris: UNESCO, 2014: 8-9)

3.1. Introduction

"Assessing whether universal primary education (UPE) has been achieved should be judged not by participation alone, but also by whether children complete primary education." (UNESCO, 2014a:9) In 2000, the Dakar commitment focused on access to free and compulsory quality primary education for all children, in particular girls, children in difficult circumstances and ethnic minority children. As we approach 2015, the paradigm has shifted from a focus on enrolment at early primary level to the completion of primary school and transition into secondary and post-secondary education.

And with this shift has come the realization that increasing the numbers of children and adolescents in education systems brings with it a number of challenges some of which may not have been predicted at the turn of the century. This chapter explores the progress made in Rwanda since 2000 around universal primary education (See Appendix 7) and the transition to secondary education (See Appendix 8). It also presents some of the challenges generated through the quest to achieve UPE while looking ahead at the post-2015 context.

3.2. Achievements since 2000

3.2.1 Primary education

Considerable progress has been made in terms of access to primary education since 2000 as a result of ongoing policy developments and strategies such as school construction, teacher recruitment, capitation grants, teaching and learning materials, girls' education, and increased parent involvement. Complementing these has been the government's encouragement of private sector education as a way of sharing the challenges of increasing demand for basic education. Figure 3.1 indicates the increased number of schools, both primary and secondary, as this chapter presents universal primary education as the foundation for the further development of secondary education in Rwanda. A significant increase in secondary schools is noted since 2009 due to the Nine Years Basic Education program of local construction to extend primary schools for lower secondary classes followed by the Twelve Years Basic Education approach for upper secondary education.

Figure 3.1: Total Primary and Secondary Schools 2000-2013[9]
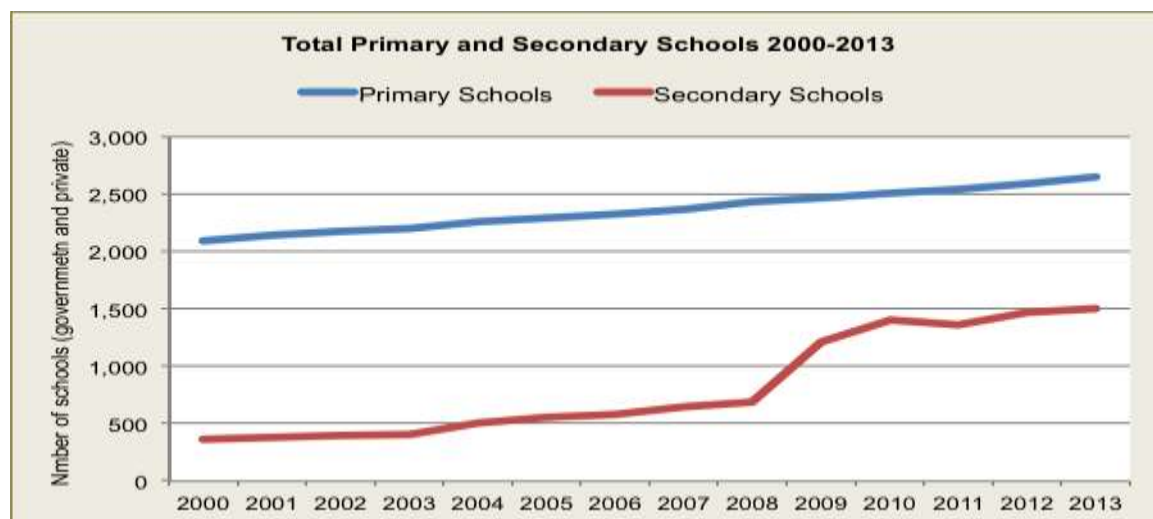
Source: MINEDUC EMIS, 2014.

With school expansion came dramatic increases in the enrolment of children in both primary and secondary education over the period of this review (Figure 3.2). Civil works initiatives, in particular the unconventional construction methodology instituted through the Nine Years Basic Education program, have increased primary schools around the country by 27% from 2,093 (2000) to 2650 (2013). Additional classrooms coupled with the abolition of school fees in 2003 resulted in major increases in primary enrolment. Following the replacement of school fees with government capitation grants there was an increase of over 100,000 students in 2003 compared to 2002.

Figure 3.2: Total Student Enrolments 2000-2013
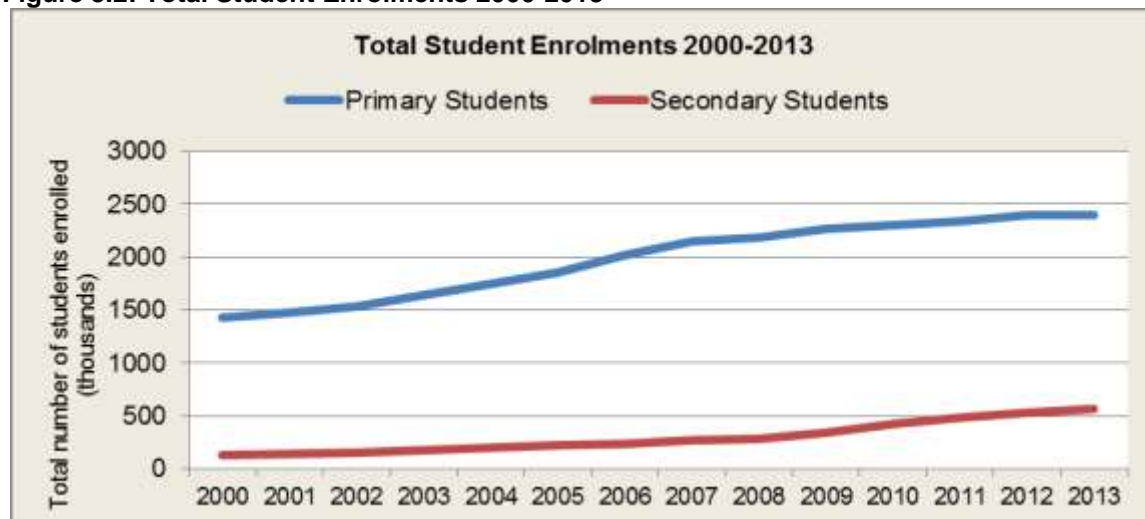
Source: MINEDUC EMIS, 2014.

Total primary enrolment increased by 68% from 1,431,692 (2000) to 2,402,164 (2013) students with a gender parity index (GPI) approximating 1.00 over the entire period. Even taking into account the most common barriers to education for girls such as parental attitudes, opportunity costs, domestic roles, and sanitation issues, Rwanda has experienced a considerable and equitable rise in girls' participation in early primary education. Where the gender ratio in 2000 was 50.4% (boys) and 49.6% (girls), it is now 49.3% (boys) and (50.7% (girls).

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[9] Including government, government-aided (most of them are faith-based) and private schools.

Gross enrolment rates (GER) have also increased during the period from 99.6% to 138.5%, most of which is accounted for by over-age students. At the same time, net enrolment rates have grown from 72.9% (72.5%, boys: 71.8%, girls) to 96.9% (95.7%, boys: 97.5%, girls). As Figure 3.3 indicates, net enrolment (NER) points to an optimistic trend for the future, all things considered. Current sector reforms such as curriculum and assessment are anticipated to have a further positive effect on enrolments.

Figure 3.3: Primary Net Enrolment Rates 2000-2013
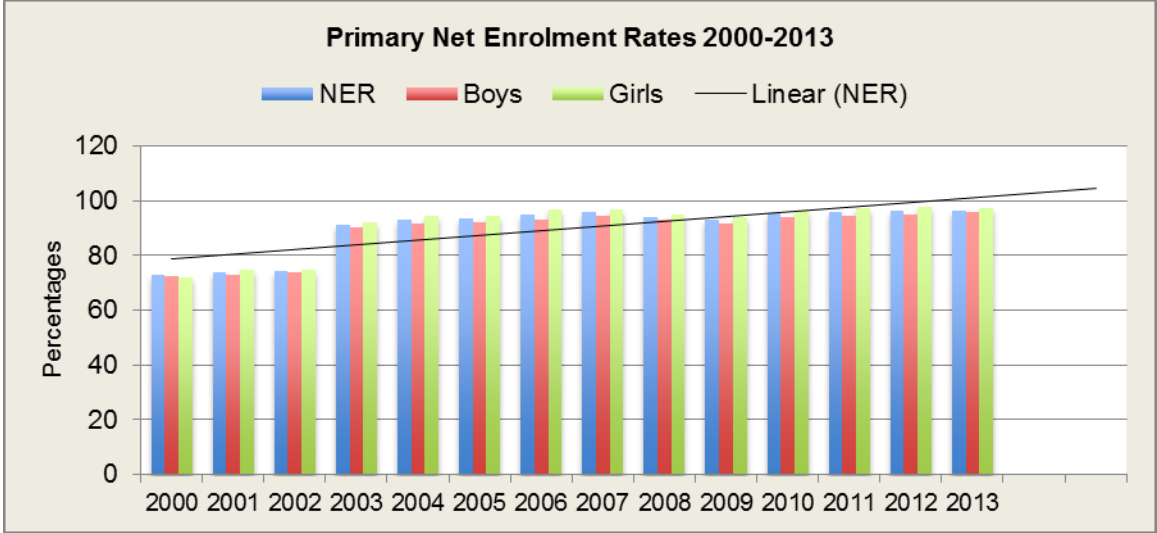
Source: MINEDUC EMIS, 2014.

EICV3 survey results show that primary attendance rates increase with household income although the disparity was most noticeable between the poorest quintiles Q1 and Q2, especially in the Eastern Province (MINECOFIN, 2011).[10] The Net Attendance Rate (NAR) of the poorest quintile increases the most and more children are entering school on time at the correct age with a very large increase of 14 percentage points of NAR of 7 year olds. There has been very little variance in NAR between urban and rural areas.

Figures 3.4 and 3.5 present the NAR derived from both EICV2 and EICV3 data by geographic and socio-economic characteristics. It shows that, across all Rwanda, equitable access to primary education improved since 2005–06, with the proportion of the population aged 7 to 12 at 92% in 2010–11. This represents an increase of about 6% in the five-year period. For further clarification, Appendix 9 provides a national overview of percentages of students not attending either primary or secondary, by sector, through mapping representations.

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[10] Net Attendance Rates (NAR) differ from Net Enrolment Rates (NER) in that they represent attendance within the week prior to the survey being conducted, whereas NER indicates initial enrolment in P1.

Figure 3.5: Net Attendance Rates by Province   **Figure 3.4: Net Attendance Rates by Quintile**
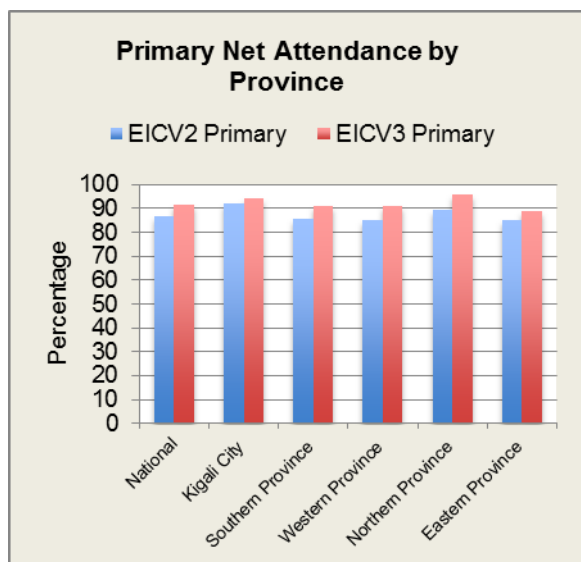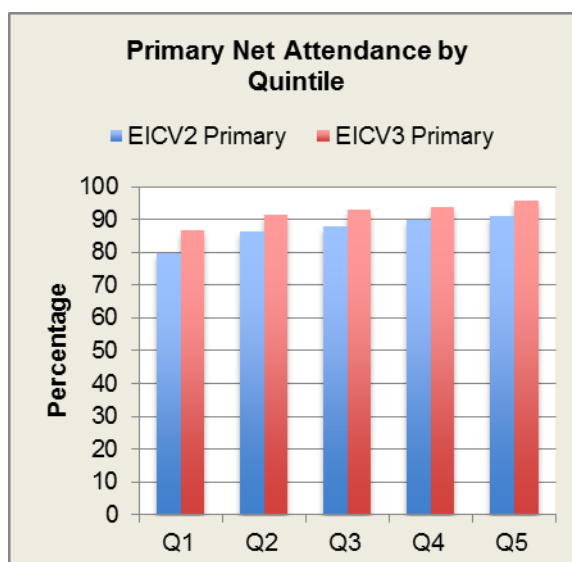
Source: EIVC2 (MINECOFIN, 2003a) & EICV3 (MINECOFIN, 2011)

In terms of internal efficiencies related to children's progress through the primary levels (P1-6), there have been some obvious improvements relative to the 2000 baseline (Figure 3.6). Promotion rates initially were 49.6% (not disaggregated by gender until 2007) with only one of every two students, on average, progressing through the grades. By 2012, 76.4% of students were promoted (75.6%, boys: 77.2%, girls), three of every four students being promoted. Repetition at 37.6% (2000) has declined to 12.5% (12.8%, boys: 12.2%, girls) by 2012, while dropout rates remained reasonably consistent throughout the period ranging from 12.8% in 2000 to 11.1`% (11.6%, boys: 10.6%, girls) in 2012.

These are national averages and tend to mask those areas of the country, which have lower or higher statistics; a closer analysis of district and sector will uncover those areas, which require further intervention to address repetition and dropout challenges at the primary level. If the situation remains the same, promotion rates will continue to increase with declining repetition rates; however, dropout rates will remain fairly static contributing to internal inefficiencies around human and financial resources.

Figure 3.6: Primary Education Progression 2000-2012
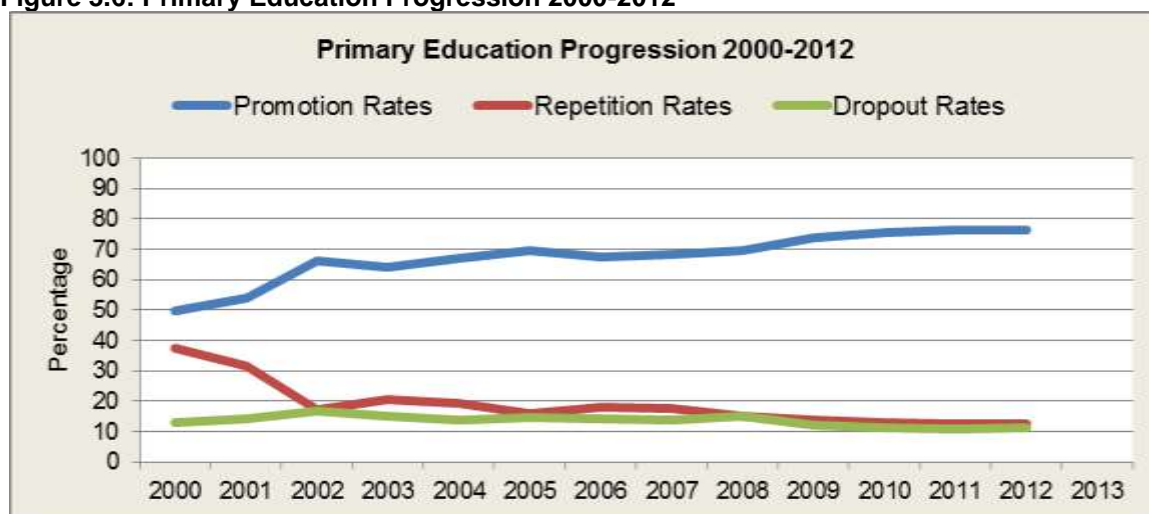
Source: MINEDUC EMIS, 2014.

GER and NER look at enrolment. The completion rate though gives us a bigger picture of those children who eventually enroll in P6 (Figure 3.7). Primary completion rates improved significantly from 2000-2011, with a slight decline in the past two years. This recent shift requires further understanding in order to return to the positive trend.

Figure 3.7: Primary Completion Rates 2000-2013
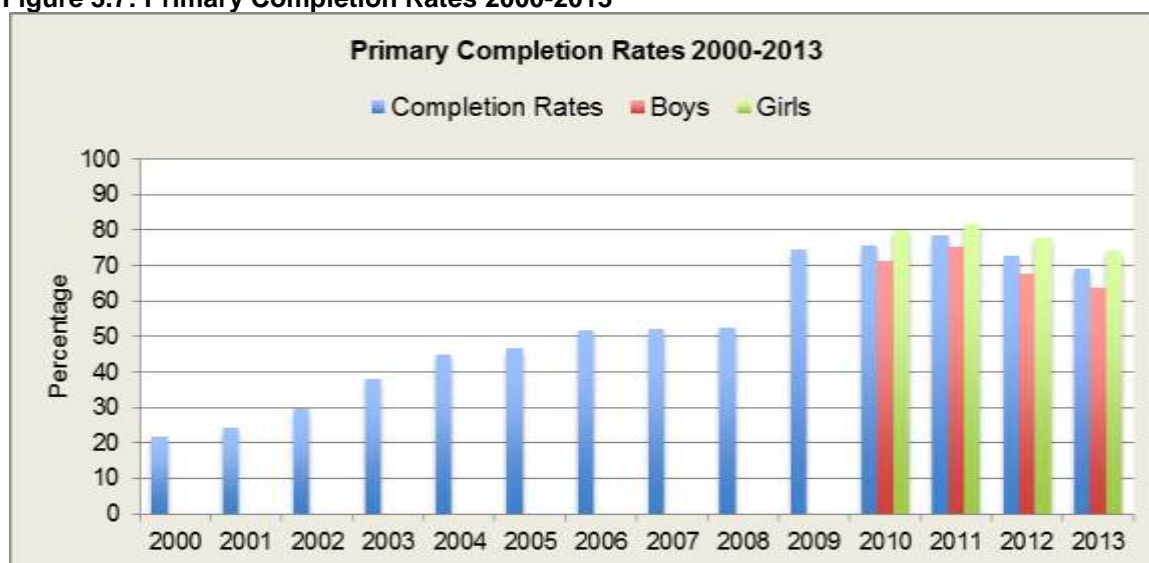
Source: MINEDUC EMIS, 2014 (2000-2009 disaggregated N/A).

What the overall data is telling us is that in Rwanda girls tend to enter primary school more often at the correct age than boys, they progress through primary grades more quickly than boys (less repetition and dropout) and tend to complete primary school in greater numbers at the correct age. This is in spite of the trend towards lower pass rates on examinations for girls – usually 5-10% lower than boys – as indicated in Table 3.1.

The Examinations and Accreditation Unit (REB) note that prior to 2008, primary examination pass rates were only recorded for those students selected to secondary boarding schools and thus appear to be relatively low (in the range of 20-30%).

Table 3.1: Primary School Leaving Examination Pass Results 2008-12

Primary School Leaving Exam	2008	2009	2010	2011	2012
	74.2%	68.0%	82.6%	82.8%	83.1%
Boys	78.6%	72.6%	85.0%	84.1%	84.6%
Girls	70.2%	64.1%	80.7%	81.6%	81.8%

Source: MINEDUC EMIS, 2014.

Following on from primary level, transition rates to lower secondary school had risen dramatically from 42.0% in 2000 to 95.0% in 2009 dropping, however, to 74.4% in 2012 (Figure 3.8). This recent decline may be attributed to: (i) over-aged students who choose to enter the workforce sooner rather than later either directly or after completing short courses at vocational training centres and (ii) the (non)availability of spaces in existing local secondary schools.

Figure 3.8: Primary Transition Rates (P6>S1) 2000-2012
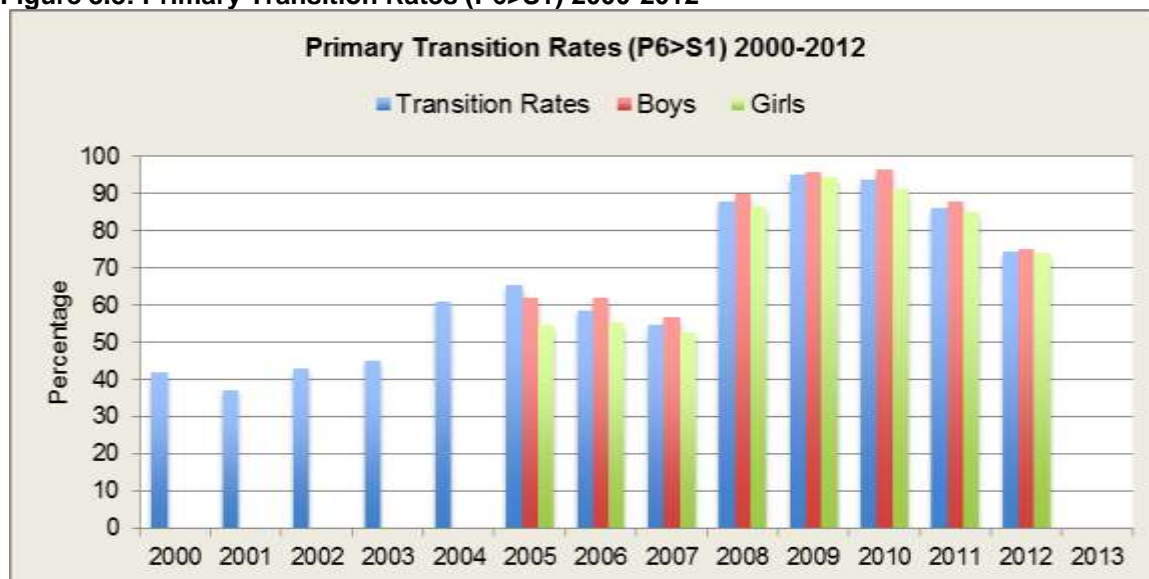
Source: MINEDUC EMIS, 2014.

3.2.2 Secondary education

As much as EFA Goal 2 focuses on universal primary (basic) education, Rwanda has made significant strides in recent years to improve access to secondary education, and thus secondary education is included in this EFA review. Secondary school and classroom construction (363 to 1,466 schools over the period as indicated in Figure 3.1) has been a cornerstone of student enrolments at lower and upper secondary levels with a 350% increase in demand from 125,124 students in 2000 to 566,370 students in 2013. As Figure 3.9 indicates, the rate of growth in recent years has been greater at lower secondary than upper secondary education in line with the Nine Years Basic Education initiative (2009-11).

Figure 3.9: Secondary Enrolment 2000-2013
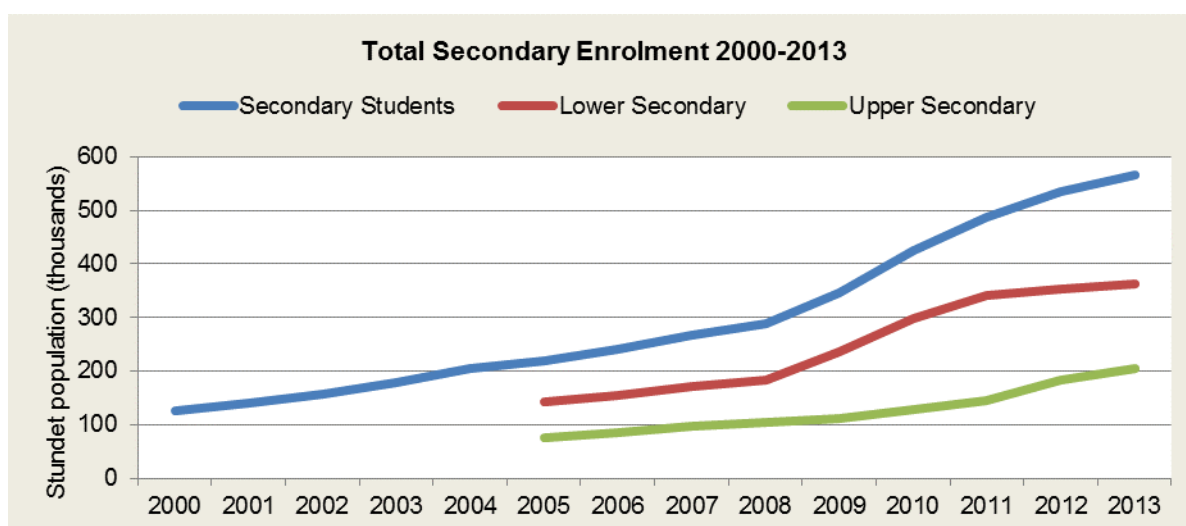
Source: MINEDUC EMIS, 2014.

Enrolment and progression rates at secondary were not disaggregated by lower and upper secondary levels until 2005 and by gender until 2007. However, they do provide a positive picture of change since 2000, as indicted in Figure 3.10. As at primary level, the gender ratios at secondary have shifted over the decade from 54.7% (boys) and 45.3% (girls) to

47.4% and 52.6%, respectively, with GPIs transitioning from 0.83 to 1.11, a considerable change during that time period (MINEDUC, 2014a).

Figure 3.10: Secondary Net and Gross Enrolment Rate 2002-2013
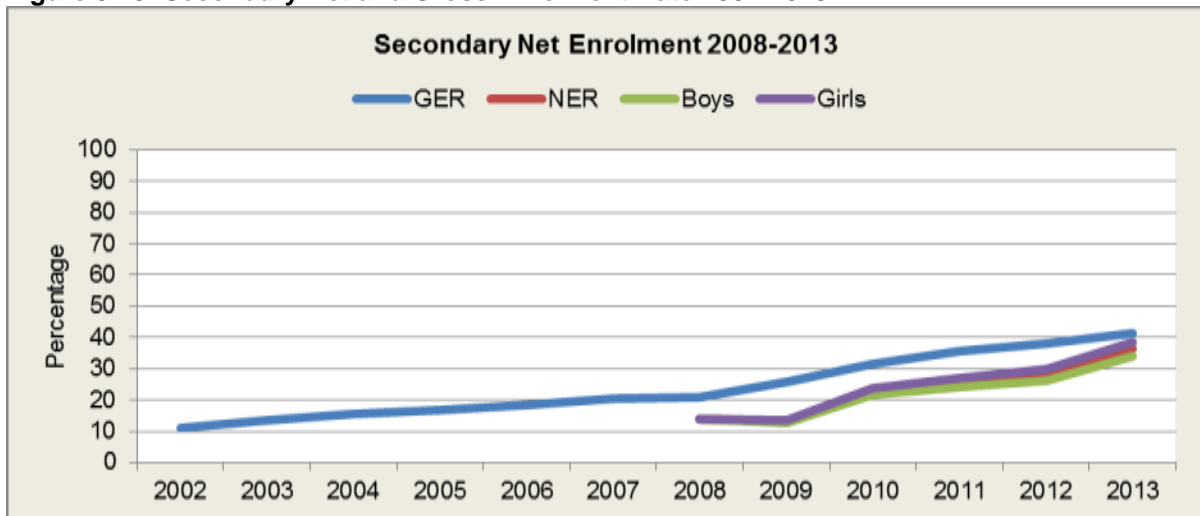
Source: MINEDUC EMIS, 2014.

With the increases in enrolment, the GER has risen on an annual basis from 11.2% in 2002 to 40.4% in 2013, which suggests that over-aged students are less of an issue than at primary level. A good news story is that the NER has more than doubled since 2008 from 13.9% to 36.4% (34.1%, boys: 38.5%, girls) in 2013. A contributing factor was the almost four-fold increase from 6.9% in 2011 to 25.4% in 2012.

While net attendance rate gaps have narrowed at the primary level since EICV2 (Figures 3.4 & 3.5), the disparity widened at secondary level. A large gap continues to exist between primary and secondary attendance, in general, and between Kigali and other provinces in secondary education (MINECOFIN, 2003a & 2011). Disparities between Quintile 1 and Quintile 5 will continue to widen with household costs required for upper secondary education, as was the situation prior to capitation grants being introduced at basic education levels.

Figure 3.12: Net attendance rate by province   Figure 3.11: Net attendance rate by quintile
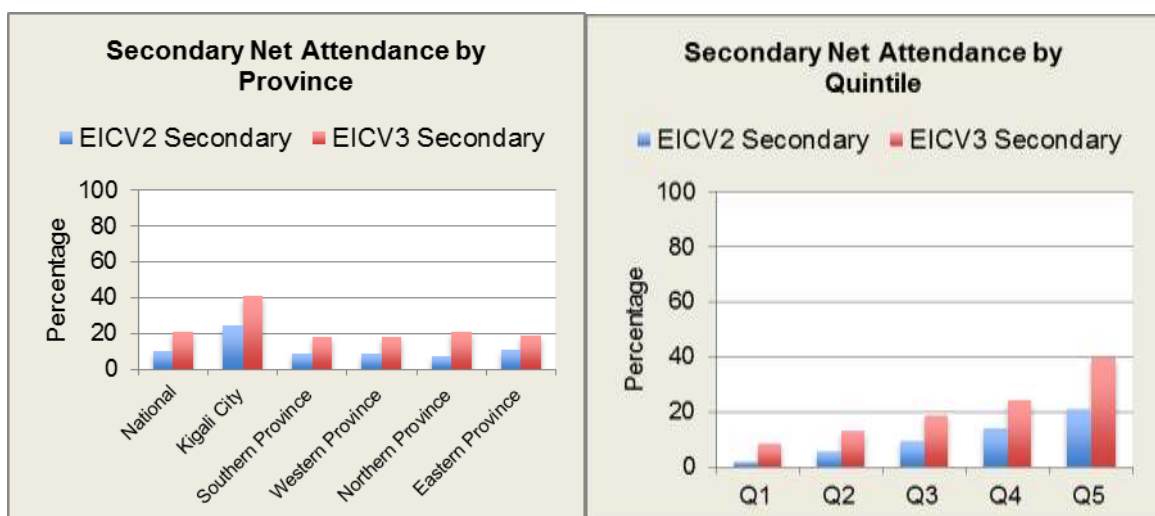
Source: MINECOFIN, 2003a and MINECOFIN, 2011

Although secondary education in 2000 enrolled less than 10% of the numbers as compared to primary, the promotion rate was considerably higher for secondary at 79.6%; four of every five students progressed as compared to one of two students in primary at that time. In more recent years, the promotion rates have converged although secondary remains higher than primary for all years.

In 2009, the 9YBE program increased equitable access to lower secondary education through school and classroom construction, which meant decreased dropout rates in that year due to reduced distances to local schools. The promotion rate, in that year, reached a high of 94.0% and repetition and dropout rates dropped to 4.4% and 1.6%, respectively. Thereafter, the rates returned to the status quo, due in part to the quality and relevance of education being provided at the time and opportunity costs as perceived by local families. While the repetition rate continues to decline at secondary levels, the dropout rate trends upwards resulting in declining promotion rates, as indicated in 2012. Repetition rates declined annually from 11.4% (2000) to 4% in 2012 (3.9%, boys; 4.1%, girls), while dropout rates have been fairly consistent over the EFA period until 2012 when they climbed to 11.8%.

Figure 3.13: Secondary Progression Rates
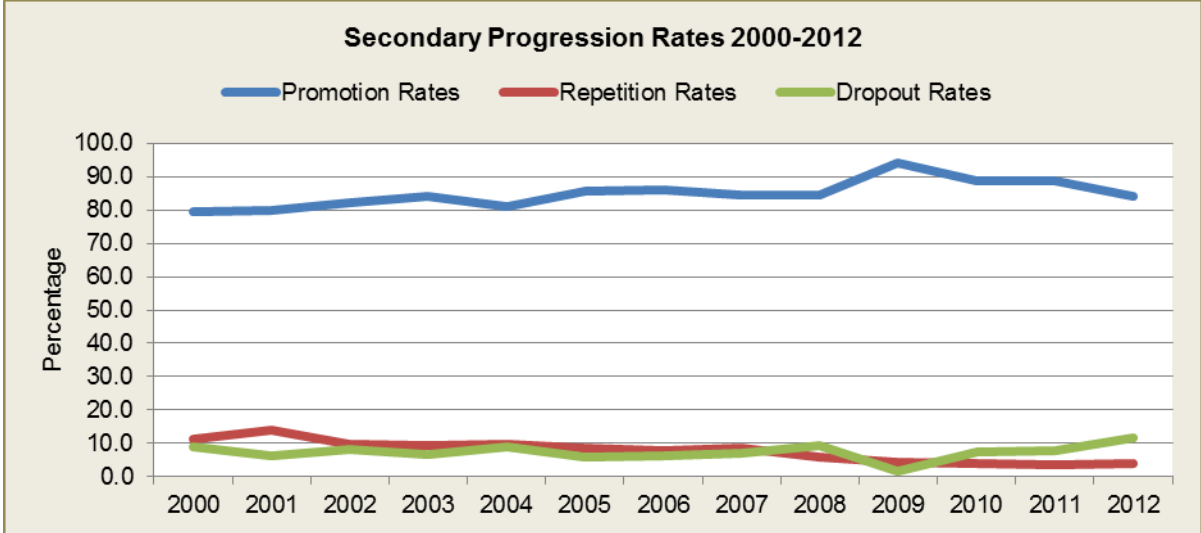
Source: MINEDUC EMIS, 2014.

3.2.3 Lower and upper secondary education

With disaggregated data after 2004, we get a clearer image of lower and upper secondary levels. Lower secondary enrolment more than doubled from 142,209 students (2005) to 361,522 (2013) with a dramatic GPI shift, in this case, from 0.91 (2005) to 1.16 (2013).

The increase at upper secondary approaches a tripling effect from 76,308 students (2005) to 204,848 (2013) with an initial GPI of 0.87 (2005) moving to the current GPI of 1.02 (2013).

Gender parity has been reached in secondary education on a national level, although disparities do appear at district levels, which can be addressed through targeted interventions in lower performing districts.

3.2.4 School Life Expectancy

School Life Expectancy (SLE) is a composite measure that indicates the total number of years of school a person of a given age can expect to receive in the future. It assumes that the probability of him/her attending school at any given age is similar to the current

attendance rate. SLE is an indicator of the overall development of an education system, with regard to the average number of years of schooling the system can offer to the eligible population, including those who have never attended school. A high value of SLE is an indication of a higher probability of children spending more years in school and higher overall retention within the education system. However, the expected number of years does not necessarily coincide with the expected number of grades successfully completed, due to repetition.

An average seven-year-old starting school in Rwanda is expected to stay for about 11 years in the education system. The chances for an average urban resident look better (about 14 years), especially in urban areas of Kigali and the Southern Province. The SLE for Rwanda of 11.3 years suggests that most seven-year-olds can be expected to enroll and complete 9YBE, even considering an average repetition of 1 year by students (MINECOFIN, 2011).

Table 3.2: School Life Expectancy by sex, province and area of residence

Province & area of residence	School Life Expectancy (SLE)		
	Male	Female	Total
Rwanda	**11.4**	**11.2**	**11.3**
Urban	13.8	13.4	13.6
Rural	10.8	10.8	10.8
Kigali City	**13.5**	**12.9**	**13.2**
Urban	14.4	13.5	13.9
Rural	10.3	10.5	10.4
South	**11.1**	**11.2**	**11.1**
Urban	13.6	13.6	13.6
Rural	10.8	11.0	10.9
West	**11.2**	**11.0**	**11.1**
Urban	13.2	12.8	13.0
Rural	10.9	10.8	10.8
North	**11.1**	**11.1**	**11.1**
Urban	13.3	13.1	13.2
Rural	10.9	10.9	10.9
East	**10.9**	**10.7**	**10.8**
Urban	13.1	13.0	13.0
Rural	10.7	10.5	10.6

Source: MINECOFIN, 2012.

3.2.5 Children in difficult circumstances

■ *Children with disabilities*

Universal primary education refers also to children in difficult circumstances. EMIS data collected since 2012 indicates that approximately 1% of primary students are children with disabilities (CWD) including hearing, visual and vocal impairment and intellectual and other physical disabilities (usually motor skills).

Table 3.3 indicates the number of children with disabilities enrolled in primary education and shows that the numbers decreased from P1 (6,235) to P6 (2,423) in 2012. The table reveals that in 2012 there were more boys than girls with disabilities enrolled in primary education (56.8% for boys as against 43.2% for girls in P1 and 54.8% for boys as against 45.2% for girls).

This data raises at least two questions: (i) Why are the numbers of CWD decreasing in upper grade levels, which may speak to the current low provision of education for CWD, and (ii) Are disabilities more prevalent in the male population and, if so, why?

Table 3.3: Children with disabilities (CWD) in primary schools in 2012

Grade	Hearing	Visual	Mute	Other Physical	Intellectual	Multiple Disabilities	Total	Gender Summary (%)	
								M	F
P1	669	759	454	2,065	1,792	496	6,235	56.8	43.2
P2	498	606	254	1,728	988	307	4,381	55.6	44.4
P3	445	650	243	1,679	627	282	3,926	54.9	45.1
P4	407	699	172	1,635	472	237	3,622	53.7	46.3
P5	382	670	157	1,560	352	155	3,276	53.6	46.4
P6	281	625	118	1,138	155	106	2,423	51.0	49.0
Totals	**2,682**	**4,009**	**1,398**	**9,805**	**4,386**	**1,583**	**23,863**	**54.8**	**45.2**
%	**11.2**	**16.8**	**5.9**	**41.1**	**18.4**	**6.6**	**100**		

Source: MINEDUC, 2013a.

While CWD are attending primary school in larger numbers than previously (73% of primary school aged CWD are attending school) due to heightened public awareness, enrolment campaigns and infrastructure improvements, teachers with little or no training in special needs education are hard-pressed to support these children in their classrooms. Rwanda's Fourth Population and Housing Census (RPHC) has presented a more accurate picture of the prevalence of CWD in Rwanda, which should enable education authorities to better plan for and implement local campaigns and special needs education programming for children (MINECOFIN, 2012). Currently, there are 12 special needs schools and 56 Child Friendly Schools in Rwanda, and UR-CE has developed a special needs education undergraduate program to build the competence of practicing teachers in this area.

■ *Orphans*

Children who are without parents (orphans) or of single-parent families comprise a small, but notable, element (~12%) within primary education – orphans at 1.9%, mothers-only at 6.4% and fathers-only at 3.5%. In some cases, orphaned children will be the head-of-household with considerable responsibility for younger siblings, while trying to attend school on a regular basis.

■ *Refugee children*

Rwanda, in partnership with UNHCR and UNICEF, operates five refugee and transitional camps for refugees who have entered the country from neighbouring nations due to civil conflict. UNHCR has taken the lead in supporting the education of refugees in Rwanda, as part of an agreement with the government (MINEDUC and MIDIMAR) that refugee children will be integrated into local schools. This approach has been extremely successful in Kigeme refugee camp, for example, with over 5,100 refugee children enrolled in local schools from the beginning of 2013. Pre-primary and ECD services are also provided in the camps for approximately 2,500 children between the ages of 1-6 years (MINECOFIN, 2012).

A school-feeding program started in September 2013 for all children and the attendance rate of students subsequently increased from 94% to 99%. School uniforms were provided to all primary school students, as well as scholastic materials. In preparation for the 2014 school year, 49 classrooms and 84 latrines were constructed by UNHCR in Mugombwa, where a new refugee camp has been established (UNICEF communication, June 2014).

3.3. Progress and strategies towards universal basic education

Rwandan education sector policies comply with major international goals and are consistent with the UN 2000 Millennium Declaration and the MDGs, particularly those that highlight the importance of universal primary education and the removal of gender disparities. The Rwanda government's commitment is also reflected in the evolving education strategic plans. The sector places emphasis on key indicators and targets (Common Priority Assessment Framework) to achieve the MDGs including primary net enrolment rates, primary completion rates, literacy rates, and gender parity indices at primary and secondary levels.

Policies such as Special Needs Education (2007) and Girls' Education (2008) contributed to progress for access of primary and secondary education in Rwanda. Five, in particular, had broad implications for universal primary education and transition to secondary education in Rwanda: 'Catch Up' Program (2002), Education Sector Policy (2003), capitation grants (2003), Nine Years Basic Education Policy (2009), and the Twelve Years Basic Education program (2012).

> **"THERE IS A STRONG POLITICAL WILL FOR EDUCATION IN RWANDA THAT FILTERS DOWN TO COMMUNITIES."**
> Permanent Secretary, MINEDUC

3.3.1. Catch-Up Program

In 2002, the Ministry of Education implemented the 'Catch-Up' Program for post-1994 orphans and other vulnerable children and adolescents who had little or no education. Students attended local primary schools for five hours each day participating in an accelerated program of P1-6 in three years with qualified teachers and Senior 6 graduates. The District Education Fund supported those children in Q1 and Q2 who were unable to pay school costs. 'Catch-Up' was also initiated by ADRA (30 schools) over the years to complement the ministry's efforts (22 schools). The ministry is currently phasing out the initiative, as there is less demand now due to free and compulsory basic education.

This programme filled a gap over the first decade for young people who had missed out on schooling during the mid-1990s, ensuring that they were able to acquire primary education as a springboard for other opportunities. Data from 2002-2010 is unavailable; however, it would appear that 4,160 students ranging in ages from 15 years old to the mid-50s participated in the program in 2012.[11]

3.3.2. Education Sector Policy

The Education Sector Policy 2003 was an effort to move beyond the post-conflict issues and take a broader view of the education sector, especially in terms of providing a school education for as many children as possible in line with the EFA global guidelines. Within the ESP, a number of policies and strategies were proposed for achieving greater access to education:

(a) Universal Primary Education shall be reached by 2010,
(b) Current 6 years of basic education shall progressively be increased to 9 years and where appropriate be under the same school administration,
(c) Basic education shall be provided to all Rwandans – women and men, boys and girls – by 2015,
(d) Teacher training shall be increased at all levels to reduce the pupil/teacher ratio,

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[11] The MINEDUC respondent indicated that data from 2002-2010 was not available as the previous program coordinator had not archived the information for post-2010 use.

(e) Scarce resources will be enumerated in the Medium Term Expenditure Framework (MTEF) – a tool for planning and management of the system in the short and medium term with close monitoring and regular evaluation.

Education for all Rwandans, highlighting the importance of schooling for girls and boys, was encouraged through public and private institutions. Collaboration with civil society and faith-based organizations was proposed for school construction and school management initiatives, while parental engagement in the development and operation of schools was to be publicized and encouraged. To ensure that no child was denied basic education, the government abolished the 300 RwF school fee and replaced it with an equivalent capitation grant. A special programme for out-of-school youth (war and genocide orphans, the victims of HIV/AIDS, disabled children, etc.) was to be established. Life-long learning was to be promoted throughout the country.

3.3.3. Capitation grants

The abolition of primary school fees in 2003 opened the gates for the 100,000 additional children who enrolled in P1 that year (Figure 3.2). In its place, the government created a capitation grant of 300 RwF per student to be used by the school for general operations and teaching resources. The capitation grant was extended to lower secondary education to promote 9YBE for all, in the hope of increasing enrolments while reducing dropout rates. In 2014, the grants stand at 5,000 RwF (primary) and 11,000 RwF (lower secondary and upper secondary schools).

To assess the impact of the scheme, an independent survey found that 90% of parents, students and teachers interviewed agreed that the capitation grant had contributed to increases in school enrolments, while 85% thought that dropout rates had improved over time with the grants (Transparency International Rwanda, 2012).

3.3.4. Nine Year Basic Education

The objective of ensuring all children could complete the full cycle of primary education drove the Nine Year Basic Education (2009-11) reforms, which have seen net enrolment rates and completion rates continue to improve over the decade, with gender parity in basic education enrolment achieved early on. This innovative approach, for which Rwanda was awarded the first **Commonwealth Education Good Practice Award 2012**, was a testament to the commitment and hard work of thousands of Rwandans, who supported classroom construction and the expansion of basic education (MINEDUC, 2012c). The following highlights the major components of the policy and their impact:

(a) *Construction projects* using the Rwandan community service tradition of '*Umuganda,*'[12] which managed to construct standardized secondary schools and classrooms at a lower cost in shorter periods of time with local labour and materials (unconventional methods) supplemented by government purchases of non-local materials such as steel and concrete. This resulted in a savings of an estimated USD49 million.

(b) Research shows that the further children have to walk to get to school, the less they will learn and the more likely they are to drop out. School construction conducted since 2000, in particular through the Nine Years Basic Education program, has provided schools closer to communities as compared to pre-2000, thus reducing travel time for

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[12] The last Saturday morning of each month is Umuganda, a national day of community service. The 9YBE program harnessed this cultural tradition to encourage local community construction of much needed schools.

many children. The integration of primary and secondary schools in one 9YBE 'campus' or compound has also reduced, what were previously greater distances for students progressing to secondary education.

(c) Teacher recruitment, training and deployment increased in order to staff new schools, while attempting to keep *pupil-qualified teacher ratios* (PQTR) within an acceptable range. PRESET programs were stepped up to accommodate increased numbers of candidates at primary and secondary levels. As Chapter 7 indicates, PQTR have remained at high levels due mainly to increasing numbers of children enrolling and continuing through basic education. This will require improvements in recruitment, deployment and the professionalization of teaching as a career choice for many young people.

(d) The introduction of an interim *double-shift system* in primary schools to reduce pupil-class ratios thus encouraging improvements in teaching and learning.

(e) *Teacher specialization* whereby teachers would teach two subjects, with the expectation that they would have greater content knowledge thereby providing improved instruction.

(f) A reduction in the number of required subjects from 11 to 5, thus generating more *instructional time* for each subject area.

(g) Introduction of *school-based textbook procurement* for nine years rather than six years of education.

(h) The introduction of *English as the medium of instruction* from P4 onwards mainly to integrate with the East African Community (EAC) and other Commonwealth nations and the introduction of ICT in education.

It was not without its challenges, the major ones being the implementation of such a large-scale investment in expanding capacity, managing growth and improving quality. Through leadership commitment, decentralized functions, public awareness and ownership of the 9YBE process, and teamwork at all levels the objectives of the process were achieved within the timeframe. This major national initiative was successful, due in large part, to the decentralized functions of local government at that time, which provided civil works expertise, supervision, funding mechanisms and monitoring.

3.3.5 Twelve Year Basic Education

The Twelve Year Basic Education program (12YBE) builds upon the 9YBE program begun in 2009. The aim is to expand basic education to S6 level as a way of growing post-secondary and TVET programs to meet the goals of the EDPRS2.

The program was implemented in 2012 with an S4 enrolment of 79341, of which 71% were in general academic studies (sciences, humanities and language option) and 3% in TTCs and 25% in TSS. The ESSP 2013/14-2017/18 target is 40% general academic and 60% TVET studies.

In order to meet infrastructure targets, 2,679 classrooms were identified for unconventional methods construction. There is a deficit of 468 TSS classrooms to accommodate 14,035 students and 388 VTC classrooms to accommodate 7,754 students. To expand TVET provision, a voucher system is offered to students enrolled in qualified private TVET providers, double shifting is instituted, and VTC students are instructed in TSS facilities, in some cases. ICT-based instruction is being used to accommodate larger class sizes.

Teacher supply is being addressed through the use of ICT instructional technology to upgrade available teachers. 475 newly qualified secondary teachers were recruited for S4 classes, while 205 newly qualified TVET instructors were deployed for TSS and VTC courses.

To encourage and support 12YBE teachers, 416 staff houses (1 per 12YBE school site) are under construction using unconventional methods in collaboration with the police, armed forces and the local community.

To meet the English language as medium of instruction requirements in 12YBE schools, it is anticipated that well over the current 918 School-Based Mentors (SBMs) will be required. Strong partnerships with partners such as DFID, USAID, UNICEF, VSO, British Council and IEE are underpinning the evolution of the 12YBE program.

One classroom at each school will be used as a school library, while science lab classrooms with equipment will be developed in 12YBE schools. 832 science kits are provided to schools without lab facilities. To support ICT programs, 300 additional schools will be electrified, primarily with solar power (MINEDUC, undated b).

ESSP 2013/14-2017/18 expects to achieve the following through 12YBE:
  (a) Expanding access to upper secondary (general academic, teacher training and demand-driven TVET) based on equitable access to fee-free and compulsory primary and lower secondary education.
  (b) Increased equitable access for students with special education needs at all levels.
  (c) Improved quality and learning outcomes across secondary levels.
  (d) Qualified, skilled and motivated secondary teachers and TVET instructors.
  (e) TVET competency-based curriculum linked to labour market requirements.
  (f) Public-Private Partnerships to expand secondary and post-secondary education.
  (g) Strengthened performance in science, technology and innovation at all levels.
  (h) Improved administrative and management support (policy, information, finance, human resources, etc.) for 12YBE.

3.4. Current challenges for universal basic education

The Minister of Education at the recent Joint Review of the Education Sector (June 19, 2014) reiterated the ongoing issue of dropout in Rwanda's schools and emphasized the urgent need to better understand the underlying issues in order to effectively address this national concern. This is perhaps the most telling indicator in the basic education system of equitable access and quality issues. For this reason, it is useful to look more closely at the issue of dropout in primary schools due to its impact on progression to secondary education.

3.4.1 Children leaving school early (dropouts)

The achievement of an NER in Rwanda approaching 100% indicates that almost all children aged 7 years are enrolled in primary school; however, it does not disclose the progress of all children through the primary levels. To learn those lessons, it is important to look at the annual progress of those cohorts and their survival or retention rates.

Retention rates are inversely proportional to dropout rates, which are themselves influenced to some degree by repetition rates, especially at primary level. There is less tolerance amongst families for repetition at lower secondary level than at primary level, thus students will leave lower secondary school early rather than repeat a grade level as they might in primary.

Figure 3.14: Cohort Gross Retention P1 to P6 (2005-2013)
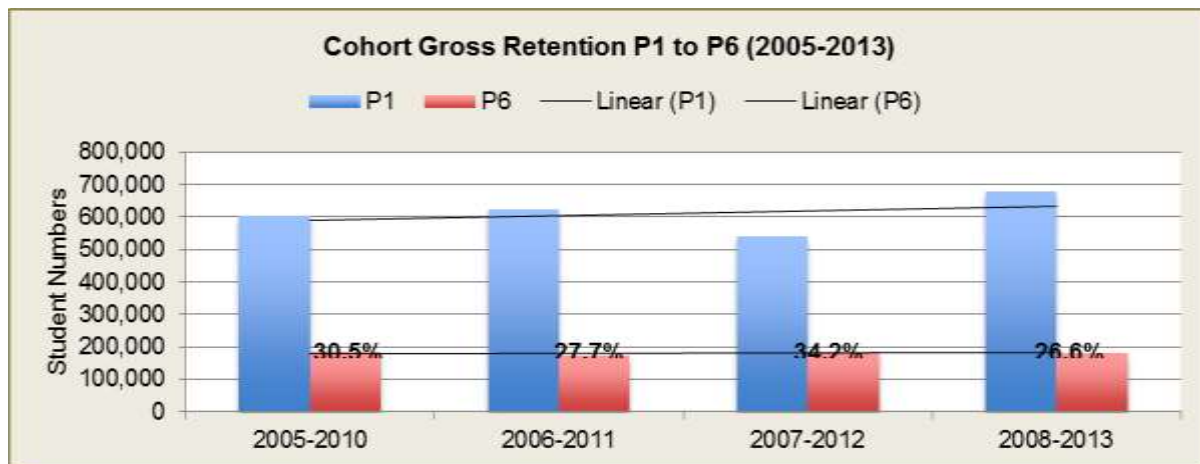
Source: MINEDUC EMIS 2014**.**

Experience tells us that late entry and repetition at primary level produce over-aged students and contribute to higher dropout rates. The gross attendance rate in 2012, at about 139, reveals that the population under 7 or over 12 attending primary school represented about 51% of the primary school-age population (MINECOFIN, 2012). This large proportion indicates the potential for drop out in the system. In 2012, this translated into 11.1% of 2,394,674 primary students dropping out or leaving school early, which is 265,809 children of school age in one year.

To highlight the retention issue further, Figure 3.15 plots the progression of children through primary education in 2010, as an example. Review respondents suggest that the higher dropout rate in P5 is the result of school personnel and parents using P5 as a filter for low performing children. Thus, in P6 the more academically capable students pass the examination successfully contributing to high promotion rates.

Figure 3.15: Primary Progression Rates (2010)
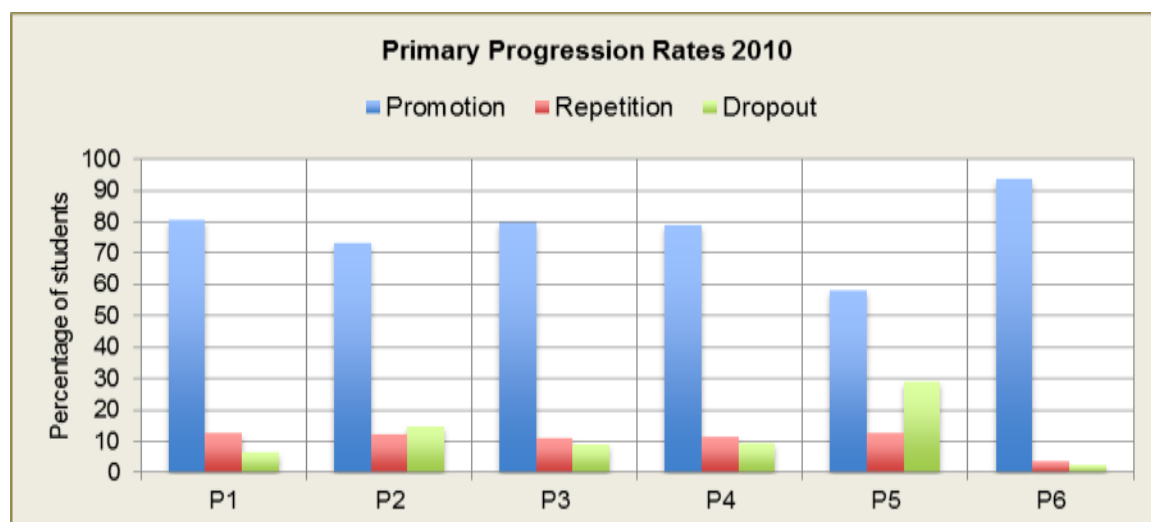
Source: MINEDUC EMIS 2014.

A recent Rwanda Education Board study indicated that students leave early or fail to return to school for many of the following reasons: (i) possible repetition of one or more years, (ii)

household costs beyond family's ability to pay, (iii) student's domestic responsibilities, (iv) parental attitudes around the value of education, (v) low achievement as national examinations approach, (vi) long-term illness, (vii) employment pull, (viii) little or no interest, (ix) teacher attitudes and behaviours, and (x) pregnancy. It found that less than 5% of girls in rural areas from poor families completed lower secondary school, due in part to their family's inability to spend a higher proportion of their income on their daughter's education (MINEDUC, 2013c).

Chapter 7 (Goal 6) discusses options for reducing repetition and 'drop out' through quality improvements.

3.5. Recommended priorities and strategies for post-2015

1. **Teacher professionalization:** The teaching profession needs to become more appealing to young people and second-career professionals[13] in order to address the demand-supply issues as basic education extends from primary to lower secondary to upper secondary levels. Public perception of the profession has considerable room for improvement as indicated by the fact that many young people see teaching as a 2nd or 3rd choice career. Contract and working conditions, including remuneration, require ongoing review and improvement, if the labour force demands generated by increasing numbers of children entering and progressing are to be met.

2. **Teacher workload:** Double-shifting, which was originally seen as a temporary measure to increase supply-side dynamics, has become mainstream in most, if not all, primary schools, thus adding to the daily preparation, teaching and assessment responsibilities of teachers. The demands placed on teaching and administrative staff by education reforms must be taken into account when designing and implementing initiatives, which although aimed at improving student learning outcomes can have unforeseen negative impact on the quality of education.

3. **Twelve Year Basic Education (12YBE):** This emerging policy and strategic planning will endeavour to expand upper secondary education delivery for general academic, primary teacher training and technical secondary education providing students with greater opportunities for further study and employment. The relevance, quality and continued funding of 12YBE is paramount in terms of public perception and participation.

4. **Special needs education:** The learning needs of CWD and other disadvantaged children are highlighted in the ESSP 2013/14-2017/18. Teacher education should be a priority in this area in order to provide effective teaching and learning for these children, many of whom are presently not enrolled in schools. The identification, referral and treatment of disabilities are an important basis for special needs education in collaboration with health authorities. Improving school construction designs to accommodate physically disabled students should also be a priority.

5. **Gender in education:** As data indicates, gender parity has been reached and, in many cases, surpassed with girls attending primary and secondary school in greater numbers. Particular attention should be given to the disparities in examination results; the continuous assessment system to be introduced in 2016 will monitor the performance of both boys and girls on a regular basis. To avoid a reverse situation in

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[13] Those adults who have been engaged in gainful employment or other fields of study and who wish to enter the teaching profession with previous life and work experience.

the future with boys lagging behind girls, a balanced approach to gender will go a long way to addressing disparities and inequalities throughout the system.

6. **Water, sanitation and health:** Improving WASH facilities and programs at all levels is of critical importance, especially in schools where large populations congregate on a daily basis. This is not just an issue of increasing girls' participation in education; it is also a public health issue around communicable disease through fecal-oral transmission.

CHAPTER SUMMARY: Universal basic education

Lessons Learned

- The replacement of school fees with government capitation grants in 2003 was the catalyst for a dramatic increase in primary education and girls' participation.
- The noteworthy success of the 9YBE program in 2009-11 generated challenges for upper secondary education in terms of requiring more facilities and qualified teachers, relevant curriculum revisions, improved and increased teaching and learning resources, financial investments, etc.
- Valuable contribution of unconventional construction methods (self-reliance through community-made solutions) to build 9YBE/12YBE schools and classrooms.
- Secondary education now requires a more comprehensive approach to further development in order to meet the increasing demand of girls and boys. The 12YBE program is addressing this increased demand.
- While repetition rates have declined over time, promotion and retention rates are impacted by relatively high dropout rates in primary education, which has a knock-on effect with transition and progression rates in secondary education.
- Annual education funding, in terms of unit costs per student, is most effective and efficient as repetition rates are reduced.

Emerging issues

- Repetition and dropout in basic education are chronic and impact on retention and survival rates, and recurrent costs of education – increasing numbers of students-at-risk that are potential OOSC and OOSY.
- Public perception around 9YBE and 12YBE is somewhat negative, while parents regard stand-alone secondary schools and private schools as being of higher quality.

Recommendations

- Continue to improve teacher recruitment, education and deployment to address demand-side dynamics.
- Address teacher workload relative to double-shifting and high PQTR.
- Improve completion and transition rates, whilst reducing repetition and dropout in basic education.
- Include survival rates as a major indicator at the national and district levels – provides a longitudinal picture of student progression and implications for future planning and interventions, rather than just a 1-year snapshot.
- Provide continuing support for OVC (orphans, poor children, children with disabilities) – encourage enrolment, up-grade facilities, provide training for teachers in special needs education, and enhance community awareness.
- Address the quality issues around the 9YBE and 12YBE programs.
- Continue to improve the quality of education through teacher education, curriculum and assessment, school leadership and management, community engagement, facilities and utilities, ICT and education funding.
- Continue to improve WASH facilities and programs to address girls' education and public health issues.
- Conduct ongoing needs assessments focused at PQTR, especially related to geographical distribution.

Chapter 4 : Youth and adult skills

Goal 3: Ensuring that the learning needs of all young people and adults are met through equitable access to appropriate learning and life skills programmes.

Global context

"The third EFA goal has been one of the most neglected, in part because no targets or indicators were set to monitor its progress… The most effective route to acquiring foundation skills is through lower secondary schooling. The lower secondary gross enrolment ratio increased from 72% to 82% over 1999-2011… Children need to complete lower secondary education to acquire foundation skills…

The number of out-of-school adolescents has fallen since 1999 by 31%, to 69 million. However, it has all but stagnated since 2007, leaving many young people needing access to second-chance programmes to acquire foundation skills…

Given that universal lower secondary education is expected to become an explicit goal after 2015, it is vital to assess where the world is likely to stand in 2015… By 2015, the proportion of countries reaching that level is expected to grow to 46%...this assessment is based on information from only 40% of all countries.

(EFA Global Monitoring Report 2013/4: Summary. Paris: UNESCO, 2014, pp.9-10)

4.1. Introduction

This chapter highlights the youth and unemployment situation in Rwanda and the growing TVET sub-sector and life skills programs as responses to the needs of young people and adults.[14] The whole area of technical and vocational education has been high on the government's agenda over the past decade as a way of addressing the need for a more skilled workforce, especially in relation to the objectives of Vision 2020. The EDPRS2 addresses the importance of youth employment in all sectors contributing to national productivity and development. As TVET has taken on a higher profile in recent years, sub-sector data since 2010 has become more available for review and decision-making purposes.

Since the focus of EFA is basic education, this chapter does not put an emphasis on higher education. However, the government has recognized its critical role in promoting primary, secondary, technical and vocational education, especially in teacher training, education research and development, which support the drive for EFA.

4.1.1. Youth unemployment

In 2012, the unemployment rate in urban areas (7.7%) was more than twice as high as the one at the national level (3.4%), whereas it was 2.6% in rural areas. Unemployment in Rwanda is an urban phenomenon that affects young people (16-35 years) more than adults. The unemployment rate among active youth (16–35) was 4.0% and 8.7% respectively at the national level and in urban areas, while it was 2.6% and 5.6% among adults (aged 36–65) (MINECOFIN, 2014a).

The level of education of the labour force is still low. 26% of the employed population have never attended school and 61% have attended only primary school. 47% of the unemployed population had a primary school level of education. According to the national census, approximately 200,000 secondary school aged adolescents (13-18 years) were not enrolled in formal education in 2012, thus contributing to the unemployed and under-employed youth of the country (MINECOFIN, 2012).

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[14] As the adult literacy rates include the 15-24 year old group, youth literacy is discussed in Chapter 5 (Goal 4).

The breakdown of the unemployment rate by the highest level of education showed that young persons with secondary and university levels of education are most exposed to unemployment. 13% of active persons with an upper secondary education level were unemployed and the unemployment rate was 10% for those who had attended university (MINECOFIN, 2014a).

By 2012, the largest group of people not working were students, who made up 11% of the working-age population. The majority of these 667,000 people were still completing secondary school, but some were also in post-secondary education. The smallest group of unemployed youth were the long-term unemployed, 46,000 people or 0.8% of that population. These people typically had a secondary school qualification, lived in Kigali, and came from a relatively high-income family. Many were 'queuing' for a formal sector job rather than engaging in informal sector activity or starting their own business (MINECOFIN, 2013a).

The EDPRS2 indicates that a key part of the challenge in reducing underemployment and unemployment amongst the young in Rwanda has to do with attitudes. Young people tend to overlook certain kinds of job such as "blue-collar" (technical trades), in preference for "white-collar" (office jobs). This further translates into a negative attitude towards learning skills related to those perceived blue-collar jobs. Diversification of career goals and the development of entrepreneurial skills and ways of thinking will encourage young people to have more success in entering the work force and market place.

4.2. Achievements since 2000

4.2.1. Technical and vocational education & training (TVET)

Structure of the current TVET system

The TVET system, with oversight by the Workforce Development Authority, is comprised of three streams including 320 schools: Technical Secondary Schools (TSS), Vocational Training Centres (VTC) and Integrated Polytechnic Regional Centres (IPRC). Many of these schools are the result of the rehabilitation of previously existing facilities and newly constructed infrastructure. As Table 4.1 indicates, facilities have increased by 120% since 2010.

Table 4.1: Growth of TVET schools and institutions

TVET Schools	2010	2011	2012	2013	Growth
VTCs	61	98	134	132	116%
TSS	77	151	163	167	117%
IPRC	2	2	8	9	350%
Total	**140**	**251**	**305**	**308**	**120%**

Source: MINEDUC EMIS, 2014.

- The **TSSs** include Senior 4-6 upper secondary levels and require passing grades at Senior 3 (lower secondary school) for entry. The selection of candidates, by REB, takes into account the student's preferences (3 choices from the subject combinations) and academic performance. TSS subjects include: agriculture, welding, electricity, tourism, electrical engineering, carpentry, general mechanics engineering, veterinary, automobile engineering, secretarial studies, building construction, civil works, automobile, accounting, ICT, hotel management, forestry, music, information management and electronics engineering (MINEDUC, 2013a). Successful completion of TSS courses permits graduates to receive certification in their area of specialization.

- The **VTCs** are open to lower secondary graduates and out-of-school youth providing short courses (6-12 months) and longer-term courses of 1-3 years. These courses are competency-based (mastery learning) modules developing the various skill levels from

foundational to advanced. Short-term basic skills training courses provided by Vocational Training Centres (VTC) have created new skills or augmented existing skills. Many off-farm jobs require technical skills or prior experience that may be difficult to acquire in rural communities. Local level initiatives to increase access to skills and training, through VTCs, help equip rural workers with productivity and employability-enhancing skills. These courses target competitive labour intensive subsectors such as agro-processing, retail, construction, transport, hospitality, and light manufacturing. A Hospitality Institute has been established to train employees for the public and private sectors.

- **IPRCs** require Senior 6 graduation and are recognized as post-secondary or tertiary institutions. There are currently 9 polytechnics (7 public, 2 private) accredited by WDA throughout the country, which offer diploma and advanced diploma programs.

Work experience opportunities through internships, apprenticeships and industrial attachments are currently integrated into TVET programs and/or being negotiated with the private sector. In addition to gaining specific skills, this can increase the individual's awareness of the skills demanded by firms and can help them decide which subsector of employment suits them.

Trends in TVET

Figure 4.1 offers a snapshot of the choices that people (14+ years of age) have made around vocational and technical training. The first group is most varied in composition and indicated their participation (15.7%) in apprenticeship schemes offered by the public and private sectors. The second group had been out of school during the year prior to the EICV3 survey (2010-11) of which 17.7% attended Vocational Training Centre (VTC) short courses. The final group surveyed had completed primary school and thus were eligible to proceed to secondary levels of technical education of which only 2.7% attended technical or vocational schools of some sort. The Ministry of Education and Workforce Development Authority are addressing these low choice rates by working to improve basic education completion rates and providing guidance to students about the training and employment opportunities presented through TVET.

Figure 4.1: Population of 14 years and above by type of vocational training received
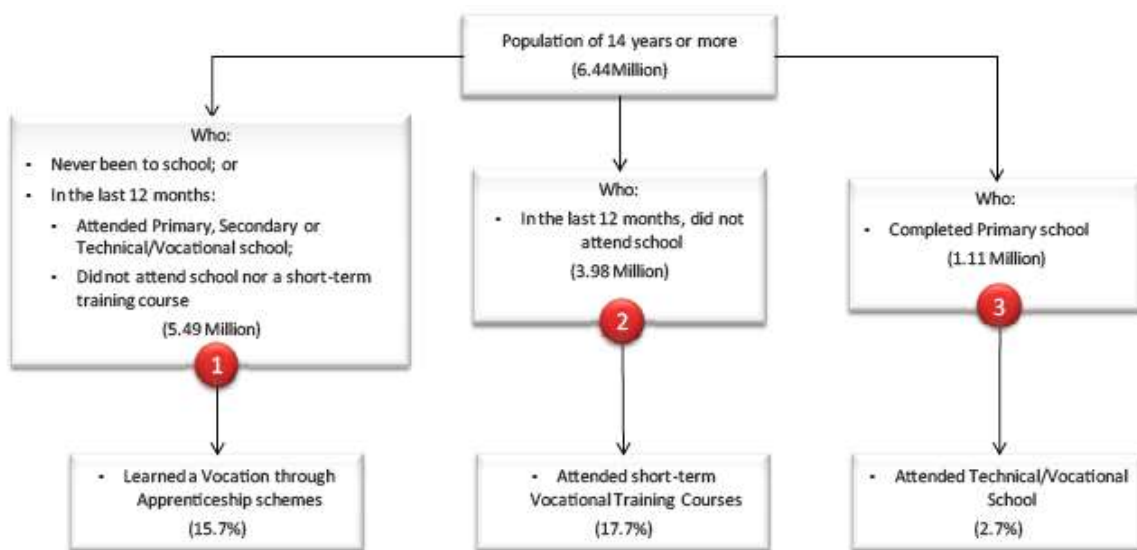
Source: MINECOFIN, 2011.

In spite of this depiction, there are an increasing number of students enrolled in TVET in Rwanda. Enrolment in VTCs has more than doubled in the four years from 2010 to 2013,

where many out-of-school youth who did not attain primary or lower secondary graduation are able to receive technical training for future employment opportunities.

At the Technical Secondary School (TSS) level, the GPI has been fairly balanced although shifting to males in 2013, while in VTCs it still trends towards higher male participation (Table 4.2). Although TVET tends to be a male-dominated sub-sector, the actual numbers of young women enrolling each year is growing. Even at post-secondary level (Integrated Polytechnic Regional Centre), while the GPI is heavily in favour of males, females are studying in higher numbers.

Table 4.2: Enrolment in TVET schools and institutions (2010-13)

Level	2010			2011			2012			2013		
	Students			Students			Students			Students		
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
TSS	47%	53%	44,526	50%	50%	55,033	52%	48%	58,431	54%	46%	64,866
VTC	49%	51%	6,814	61%	39%	11,315	60%	40%	13,557	64%	36%	15,592
IPRC	77%	23%	433	83%	17%	1,285	80%	20%	2,332	81%	19%	3,435
Total	**48%**	**52%**	**51,773**	**53%**	**47%**	**67,633**	**54%**	**46%**	**74,320**	**57%**	**43%**	**83,893**

Source: MINEDUC, 2014a.

4.2.2 Life skills

The current curriculum and timetabling in primary and secondary schools integrates some skills (health and HIV/AIDS awareness, environment) within subject areas. Life skills such as agriculture, financial literacy, arts and crafts, and workplace 'soft' skills are absent from most schools, except where the head teacher has initiated activities with teachers and students such as the Environment Club 'Market Garden' at Groupe Scolaire Gaseke (UNICEF, 2013). The curriculum reforms currently being prepared for 2016-18 will include more guidance and timetabling for practical life skills within schools, especially for adolescents.

As an important element of TVET, 'soft' skills in problem-solving and interpersonal communication as well as specific skills in basic literacy and numeracy, language skills including a basic mastery of international languages, ICT and financial literacy, are regarded as essential to a productive workforce. Investors are attracted to destinations where the local labour force has the required skill set at a competitive price, and education can also have a large role in fostering an entrepreneurial skill set.

To address the 'soft skills' factor, the *Akazi Kanoze* Youth Livelihoods Project funded by USAID has implemented a work readiness program to better prepare young people for the labour market. The comprehensive curriculum includes: (i) personal development (goal setting), (ii) interpersonal communication (team work, customer service), (iii) work habits and conduct (job applications and interviews, time management), (iv) leadership (effective styles, conflict resolution), (v) safety and health at work (regulations, hazards, first aid), (vi) worker and employer rights and responsibilities, (vii) financial literacy (budgeting and saving), and (viii) market literacy (business and entrepreneurship) (Akazi Kanoze, 2010).

There is not yet a formalized Career Guidance system in place in primary and secondary schools; however, the Ministry of Education is preparing such a program for students in partnership with the private sector. It will provide students with information on career pathways and opportunities aligned with available courses of study.

4.3. Progress towards meeting youth and adult learning needs

4.3.1 Policy context

To address the goals of the national social and economic vision, the Education Sector Policy (2003) highlighted the need for development of practical and vocational skills amongst young people. In order to address the ongoing requirements of the labour market, while contributing to the evolution of the local and national economies, Technical and Vocational Education and Training (TVET) was promoted, specifically in the formal sector. Diversification of vocational training opportunities were to be given special attention for primary school leavers into secondary education levels and for out-of-school children and adolescents linking them with literacy programs. Technical secondary schools and training centres were proposed to meet this demand to include work experience or on-the-job training for young people.

By mid-decade, the EDPRS I (2008-12) highlighted that expanded access to TVET and ensuring that existing centres were adequately equipped were key to Rwanda becoming the ICT hub of the region. At that time, the total number of TVET graduates was predicted to reach 135,000 by 2012. In order for this to occur, instructors had to be retrained and new ones trained increasing their numbers to 300. Five regional vocational training centres (VTC) were to be established to coordinate training activities in their respective geographical jurisdictions. On the planning side, a lack of baseline data at the time (2007-08) for target-setting with regard to youth meant that targets were set on expectations rather than evidence-based data. This has since been rectified through various government and development partner surveys (i.e., DHS, EICV, Census, MINEDUC, UNICEF, DFID, etc.).

Prior to 2008-09, the government was involved in technical training at a minimal level. In order to address the issues put forward by EDPRS I, the TVET Policy was developed by the Ministry of Education and adopted by the Cabinet in 2008 (currently under review, 2014). The Ministry of Education, as the lead ministry for TVET, provides policy and implementation monitoring and evaluation, while collaborating with other line ministries such as Labour, Infrastructure, Finance, Commerce and Agriculture. The Workforce Development Authority was established in 2009 as the implementing agency. As an indication of the high priority now given to TVET by the government, the Minister of State (Technical and Vocational Education & Training) was appointed in 2013 to provide oversight of the sub-sector's development. The ESSP 2013/14-2017/18 highlights the importance of the TVET sub-sector through strategic planning and increased budget allocations.

4.3.2 Workforce Development Authority initiatives

The *National TVET Qualifications Framework* (NTQF), implemented in 2012, has multiple entry and exit points to the TVET system using a course-modules system, allowing students to join and leave at different stages depending on their experience, and aims to empower them with hands-on skills that directly respond to industry needs.

A *career guidance* framework has been drafted by WDA that will provide guidance to secondary students to help increase awareness of technical education and opportunities in the work place. It is anticipated that by 2017, 60% of secondary students will have chosen the TVET streams, while 40% will continue in the general, academic subject combinations (i.e., Science, Humanities, Languages and Teacher Education). As of 2013, 36% of upper secondary students were enrolled in TVET courses, while the largest proportion (40.5%) were enrolled in the Science stream (MINEDUC, 2014a).

WDA has developed *partnerships* with various private sector and bi-lateral organizations to help support the development of vocational and technical education in Rwanda. Sector Skills Councils (SSC) were established under the Rwandan Development Board (RDB) with WDA and industry representatives to encourage industry to have input into the relevance of TVET curriculum and training, especially in relation to the quality of graduates entering the work force. There are currently nine SSCs including: agriculture, construction, energy, financial services, hospitality and tourism, ICT, manufacturing, media and entertainment, and mining.

In this regard, WDA is also participating in a '*manpower survey'* with the Ministry of Labour to acquire up-to-date information on *labour market requirements*, which will inform decision-making on TVET policy and strategies. Various project initiatives are ongoing with bilateral partners such as GIZ, BTC, DFID, KFW, AfDB, World Bank, JICA, KOICA, Switzerland, Netherlands and China among others providing technical and funding support.

The Rwanda Education Capacity Needs Assessment revealed that WDA enjoys strong political support while operating with development partner support (DFID, 2012). Policies, strategic plans and programming are being developed and revised to address the heightened profile of TVET in the government's agenda. The assessment indicated that WDA personnel require further professional development and experience with high level policy-making, planning and management in order to optimize their impact on achieving sub-sector objectives.

4.4. Current challenges for technical and vocational education

Several challenges remain in the TVET sub-sector, which WDA is working to address on an annual and longer-term basis:

(a) **Low public perception:** The less than positive perception by young people and parents about technical education has tended to diminish the potential for development in the past; however, WDA is applying itself to change this mindset through awareness and guidance initiatives.

(b) **High costs:** TVET is a more expensive form of education and training requiring infrastructure and equipment beyond the scope of traditional general education. Funding initiatives and partnerships are critical to the successful implementation of TVET programs.

(c) **Out-dated curriculum:** The curriculum is somewhat out-dated relative to advances in technology and is currently being revised based upon the National TVET Qualification Framework.

(d) **Lack of qualified instructors:** A lack of qualified and experienced vocational and technical instructors is problematic. In 2012, only 15.4% of instructors had the minimum qualification of an Advance Diploma in Technical Skills (MINEDUC, 2013a). While the VTC pupil-instructor ratios are fairly low at 13:1, the quality of instruction is in question relative to this issue due in large part to a lack of pedagogical skills.

(e) **Low domestic production:** A complementary issue is the limited production of quality local products in Rwanda resulting in considerable import requirements. TVET is regarded as a major effort to improve domestic production resulting in more effective and efficient pricing and acquisition of goods and services.

4.5. Recommended priorities and strategies for post-2015

The Minister of State (TVET) emphasizes that "Education touches everyone" and is the starting point for inclusive economic development. The vision for TVET envisages increased public and private investment, curriculum and training aligned with private sector needs, flexible delivery systems, effective quality assurance, and start-up capital for entrepreneurs. Examples of government initiatives to improve TVET include:

"EDUCATION TOUCHES EVERYONE."
Minister of State (TVET), MINEDUC

1. WDA is currently planning for the establishment of two **Technical Training Institutions** affiliated with IPRCs, one in Kigali and another in Huye District (Southern Province), to provide an integrated technical and pedagogical program for instructors in TVET programs. This will professionalize the TVET instructors and improve the quality of technical education offered to prospective students, particularly in light of the anticipated 60:40 ratio between technical and general academic students.

2. **Special schools** are being contemplated for areas such as music and mining to further develop the arts and cultural community and the natural resources sector.

3. The Ministry of Infrastructure is working with WDA to establish partnerships around public housing projects, which would provide **on-site work experience** for students while integrating new technologies in the VTC curriculum.

4. The whole area of **apprenticeship** for young people will be explored further as domestic industries develop over time. The Ministry of Infrastructure is currently developing policy requiring contractors and developers to accept TVET apprentices in future civil works projects.

5. A national **Youth Mentorship programme** has been proposed by the EDPRS2, with the goal of raising awareness amongst the youth about the opportunities that are available in both the private sector and through government schemes, and to inculcate a culture of hard work, entrepreneurship and independence. Modelled on the successful community health worker programme, local government would coordinate a network of successful entrepreneurs to provide regular monthly guidance sessions with youth in which they can impart knowledge and skills.

CHAPTER SUMMARY: Learning needs of youth and young adults

Lessons Learned

- WDA enjoys strong political support while operating with development partner support.
- Practical, hands-on experience is vital to relevant and effective skills-based learning at all levels.
- Formalized TVET programs in technical upper secondary schools, vocational training centres and polytechnics are becoming more popular with young people as an alternative pathway to employment.
- Work experience opportunities, apprenticeships and industrial attachments (internships) are effective methods of developing knowledge and skills, while increasing young people's awareness of workplace expectations.
- Through increasing awareness, young women's participation in TVET system is growing although this sub-sector tends to be male-dominated.
- TVET is a more expensive form of education than primary and secondary due to equipment and material costs.

Emerging issues

- Public perception of TVET as 'second-class' compared to higher education.
- As the basic education experience has shown, increased student access brings with it considerable supply and demand issues. The TVET sub-sector will experience similar challenges around appropriate funding; quality teaching and management personnel; relevant curriculum and assessment; facilities, equipment and learning materials; and strong partnerships with the private sector.
- Harmonization challenges of TVET programmes with advances in technology and with regional qualifications frameworks.

Recommendations

- TVET programs should be high quality and demand-driven providing students with the skills and competencies they required for employment.
- Adoption and implementation of the revised Technical and Vocational Education and Training Policy in a timely manner.
- Ensure a clear overview of the roles and responsibilities of all stakeholders including MINEDUC, WDA, RDB, private and industrial sectors, non-governmental organizations, etc.
- Ensure adequate levels of public and private investment in the TVET sub-sector.
- Strengthen the relationship between public and private partners though mechanisms such as the SSCs, in order to improve the efficacy of the TVET sub-sector.
- Complete the Manpower Survey in order to assess the labour market requirements in Rwanda relative to present levels of TVET offerings – improve tracking systems of graduates.
- Ensure that TVET instructors are trained and up-graded to appropriate competencies under the National TVET Qualifications Framework, which itself should align with regional qualifications frameworks.
- Increase public awareness of government and private sector financial and technical support services for entrepreneurial start-ups.

Chapter 5 : Adult literacy

Goal 4: Achieving a 50% improvement in levels of adult literacy by 2015, especially for women, and equitable access to basic and continuing education for all adults.

Global context

"Universal literacy is fundamental to social and economic progress. Literacy skills are best developed in childhood through good quality education. Few countries offer genuine second chances to illiterate adults. As a result, countries with a legacy of low access to school have been unable to eradicate adult illiteracy…

The number of illiterate adults remains stubbornly high at 774 million, a fall of 12% since 1990, but just 1% since 2000. It is projected to fall to 743 million by 2015…Women make up almost two-thirds of the total, and there is no progress in reducing this share since 1990. Of the 61 countries with data, around half are expected to achieve gender parity in adult literacy by 2015, and 10 will be very close."

(EFA Global Monitoring Report 2013/14: Summary. Paris: UNESCO, 2014, p.10)

5.1. Introduction

Ensuring that the adult population is equipped with basic literacy and numeracy skills remains a priority within Rwanda's education sector. It enables women and men to more fully engage in the social, political and economic life of their communities, and equips them with the skills to improve labour productivity through small and medium enterprises. Continuing to provide and support national adult literacy programs and initiatives creates a dynamic, productive and literate population, which will attract further investment and development.

Definition of literacy

Literacy, as defined in the Rwanda Census 2012, is the ability to both read and write with understanding. A literate person is one who can both read and write a short, simple statement on his or her everyday life. An illiterate person is one who cannot, with understanding, both read and write such a statement (MINECOFIN, 2012).

A UNESCO study conducted in five selected African countries (Ethiopia, Kenya, Namibia, Rwanda and Tanzania) revealed that there is a general, limited understanding of life-long learning – it is most often referred to as adult education (Walters, Yang & Roslander, 2012). According to Rwanda education sector personnel interviewed, ***continuing education*** for adults in Rwanda is not exclusive to adult literacy and numeracy programs provided by government and non-governmental partners. Further to this, literacy graduates are able to enroll in technical and vocational short courses at regional VTCs to acquire employable skills. Continuing education also occurs through private sector training facilities (i.e., hairdressing, mechanics, tailoring, secretarial, etc.). Professional development for current employees in the public and private sectors is also considered to be continuing education, in line with 'lifelong learning'. While continuing education is available in practice, there is no generally accepted definition, policy or guidelines associated with it at this time.

5.2. Achievements since 2000

The adult literacy rate has been improving as expected over the past decade moving from 51.4% (2002) to 68% (2012), this is an improvement of 32%[15]. The youth literacy rates have increased to 84.6% (15-19 years) and 79.9% (20-24 years). This is short of the 2015 goal of

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[15] This is calculated as the percentage increase over ten years (68%-51.4%) divided by 51.4%. It is also referred to as the growth rate.

a 50% improvement; however, it does bode well for the eventual achievement of this objective. Overall, 65% are literate in one of the three official languages of the country: Kinyarwanda, English or French (MINECOFIN, 2012).

Figure 5.1 presenting adult literacy rates by five-year age group and sex, shows that, except for the 15-24 year old cohort, adult literacy rates are generally higher among males (73%) than females (65%). As this younger cohort matures, the disparity between male and female will decrease considerably and possibly continue to reverse relative to the current gender gap amongst the older cohorts (25-85+), thus affirming the relevance and impact of primary and secondary education on literacy competencies. Reductions in gaps are also evident across provinces, i.e., females (15-19) 85% in the East and 92% in Kigali (MINECOFIN, 2011).

Figure 5.1: Literacy rates among the population aged 15 and above by age group and gender
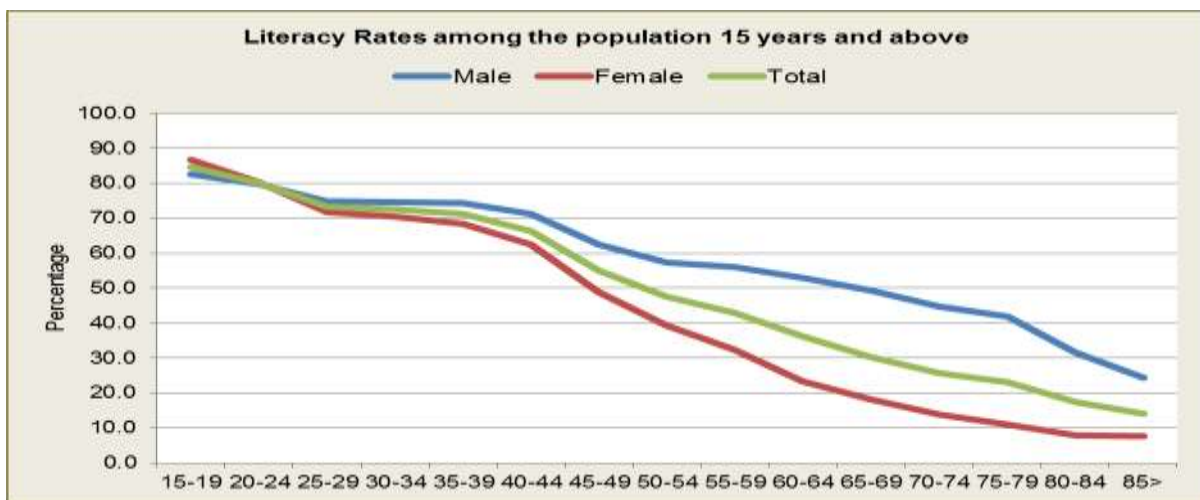
Source: MINECOFIN, 2014b.

Figure 5.2 presents the distribution of the population aged 15 years and older by literacy and its variations by area of residence, gender and provinces. It indicates that urban literacy rates are higher than rural areas (82%:65%). As noted above, literacy amongst males is generally higher than females, although the disparities are reducing over time, especially driven by the high participation of females in adult literacy programs around the country (see below in this chapter). Kigali City has the highest literacy rate at 85% with the other four provinces equally distributed at around 65-67%.

Figure 5.2: Distribution (%) of the population aged 15 years and above by literacy.
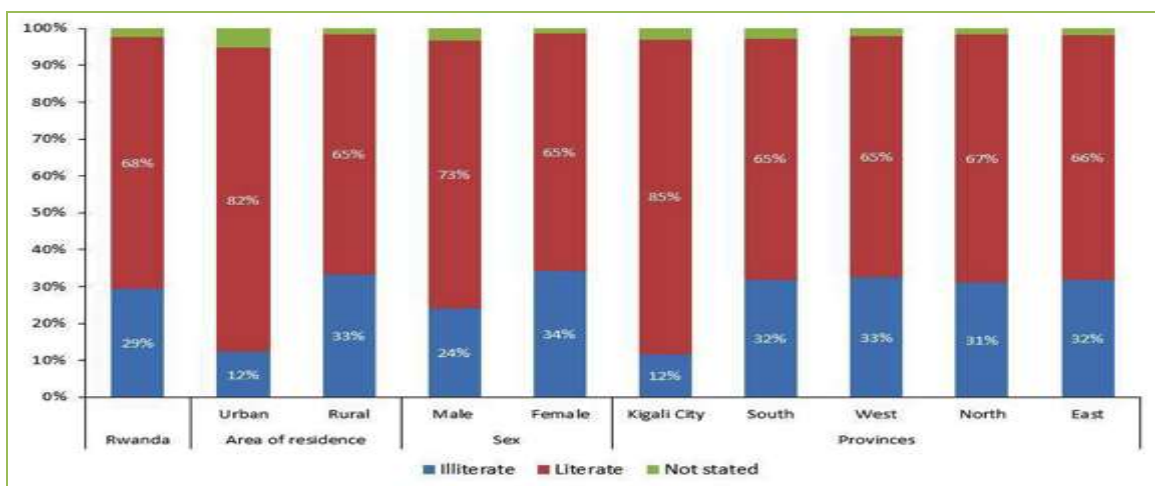
Source: MINECOFIN, 2014b.

When progress is measured against the EICV2 2005–06 results, the fastest growth in literacy among the population aged 15 and above was observed in rural areas (where growth is found to be twice as fast as in urban areas); in the Eastern Province (where growth was four times faster than that observed in Kigali), and among the population in the first and poorest quintile (among which the growth was three times as fast as that observed among the population in the highest consumption quintile) (MINECOFIN, 2011).

67.3% of the population has attained some level of primary and secondary education, which is a major contributing factor to improved literacy rates (urban, 72.1%; rural, 67.4%). This data paints a picture of the impact of education on current literacy levels in Rwanda and the potentiality of improvements in the rates over the next number of years (MINECOFIN, 2012).

Higher literacy rates amongst women have been found to contribute to improved school enrolment, attendance and learning achievement of children, where mothers recognize the importance of education for their families (UNESCO, 2014b).

Literacy plays a large role in addressing health issues in Rwanda. For example, people who are more literate are more likely to be better informed on a wide range of other beliefs and facts about HIV/AIDs. Education's strong contribution to HIV prevention has been put forward as an explanation for the remarkably fast decline in national prevalence rates to an estimated 3% in the general population aged 15-49 years (MINISANTE, 2010)

Moreover, "children of educated mothers are much less likely to contract malaria, as is shown by an analysis of Malaria Indicator Surveys in Angola, Liberia, Madagascar, Nigeria, Rwanda, Senegal, Uganda and the United Republic of Tanzania. For example, the odds of children carrying malaria parasites was 44% lower if the mother had secondary education than if she had no education," (UNESCO, 2014a: 165). In Rwanda, the National Malaria Control Program has shown that malaria incidence declined by 70% between 2005 and 2010. During this period, malaria cases reported in outpatient visits declined 60%, and mortality due to malaria inpatient admissions declined by 54%. This is due to both education and health sector efforts over the past decade (UNESCO, 2014a).

5.3. Progress towards improving adult literacy

MINEDUC, development partners and civil society have implemented various programs and project activities to improve literacy levels in Rwanda over the past decade.

5.3.1 Ministry of Education

The Adult Literacy Policy and Strategic Plan (2014/15-18/19), which was approved last year, outlines the government's goals and objectives around literacy supported by plans for implementation over the next five years. The policy features: (i) alignment of non-formal and adult education to overarching national socio-economic development plans, particularly with regard to poverty reduction, democratic participation, social cohesion and national unity; (ii) on line with universal basic education, attention is paid to alternative basic education for out-of-school children and youth; (iii) literacy or functional literacy represents the priority program area of non-formal and adult education; and (iv) literacy programs become more and more combined with income-generation skills and sustainable community development.

Table 5.1: Adult literacy growth

Indicators	2012	2013
Number of adult literacy centres	**5,017**	**4,725**
Total learners	**145,065**	**127,801**
Males (%)	36.8	39
Females (%)	63.2	61
GPI participants	1.70	1.56
Total instructors	**6,227**	**5,778**
Males (%)	65.6	64
Females (%)	34.4	36

Source: MINEDUC EMIS, 2014.

The Ministry of Education has provided oversight and guidance for adult literacy centres (Table 5.1) which take place in classrooms after school hours, churches, community halls, and local government offices. These programs have been established and sustained by the Ministry of Education (46%) and non-government/faith-based organizations (54%), although the number of centres, students and instructors declined in 2013 as non-governmental programs tend to be project-based and thus contingent upon short-term external funding sources.

The highest demand for adult literacy programs has been from women in the four provinces outside Kigali City (rural trend); women participate at a rate of 2 to 1 compared

> **"WOMEN PARTICIPATE IN COMMUNITY LITERACY PROGRAMS AT A RATE OF 2 TO 1 COMPARED TO MEN."**
> Adult Education Professional, MINEDUC

to men. Certificate programs are held over 12 months conducted by volunteer community instructors using curriculum and teaching materials (textbooks and teacher guides) prepared by REB (Curriculum) and adult literacy partners. Courses improve functional literacy (reading and writing) and numeracy (operations and fractions), and personal budgeting. In some centres, basic conversational English has been initiated for those students who are interested.

5.3.2 Development partners and civil society

Faith based organizations and national and international government organization have been very involved in operating community literacy centres over the years complementing government centres in order to provide literacy services to a wider audience. ADRA and other organizations such as Concern, Wellspring Foundation, ADEPR and UNESCO[16] have been successful in integrating training for parents around the value of education for their children in literacy and school-community programs.

As noted, primary and secondary education has contributed to rising literacy levels in Rwanda and thus the efforts being made in basic education provide a strong foundation for improving adult literacy. EFA Review discussions with development partners and civil society representatives explored their contributions to literacy, for children and adults alike. USAID has been supporting the development of reading resources and literacy programs through non-governmental, faith-based and consultancy organizations. In particular, the "Language, Literacy and Learning Initiative (L3)" project has worked closely with REB to develop readers and teacher guides for early primary students throughout all schools in Rwanda. Save the Children, also working in association with REB, has published sets of readers for early

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[16] Capacity Development for Education for All (CapEFA), a project supported by UNESCO and implemented under the Ministry of Education.

childhood ages to be used in pre-primary schools and centres. World Vision, in conjunction with Save the Children, is preparing to implement a school-based literacy pilot project in five East African countries including Rwanda.

5.4. Current challenges for adult literacy education

The perceived value of literacy, especially amongst older adults, continues to be a challenge; however, the recent data indicates that large numbers of people in the rural areas are taking advantage of locally offered programs grounded in concerted public awareness campaigns.

(a) Budgets are an ongoing challenge for all sub-sectors in education, where need typically exceeds financial resources. Volunteerism has provided considerable fiscal relief for adult literacy programs including the National Service policy requiring Senior 6 graduates to provide voluntary service in local communities, with literacy instruction being one of their choices. Funds are insufficient for the future training plans for literacy instructors and district, sector and inspection officers who are expected to monitor the programs.

(b) Unfortunately without consistent practice, some graduates lose much of what they have learned. Participants may re-enter the program for 3 months, if they do not succeed on their first summative examination or wish to take a refresher. Recreational reading materials (books, newspapers, etc.) are provided on-site so that students can practice their skills during and after the course to maintain their language acquisition.

5.5. Recommended priorities and strategies for post-2015

The increase in adult literacy by 50% translates into an eventual national literacy rate of 77%[17] for Rwanda by 2015; the Adult Literacy Policy sets a new national target of 85%. In order to achieve these targets, strategies including the following will be implemented by government and its partners:

1. The ESSP 2013/14-2017/18 is calling for more **formalized adult education programs** including adult literacy curricula delivered by trained adult education instructors, with learning achievement standards and regular assessments. The up-dated adult literacy curriculum was disseminated to community literacy centres. Sufficient funding will be required to sustain the continued advance of literacy levels in Rwanda.

2. **National promotion campaigns** encouraging a 'culture of reading' are ongoing and expect to be sustained into the future. The National Library in Kigali is a tremendous asset for the country and can be modeled in regional centres on a smaller basis. Local libraries or reading rooms available to the public will reinforce and sustain literacy training.

3. **Increasing access to improved education** and continued collaboration between MINEDUC, development partners and civil society will assist Rwanda to achieve high levels of literacy in the next five to ten years. An Adult Literacy National Qualifications Framework, which is being developed, will be important for linking Adult Literacy laureates to formal education and labor market. The current literacy rates within the 15-24 year old sub-set will move up through the population as this group matures, while the GPI will continue to improve over time.

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[17] This is calculated from the 2002 adult literacy rate which is 51.4%. The calculations are as follows: 51.4% + (50% * 51.4%).

CHAPTER SUMMARY: Adult literacy

Lessons Learned

- Primary and secondary education has contributed to improved literacy rates.
- The presence of localized literacy centres, staffed by volunteers including the national service, has greatly increased participation by youth and adults in improving national literacy rates, especially for women.
- Higher literacy rates amongst women have been found to contribute to improved school enrolment, attendance and learning achievement of children.
- Improved literacy rates, especially amongst women, help people to be more aware of preventable diseases such as HIV/AIDS and malaria, thereby reducing their prevalence.
- Higher women's attendance in literacy programs has a positive impact on infant and child mortality, where parents are more knowledgeable about prevention and treatment of potential illnesses.
- There can be a loss of literacy acquisition in the absence of consistent practice.
- 'Rwanda Reads' contributes to a culture of reading through increased access to relevant reading materials for neo-literate adults, while a national campaign to encourage the development of low-cost, relevant books and reading materials is proving successful.
- Literacy rates (Kinyarwanda) will continue to improve over time as more children access primary school and more adults participate in local literacy programs provided by government and civil society.
- Harmonization of literacy programs has taken place in 2014 with the dissemination of up-dated curriculum.

Emerging issues

- Low value given to literacy programmes by some adults.
- Insufficient funds for future literacy training plans.
- Lack of qualified and motivated instructors.

Recommendations

- implementation of the Adult Literacy Policy and Strategic Plan in a timely manner to guide future activities in the sub-sector and ensure that current high levels of participation in literacy development are sustained.
- Protect budget lines for adult literacy in order that the volunteer nature of the programs can be encouraged and maintained – curriculum resources, training for instructors, learning materials, honorariums, etc.
- Need of Adult educators to be trained, based on the norms and standards (minimum Senior 3), and to provide a structured literacy course, guided by the adult literacy curriculum.
- In order to monitor the effectiveness of the programme, learning achievement standards be developed and regular assessments of learners conducted.
- Local libraries or reading rooms available to the public will reinforce and sustain literacy training.

Chapter 6 : Gender equity and equality

Goal 5: Eliminating gender disparities in primary and secondary education by 2005, and achieving gender equality in education by 2015, with a focus on ensuring girls' full and equal access to achievement in basic education of good quality.

Global context:

"Gender parity – ensuring an equal enrolment ration of girls and boys – is the first step towards the fifth EFA goal. The full goal – gender equality – also demands appropriate schooling environments, practices free of discrimination, and equal opportunities for boys and girls to realize their potential…

Among low-income countries, disparities are commonly at the expense of girls: 20% achieve gender parity in primary education, 10% in lower secondary education and 8% in upper secondary education.

A move towards gender parity does not always mean more children in schools… Traditional perceptions of gender roles that permeate society filter down to schools.

It is projected that by 2015, 112 out of 161 countries will have achieved parity in primary education, but also that 12 countries will still have fewer than 9 girls enrolled in school for every 10 boys. It is also projected that 84 out of 150 countries will have achieved parity in lower secondary education, but also that 31 countries will still have severe gender disparities.

(EFA Global Monitoring Report 2013/4: Achieving quality for all, Summary. Paris: UNESCO, 2014: 10-11, 76).

6.1. Introduction

The 1948 Universal Declaration of Human Rights declaring that everyone has a right to education was further expanded in 1988 in the Convention on the Rights of the Child, which stipulates that every child has a right to a basic education of good quality and in their own language. In 2000 at the World Education Forum in Dakar, Senegal, it was noted, that, despite commitments made earlier in Jomtien, unacceptably high numbers of children and adults, primarily girls and women, continued to be denied their right to an education.

Rwanda is actively engaged in initiatives geared towards women's emancipation, empowerment, and advancement. The country ratified and adhered to a number of international and regional conventions, charters and declarations including the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), the Millennium Development Goals (MDGs), the United Nations Security Council Resolution 1325, the Universal Declaration of Human Rights (1948), and the New Partnership for Africa's Development (NEPAD), among others. All of these instruments highlight gender as an important approach for sustainable development.

At the national level, the Rwandan Government has made women's inclusion a hallmark of its program for post-genocide recovery and reconstruction and now Rwanda is one of the countries in Sub-Saharan Africa that has adopted a gender-sensitive constitution (1995) and fully operationalized its provisions on gender. Gender equality and family promotion are firmly entrenched in the Poverty Reduction Strategy Paper and continue as crosscutting themes in EDPRS 1 and 2.

The 2003 constitution stipulated that women should constitute 30% of all leadership positions in the country. The 2013 National Electoral Commission (NEC) attests that 64% of Rwanda's Members of Parliament are women, the highest percentage in the world, and the only country that has a majority of females in the parliament.

Definition of terms

■ *Gender*

Gender refers to a set of different roles, attitudes and values which communities ascribe as appropriate for one sex or the other. It refers to the roles and responsibilities of men and women that are created in our families, our societies and our cultures (UNESCO, 2005). Gender is a culturally and socially constructed perception about the roles that men and women play in a particular culture or community. This means that perception can change over time and differ from one place to another.

Often, but not always, women are at a disadvantage, due to the fact that most societies are dominated by men and based upon a patriarchal structure. In patriarchal communities, the allocation of these roles is so skewed that women are considered to be victims of the society. Gender relations therefore, being socially determined influence all spheres of life ranging from division of labor, accessibility of resources, decision-making, moral values, education rights, group rights and national laws.

■ *Gender equality*

Gender Equality means that women and men have equal conditions for realizing their full human rights and for contributing to, and benefiting from, economic, social, cultural and political development. Gender equality refers to the equal rights, responsibilities and opportunities of women, men, girls and boys (UN, 2000).

UNESCO (2005) stresses that in the context of education policy development, gender equality ensures that education policies are designed with the knowledge that society is not gender-balanced, rather favoring one gender over the other, and that all the policy components address these gender equality issues. 'Gender equality' and 'gender equity' are not the same. Gender equality requires equal enjoyment by women and men of socially valued goods, opportunities, resources and rewards, whereas gender equity implies fairness in the way women and men are treated (Elson and Pearson, 1997). In other words, it is the process of allocating resources, programs and decision-making fairly to both males and females, taking into consideration their specific needs. Therefore, we can say that equity is essential to achieve true equality.

■ *Gender disparity in education*

Gender disparities in education refer to unequal access to quality education and the differences in education achievement. Barriers towards girls' access and retention in primary and secondary school exist in many countries, some of them grounded in cultural norms and values related to the low priority given to girls' education especially if access to quality education is not free (UNDP, 2003).

It is not only with regard to gender that inequality exists. Other children and adolescents may be marginalized such orphans, children from single-parent families, and children with physical and intellectual disabilities (MINEDUC, 2003). Inequality may also exist between socio-economic quintiles and in the provision of education to provinces and districts.

6.2. Achievements since 2000

6.2.1 Trends in gender equity and equality

Table 6.1 presents the gender balance at all levels from pre-primary to upper secondary from 2000 through to 2013, and shows that the GPI has generally shifted in favour of girls during

the past ten years.

Table 6.1: GPI gender parity index for gross intake rate in primary education

Year	Pre-primary	Primary	Lower Secondary	Upper Secondary
2000	Not available	0.98	1.04	
2001		1.00	1.01	
2002		1.01	0.98	
2003		0.98	0.92	
2004		1.00	0.91	
2005		1.01	0.91	0.87
2006		1.02	0.91	0.90
2007		1.03	0.93	0.87
2008	1.04	1.04	0.97	0.83
2009	1.06	1.05	1.01	0.87
2010	1.06	1.03	1.07	0.93
2011	1.06	1.04	1.11	0.97
2012	1.07	1.03	1.15	1.00
2013	1.05	0.99	1.16	1.02

Source: MINEDUC EMIS, 2014.

Net enrolment rates since 2000 have increased dramatically from 72.9% to 96.6% in 2013 (boys, 72.5% to 95.7% and girls, 71.8% to 97.5%) with girls more often entering school at the correct age as indicated in Table 6.2 (MINEDUC, 2014a).

Table 6.2: Net enrolment rates 2000-2013

Indicators	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013
Net Enrolment Rate (%)	**72.2**	**73.9**	**74.5**	**91.3**	**93.0**	**93.5**	**95.0**	**95.8**	**94.2**	**92.9**	**95.4**	**95.9**	**96.5**	**96.6**
Boys	72.5	72.9	74.0	90.1	91.5	92.2	92.9	94.7	93.3	91.6	94.2	94.3	95.0	95.7
Girls	71.8	74.9	74.9	92.4	94.5	94.7	97.0	96.8	95.1	94.1	96.5	97.5	98.0	97.5

Source: MINEDUC EMIS, 2014.

6.2.2 Basis for trends

Rwanda achieved the gender parity targets at the primary level early in this century and reached targets at secondary levels during the past five years due to the sharp and sustained focus by government policy and development partners' support since the EFA Action Plan was implemented.

The Ministry of Education has initiated a number of reforms to address gender inequality. In particular the abolishment of school fees has enabled vulnerable girls to attend school. The Ministry of Education is currently encouraging school communities to provide lunches for students using local resources with the aim of increasing school attendance and retention, especially for girls. The Nine and Twelve Years Basic Education program also contributed to the expansion of education from P1 to S6 and helped girls attend and remain in school in greater numbers.

National sensitization programs exist to encourage parents and communities to send and keep their girls in schools, such as the First Lady's awards for the best national performing girls and the 2007 School Campaign, which was created to promote gender sensitivity in schools. The government has provided dedicated sanitation and hygiene facilities in all newly constructed schools and plans are in place to extend those facilities to all schools.

6.3. Progress towards achievement of gender equality.

6.3.1 Policy context

Rwanda has passed several policies and laws that reinforce the commitment to promote gender equality and women empowerment in all sectors of life, including the education sector. Vision 2020 is the nation's long-term development framework; it emphasizes the importance of promoting gender equality and equity through education by continuously updating and adapting its laws on gender. This vision underpinned Rwanda's first Poverty Reduction Strategy Paper (PRSP1), which was approved in 2002.

The Education Sector Policy (2003) pointed out that gender was one of the most obvious areas where there is likely to be inequality in education. The inequality that exists between the sexes became more pronounced at higher levels of education, and this disparity is reinforced in education management and administration positions where there are many more men than women in decision-making roles. This reflects the correlation between higher levels of education and increased employment opportunities. The ESP emphasized the following to address these perceived disparities:

(a) Measures that promote performance of women and men, boys and girls.

(b) Affirmative action to promote the education of girls and women in secondary and higher education.

(c) Affirmative action for girls in the study of science and technology related subjects.

The EFA Action Plan (2003) highlighted the importance of addressing gender equality in education by developing policy for girls' education; increasing the rate of new enrolments for girls by 10%, by 2005, thus reducing the number of out-of-school girls; promoting quality and gender sensitive learning to reduce drop out and repetition rates for girls at primary level; increasing access of girls to alternative education opportunities; and including children's and women's rights and the gender dimension in teacher training curricula.

6.3.2 Strategic planning and implementation

A countrywide five-year school campaign was launched in 2007 aimed at improving the retention and academic achievement of girls in primary and secondary schools and to address barriers at national and district levels. These barriers to education for girls included: poverty, sexual harassment and violence, lack of female role models, gender bias in teaching and curriculum, the belief that girls were incapable of learning mathematics or science, cultural preference for educating boys, low self-esteem amongst girl, and the lack of separate latrines (with water provision) for girls.

During this initiative, the Girls' Education Policy (2008) and the Girls' Education Strategic Plan (2009–2013) were approved for implementation. The overall objective of the policy was to guide and promote action aimed at the progressive elimination of gender inequalities in education and training at all levels. The aim of the Girls' Education Strategic Plan 2008-2012 was to improve girl's enrolment, retention, completion and transition to higher levels of education. The policy aimed to:
(a) Integrate gender issues into national, district, and community programs and plans.
(b) Establish a legislative and institutional framework to initiate, coordinate, monitor and evaluate programs aimed at promoting gender equality in education and training.
(c) Stimulate collective and concerted efforts, at all levels, to eliminate gender disparities in education and training.

These policy initiatives were reinforced by the National Gender Policy (2010), which focused on ensuring that boys and girls had equal access to educational opportunities, promoting girls' enrolment in Science and Technology, and increasing literacy rates of women and men with an emphasis on women. In 2009, the national Girls Education Task Force (GETF), which was comprised of representatives from different ministries, was established and was aimed at:

(a) Providing strategic leadership on the issue of girls' education.

(b) Ensuring collaboration with all girls' education stakeholders to coordination including in TVET and Higher Education sectors.

(c) To provide technical support to the MINEDUC and all other actors working in girls' education in improving access and quality of girls' education.

(d) Monitoring the implementation of   the National Policy and the Strategic Plan for Girls' Education.

In addition, the Girls Education Working Group, which brings together NGOs, civil society organizations and representatives from the Ministry of Education on a quarterly basis to discuss issues related to girls' education works towards supporting the implementation of the National Girls' Education Policy.

The main goal of the ESSP (2010–2015) was that "every girl and boy in Rwanda completes quality basic education and performs well" grounded in the new policy of providing nine years of school fee-free basic education (p.17). The overall strategic objective was to guide and promote sustainable action aimed at the progressive elimination of gender disparities in education and training as well as in management structures.

In its seven-year program, as amended on 7th November 2012, the Government of Rwanda has set a goal of attaining a 100% completion rate at primary level. This is also a concern in the Education for All policy that Rwanda had previously developed. Therefore, this program:

(a) Pays attention to girl's education, especially in Science and Technology.

(b) Supports initiatives by women in poverty alleviation projects.

(c) Sensitizes women to go to school at all levels, for instance, by facilitating girls who became pregnant to go back to school after delivery.

(d) Sensitizes women to go to decision-making positions.

The government has implemented measures to improve water and sanitation at the school level for girls. In 2010, the Ministry of Education, in collaboration with partner organizations, launched a campaign to 'break the silence' about menstruation in Rwanda. This was coupled with advocacy efforts to address the gender-related issues such as gender segregated toilets, washroom and the provision of appropriate sanitary materials and privacy during menstruation; policy and practice relating to pregnancy and childcare, gender based violence and sexual harassment.

6.4. Current challenges for gender equity and equality in education

6.4.1 National examination pass rates

Although Rwanda has made enormous strides in improving access to education for boys and girls at all levels, girls lag behind boys in terms of examination results (5-10% gap on scores). This may be due to a number of cultural and social practices that continue to prevent girls from performing equally in their national examinations thus limiting their access to education beyond primary, putting them at a disadvantage professionally and for university enrolment.

Table 6.3: National examination pass rates for primary and secondary

Year	Primary (%)		Lower Secondary (%)		Upper Secondary (%)	
	Boys	Girls	Boys	Girls	Boys	Girls
2008	78.6	70.2	86.6	70.5	91.8	85.9
2009	72.6	64.1	87.5	73.8	91.5	85.9
2010	85.0	80.7	91.6	78.2	90.6	83.8
2011	84.1	81.6	89.0	77.1	90.9	83.4
2012	84.6	81.8	90.1	80.1	91.4	84.5
2013	78.6	77.5	90.0	81.6	93.5	86.3

Source: MINEDUC EMIS, 2014

Table 6.3 indicates that for the period 2008-2012, the number of boys who passed primary school leaving exam was higher than that of girls (from 78. 6% and 70.2% in 2008 to 84.6% and 81.8% in 2012, for boys and girls respectively) with a declining gap of 8.4% to 2.8%.

Males passed at a higher rate than females in national examination at lower secondary level for the period 2008- 2012 (from 86.6% and 70.5% in 2008 to 90.1% and 80.1% in 2012, for boys and girls respectively) with a gap decline on scores from 16.1% to 10%. Likewise, males were performing better than females at upper secondary level for the period 2008-2012 (from 91.8 % and 85.9% in 2008 to 91.4% and 84.5 in 2012, for boys and girls respectively) with 5.9% - 6.9% gap on scores. However, the trend shows that the exam pass rate for girls is increasing in both lower and upper secondary from 2011 to 2013 (from 77.1% to 81.6% and from 83.4% to 86.3 % in lower secondary).

6.4.2 Gender disproportion in education

Gender disparities persist, and indeed widen further at public and private higher education institutions. To address the issue of poor academic performance by girls, the government of Rwanda has put in place a number of initiatives that contribute to improvement in gender parity performance. For example, Imbuto Foundation awards the best performing girls from P6, S3 and S6 in national examinations, especially in sciences. The objective of this initiative is to empower and encourage high academic performance in schools. It is an awareness-raising initiative identifying young female role models, who are then further supported to motivate other girls to stay in school and achieve results to their highest potential, especially in science and technology. Another example are the single schools for girls, such as FAWE girls' schools aimed at promoting girls to take science and technology subjects.

Poor academic performance has also been accompanied by gender disparities in access and participation in different subject combinations. Appendix 9 indicates that there is a growing divergence in subjects studied by boys and girls at secondary level, although boys outnumbered girls in sciences five years ago, the number of girls in sciences started to increase from 2012. The same trend is observed in humanities, languages and teacher education. Girls continue to lag behind boys in subjects such as science, mathematics and technology education (ESSP 2013/14- 2017/18). Education stereotyping continues, with

women and girls tending to study programs related to so-called 'women's' occupations such as nursing, secretarial jobs and social work. Programs in engineering, physics and the so-called 'hard sciences' continue to be dominated by males (MINEDUC, 2010b).

6.4.3 Gender in educational management and teaching

Although gender equality has been achieved from the pre-primary to secondary levels, the inequality that exists becomes more pronounced at higher levels of education. This can be especially seen in education management and administration positions where there are many more men than women in decision-making roles. Table 6.4 shows gender disparities in school management where there are many more men than women in leadership positions. In 2011, only 31.4% of females were in leadership positions as compared to 68.6% of their male counterparts. The situation remained the same in 2013 (31% for women and 69% for men). The situation is critical in secondary school, where only 17.3% of school head teachers are female as against 82.7% of males in 2011 with a slight improvement in 2013 (19.5% for women and 80.5% for men) as shown table below

Table 6.4: Percentage of female school headmasters/principals/managers by level of education

Indicators	2011		2012		2013	
	M	F	M	F	M	F
Percentage of female school headmasters/ principals/managers by level of education (pre-primary, primary, lower and upper secondary)	68.6%	31.4%	70.9%	29.1%	69.0%	31.0%
Pre-primary	50.0%	50.0%	60.8%	39.2%	56.6%	43.4%
Primary	73.0%	27.0%	69.6%	30.4%	70.0%	30.0%
Lower and Upper secondary	82.7%	17.3%	82.3%	17.7%	80.5%	19.5%

Source: MINEDUC EMIS, 2014.

The government has committed to address this problem. The EDPRS 2008-12 states that measures would be taken to increase the number of women occupying senior position in the education system through promotion and training. In addition, the Girl's Education Policy advocates 'positive discrimination' in recruitment and promotion procedures for identifying women with management potential. However, affirmative policies as designed and implemented by different institutions have not translated into women accessing and participating in education management positions.

The District Education Officers focus group session (June 20, 2014) highlighted that only 10% of DEOs are female, while only 20% of national inspectors are female in 2014. This absence of females in management positions reflects the low number of women at higher levels of education, which would give them the qualifications to reach higher positions in employment.

Table 6.5 illustrates gender disparities in the teaching force. The data reveals that in 2013 at primary level, female teachers outnumbered male teachers, but the number of male teachers increases and the number of women teachers decreases at secondary level. At secondary level, only 24.9% of teachers are females as compared to 75.1% of male teachers. 34.1% of administrative staff is female compared to 65.9% for males at primary level and 42.0 % of administrative staff are female against 58.0% for males at secondary level.

Table 6.5: Teachers and administrative staff in primary and secondary education in 2013.

Level	Teachers			Administrative staff		
	M	F	Total	M	F	Total
Primary	17,549(45.9%)	20,665(54.1%)	38,214	1,280(65.9%)	664(34.1%)	1944
Secondary	15,078(75.1%)	4,987(24.9%)	20,065	3,172(58.0%)	2,295(42.0%)	5,016

Source: MINEDUC EMIS, 2014.

6.4.4 WASH facilities and hygiene in schools

Another challenge girls are facing is related to the availability of separate toilets, which guarantees a minimum of privacy – a problem that is particularly pertinent once girls reach puberty. Table 6.6 shows that, although schools with access to separate latrines for girls and boys are relatively equally distributed across provinces, the geographical disparity with respect to access to water is significant. In particular, only 55% and 64% of schools in the West and South provinces have access to water, compared with 84% in Kigali.

Early in the EFA period, a FAWE policy report stressed the need for schools to provide separate toilets for girls and boys (FAWE, 2003). This is very important because it helps to reduce sexual abuse by teachers and/or fellow classmates. The same challenge was indicated by UNESCO that school-based factors such as failure to provide adequate physical facilities such as toilets, running water and other sanitary facilities may impede or discourage girls from attending school regularly (UNESCO, 2005). This area continues to require focus as was noted during the Joint Review of the Education Sector 2012 that greater emphasis needs to be placed on hygiene in schools and proper maintenance and use of water and sanitation facilities.

Table 6.6: Access to toilets and water in schools by province

School facilities	South	North	West	East	Kigali	Total
Schools with separate toilets	91%	95%	92%	95%	95%	93%
Schools with access to water	64%	70%	55%	74%	84%	66%

Source: World Bank, 2011.

6.5. Recommendations, priorities and strategies for post-2015

Identifying and eliminating the sources of girls' continued inequality in the education sector is imperative to lifting the status of girls and women within Rwandan society, and to promoting equitable socio-economic development within the country. The Government of Rwanda is committed to gender equality across all aspects of life. In promoting strategies to support girls' education, the Government of Rwanda, through the Ministry of Education and other key stakeholders has already made a number of decisions and is engaged to promote sustainable actions aimed at the elimination of gender disparities during the post-2015 period. These decisions and actions include:

1. **School culture and environment:**

   (a) Create a gender-sensitive school environment to ensure that legal provisions are put in place against any kind of discrimination; ensure that boys and male teachers become more sensitive to girls needs.

   (b) Continue to the school infrastructure is gender sensitive, with gender segregated toilets, showers and washing facilities in private rooms to enable girls to wash and rest during their menstruation periods.

(c) Regularly review education curricula and learning materials from a gender perspective as per the current curriculum and assessment reform.

2. **Proactive strategies to encourage girls and women**

   (a) Improve examination performance of girls at all levels of the education system and encourage participation of girls in science and technology subjects.

   (b) Implement the women's leadership program, as suggested in the Girls' Education Policy, to identify women with potential and fast-track them into leadership positions and in Parent Teacher Committees (PTCs).

   (c) Implement affirmative actions and ensure that they are disseminated and monitored with established joint action forums for girls in each district.

   (d) Sensitize families and local communities about the importance of girls completing and improving achievement in formal education. Parents' poor involvement in the running of schools and their clinging to traditional and cultural gender positioning that discourage girls' continued schooling were emphasized in interviews conducted in this review.

   (e) Strengthen integration of girls' education into plans and budgets at all levels. A new Girls' Education Policy that compels government to allocate a 3% share of the Medium Term Expenditure Framework (METF) to supporting girls' education was approved by the cabinet in 2002 (MINEDUC, 2008b).

The Education for All goal for gender equity and equality emphasizes the need not only for girls to be present in school, but also for attention to be paid to their needs in relation to teaching and learning practices, curricula and the safety of the school environment. Specifically, more research is needed to determine trends and causes in school leaving for girls and boys every year at all levels, thus enabling more effective interventions to generate improved retention and flow-through rates.

CHAPTER SUMMARY: Gender equity and equality

Lessons Learned

- Differences in the progression and dropout rates for both girls and boys are not significant at primary level.
- Boys tend to pass national examinations at a rate of 5-10% more than girls in primary and secondary levels.
- Adequate water and sanitation facilities in schools impacts positively on the attendance of girls.
- The greatest gender disparities are observed with teaching and educational management personnel, with the greatest GPI amongst primary teachers.
- The level of education attained by women impacts on their presence in the work force.

Emerging issues

- The gender gap is greater for science, mathematics and technology than for humanities and social sciences. Girls are under-represented in upper secondary level science combinations, technical secondary schools, and at HE in mathematics, science, IT, medical and engineering programs.
- Poor school facilities, especially water and sanitation, have a negative impact on girls' attendance, and may, in part, account for the higher drop rate of girls from secondary schools as well as older girls from primary schools.
- Lower examination achievement amongst girls, especially in science.
- Low gender parity and equality amongst secondary teaching force and administrative functions.
- While girls' participation in education has improved tremendously since 2000, some parental and cultural attitudes persist around the low value of girls' education.

Recommendations

- Positive affirmation of women's roles in teaching and educational leadership in line with government policy of 30% of females in management positions.
- Continue to encourage families to send girls to school, i.e., by providing a curriculum relevant to their future roles, ensuring a secure school environment and adequate sanitation facilities and hours that enable daughters to carry out their home duties.
- Strengthening school-parent relations, to convince parents of the importance and relevance of education for girls.
- Providing in-service training for teachers on the problems faced by girls and gender- fair classroom management and to overcome their gendered expectations of pupils' abilities.
- Positive discrimination to go along with remedial programs and counselling at all stages of education to enable girls to overcome previous educational disadvantage and achieve their potential, especially in mathematics and sciences;
- Provision of opportunities for girls and women to return to education including re-entry for girls who withdraw because of pregnancy.
- More research is needed to determine trends and causes in school leaving for girls and boys every year at all levels, thus enabling more effective interventions to generate improved retention and flow-through rates.

Chapter 7 : Quality in education

Goal 6: Improving all aspects of the quality of education and ensuring excellence of all so that recognized and measurable learning outcomes are achieved by all, especially in literacy, numeracy and essential life skills.

Global context:

Spending time in primary school is no guarantee that a child will be able to read and write…

Improving quality and learning is likely to be more central to the post-2015 global development framework. Such a shift is vital to improve education opportunities for the 250 million children who are unable to read, write or do basic mathematics, 130 million of whom are in school.

The pupil-teacher ratio is one measure for assessing progress towards Goal 6… Many countries have expanded teacher numbers rapidly by hiring people to teach without training. This may serve to get more children in school, but jeopardizes education quality… The proportion of teachers trained to national standards is particularly low in pre-primary education… In some contexts, the presence of female teachers is crucial to attract girls to school and improve their learning outcomes.

Teachers need good quality learning materials to be effective, but many do not have access to textbooks… Poor physical infrastructure is another problem for students in many poor countries. Children are often squeezed into overcrowded classrooms, with those in early grades particularly disadvantaged.

Governments often consider their public examination system as equivalent to a national assessment system, even though it is mainly used to promote students between levels of education. National assessments should be a diagnostic tool that can establish whether students achieve the learning standards expected by a particular age or grade, and how this achievement changes over time for subgroups of the population.

(EFA Global Monitoring Report 2013/4: Summary. Paris: UNESCO, 2014: 12-13)

7.1. Introduction

Chapter 3 examined the efficiency of Rwanda's education system and noted the impressive growth in enrolment in the past decade, particularly at the primary level. The government has shown strong political commitment to improving access to education and in recent years has focused its attention on the next challenge: providing quality education for all. The EDPRS2 points out that "the quality of primary education has not been able to match the pace of improvements in access," (MINECOFIN, 2013a: 80). The internal

> **"THE POPULATION IS DEMANDING QUALITY EDUCATION AND THIS IS HEALTHY."**
> Minister of Education, MINEDUC

efficiency analysis identified key indicators reflecting some challenges in the education system, which include the stress on resources attributable to high repetition rates and low retention (higher dropout). These indicators in particular point to the quality of the education presently delivered as a contributing factor.

Definition of 'quality in education'

Quality in education can be viewed as a set of elements within the education system that are believed to lead to better student outcomes, including measurable indicators of student learning. Quality education involves the sufficient and effective supply of direct resources to schools (infrastructure, teachers, and teaching and learning materials), pedagogical support, a supportive school climate, and effective management and administration of the education system. Student learning is also influenced by the extent and nature of parent and community support to schools, as well as by the socioeconomic characteristics of children and their families. Equity is yet another dimension of quality, because any education system

would be challenged to claim it offers quality education without addressing parity and equality imbalances (World Bank, 2011).

According to the Quality Improvement Working Group (QIWG) of Rwanda, the meaning of quality of education is captured by the following definition, which has evolved from EDPRS 1 and 2:

> "A quality education is defined as all children leaving school equipped with the skills, knowledge, attitudes and values needed for Rwanda's economic and social development and for their own further educational and social development." (World Bank, 2011: 90)

7.2. Achievements since 2000

As noted in other chapters in this review, tremendous gains have been made in Rwanda in terms of encouraging greater participation in education, while reducing many of the typical barriers to access such as increasing availability of public schools and teachers, eliminating school fees, enhancing parental support, advocacy, and participation in schooling. Rwanda has responded to many of the subsequent challenges associated with increased student numbers, especially as they relate to the quality of teaching and learning. As review respondents have noted, equitable access to education tends to be less difficult to address and assess through school construction, teacher recruitment and textbook acquisition.

The quality of education; however, proves to be much more difficult to define and assess. The type of indicators typically used to identify quality may prove this out: numbers of qualified teachers, pupil-teacher ratios, pupils per computers, number of students passing national examinations, etc. (See Appendix 10). Are these indicators adequate measures of the intended outcomes of a quality education such as the ability of a young person to progress to and succeed in higher academic or technical education; to acquire suitable employment which matches their skill set while satisfying the requirements of the employer; to enter the competitive national and international labour markets, or even to travel far and wide with the necessary confidence and social and language skills? These questions are of particular importance for a young person's post-secondary life.

We look then at the progress that Rwanda has made since 2000 to address the issues of quality in education, especially as they relate to learning outcomes and the learning conditions in which they are achieved.

7.2.1. Learning outcomes

Rwanda has historically used national examinations at P6, S3 and S6 for transitioning students to higher levels of education. This has typically been a proxy indicator for quality in education. The Ministry of Education with the support of education stakeholders in 2011 begun a system of learning assessments in primary education, in particular, to generate valuable data on children's learning progress. This data enables the national, sub-national and school levels to better recognize student learning needs and appropriate measures to address them.

◾ *National Examinations*

Countries often refer to examination results or pass rates as proxy indicators for the quality or success of an education system; such is the case in Rwanda (MINEDUC, 2013b: 81-82). Within those examination results, we can also locate trends in girls' education relative to progression through primary and secondary education. Figure 7.1 tells us that over the past

five years, the primary and secondary students who complete P6, S3 and S6 have become increasingly successful at passing the national examinations. 80-90% of those who sat the examinations passed in 2012, with a considerable improvement in standings for girls since 2008. While girls still pass at a rate of 5-10% less than boys, pass rates for girls at primary and lower secondary levels have shifted on average from 70% in 2008 to 80% in 2012, a significant improvement by any measure. The gap between girls and boys at the upper secondary level is consistently narrower at about 5%.

Figure 7.1: School Leaving Examination Pass Rates 2008-2012
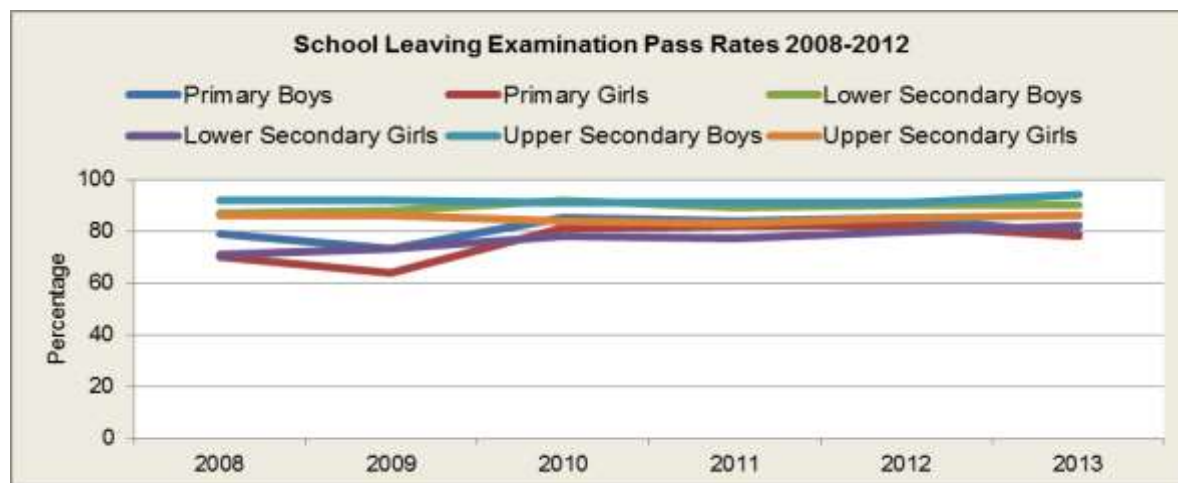
Source: MINEDUC EMIS 2014.

- *Learning Achievement in Rwandan Schools (LARS)*

In 2011, with the support of UNESCO and UNICEF, the Ministry of Education conducted the study on Learning Achievement in Rwandan Schools (LARS) as a way of ascertaining the levels of literacy and numeracy at P3. LARS became the basis for continuous assessment in primary education supporting curriculum and instruction improvements, as well as directing MINEDUC to other factors that impact on children's learning. There is evidence to indicate that children who do not learn basic competencies such as numeracy, literacy and life skills at the early primary age (7-9), never really learn them (MINEDUC, 2012b).

The findings emphasize the context within which LARS has been conducted:

- The enrollment rate is growing rapidly for children at the normal age of intake. Experience suggests that the additional children will be drawn from less advantaged backgrounds who are less likely to meet or exceed curricular expectations.

- Enrollment is growing due to the rapid growth in the numbers of older children being drawn into the system. The participation of these students complicates classroom management in a way that is likely to impact average learning gain and increase the proportion of students failing to meet expectations.

- The rapid growth in enrollment implies an equally rapid growth in either the number of teachers and/or average class sizes. Increases in class size would further complicate classroom management in ways that are likely to impact learning.

- The 2009 shift to English as the language of instruction in P4 is likely to have affected quality of instruction as teachers struggled to make the transition.[18]

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[18] Of 29,000 teachers assessed on English language proficiency by the British Council, 3% scored at or above the target level of B1, Lower Intermediate. 40% scored at A1 Beginner level and 53.5% at A2 Elementary level.

LARS revealed a broad distribution of reading literacy scores in which the majority of students either met (55%) or exceeded (8%) curricular expectations. This finding is encouraging, while also indicating that 37% of students did not meet the expectations for P3. The proportion of students failing to meet expectations rose with age for over-aged students, further highlighting the challenges for over-aged children and their classroom teachers. Average reading literacy scores were found to be reasonably high; the majority of P4 students met (71%) or exceeded (9%) curricular expectations in reading for P3. Average numeracy scores were reasonably positive; the majority of P4 students met (27%) or exceeded (27%) P3 curricular expectations in numeracy.

The second phase of LARS was initiated in 2014 and data analysis is in progress. It aims to assess the performance of students in P2 and P5 as a way of enriching the data available for future decision-making.

- ■ *Early Grade Reading Assessment (EGRA)*

The Early Grade Reading Assessment (EGRA), conducted in 2011 by USAID, generated the following conclusions:

- ▪ Students in P6 could read simple text more fluently than students in P4.

- ▪ Girls in P6 had a higher reading fluency than boys.

- ▪ After three years of instruction, 13% of students in P4 could not read a single word of a P2–P3-level text.

- ▪ Oral reading fluency appeared to be low for Rwandan students overall, given that Kinyarwanda was the mother tongue for 98% of them and that a very basic level text was used in the EGRA assessment.

Many students were not learning to read well enough in either language (Kinyarwanda and English) to fully comprehend text, and did not receive adequate instruction in the important skills needed to successfully decode and read unfamiliar words and interpret the meaning. Mathematics skills appear to have been better taught than reading, although students were not learning to automatically perform the basic calculations that underpin further work in mathematics and the sciences.

Once they have acquired sufficient knowledge of and working vocabularies in English (P4+), students will then need good instruction in the basic phonetics of the English language so that they can learn to easily decode words. They require abundant practice reading increasingly challenging English text so that they can build fluency and comprehension (USAID, 2012).

- ■ *National Fluency and Mathematics Assessment in Rwandan Schools (FARS/MARS)*

EDC in collaboration with REB, conducted a national reading and mathematics assessment in 2014 to evaluate the progress of the 'Literacy, Language and Learning Initiative' in primary education. 1,237 early primary students in 62 schools in 14 districts participated in the study with the following results:

- ▪ P2 and P3 students do slightly better in reading than mathematics.

- ▪ 60% of P2 students were able to read at grade level.

- ▪ Girls tend to be more fluent readers, while boys have slightly more success in mathematics.

- Urban students perform significantly higher than rural children in reading, and not in mathematics.

- Listening comprehension results were quite high, indicating that students do possess grade-level vocabulary.

Since literacy instruction is conducted in the mother tongue of all the students in lower primary, it is probable that the major obstacle to reading is decoding. The diversity of proficiency levels within classrooms presents a major challenge for teachers, who need access to teaching and learning materials for students of different levels to be able to differentiate instruction effectively (USAID, 2014a). The Learning, Literacy and Language Project produced quality teaching resources with instructional manuals and video-based teacher orientation (with appropriate hardware) to assist teachers in supporting improved student literacy. The literacy materials have been introduced nation-wide at P1-3 levels and are piloted at P4 levels.

7.2.2. Learning conditions

What does the learning environment look like? What factors within the environment contribute to improved student learning? Historically, Rwandan schools were academically grounded in the subjects of Kinyarwanda, mathematics, sciences, social sciences (history, geography, economics) and foreign language (French). The method of instruction was predominantly teacher-centred with a flow of information to students who then responded on high-stakes examinations through memorization, not unlike many education systems around the world (Rutayisire, 2007).

The sections that follow present ongoing teacher professional development initiatives and trends for some of the most common 'learning conditions' indicators for quality in education such as pupil-teacher ratios, pupil-class ratios, textbooks, ICT and utilities (water and electricity).

- *Teacher professional development*

The Ministry of Education and Rwanda Education Board have been working with development and civil society partners for a number of years to improve teachers' competencies around the child friendly schools approach, in particular, learner-centred pedagogy. VSO volunteer professionals and UNICEF education specialists, among others, have been working closely with teachers in schools and TTCs to mentor effective teaching strategies to improve student outcomes.

Out of this work has come the School-Based Mentoring Program to provide continuous pedagogy and English language training. 918 qualified English-proficient teachers from the region (Rwanda, Uganda, Kenya and Burundi) have been working in two schools each (1,836 schools) for the past two years to support on-site English language training for teachers and lesson planning and delivery in classrooms. IEE has also worked in partnership with UNICEF to provide similar teacher support in 52 CFS schools around the country.

The Language, Literacy and Learning (L3) program has also provided media-based training for primary teachers around vocabulary-appropriate and high interest reading materials (See above, *National Fluency and Mathematics Assessment in Rwandan Schools*). The JICA funded School-Based Collaborative Teacher Training (SBCT) project works in conjunction with REB to develop pedagogical skills on-site, especially in Mathematics and Science.

■ *Pupil-Teacher ratios*

Since 2000, teacher development and management policies and strategic plans have focused on increasing the numbers of teachers and more recently qualified teachers in order to decrease pupil-teacher ratios in the hope that this would help to address the challenges faced by teachers dealing with large classes (Figure 7.2).

Figure 7.2: Pupil to (Qualified) Teacher Ratios 2000-2013
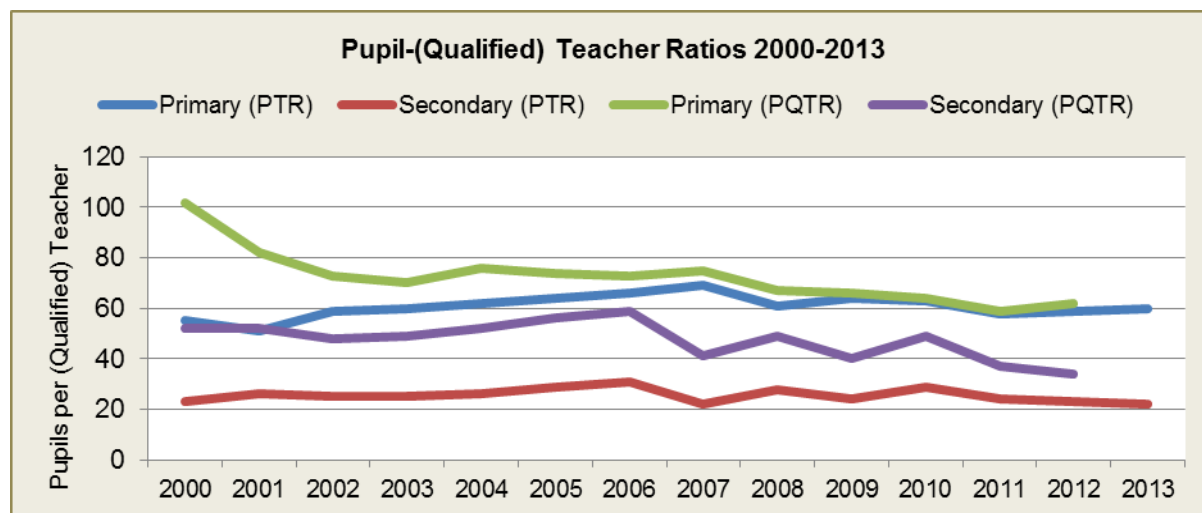
Source: MINEDUC EMIS, 2014.

■ *Pupil-Class ratios*

Double-shifting and teacher specialization were interventions intended to reduce class sizes in primary schools in an effort to improve the level of instruction and learning. Figure 7.3 indicates that the number of pupils on average per class has responded to these and other strategies such as the abolition of school fees, capitation grants, teacher recruitment campaigns, and school and classroom construction and rehabilitation. Primary level data points out the continuing need to address class size, while secondary classes appear to be within a more acceptable range due to school expansion, increased numbers of qualified secondary teachers, lower NER and improved promotion and retention.

Figure 7.3: Pupil to Class Ratio 2000-2013
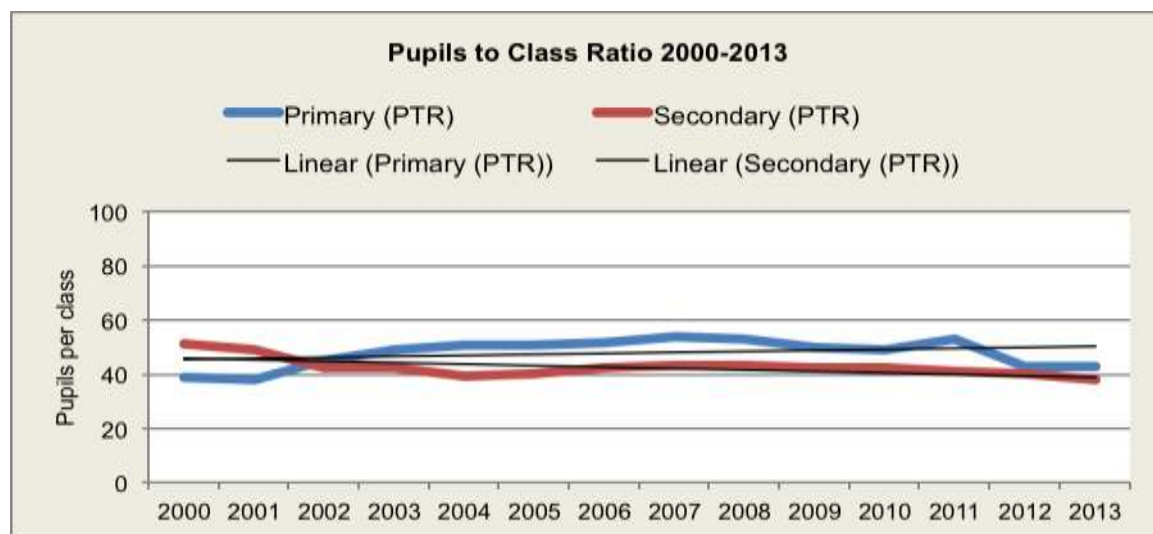
Source: MINEDUC EMIS, 2014.

■ *School leadership and management*

There are statistically significant, although indirect, associations between head teachers' personal attributes and their strategic actions and improvements in school conditions leading to improvements in student outcomes. (Day et al, 2009). To that end, head teachers have had leadership and management training through the Ministry of Education and development partners such as VVOB, UNICEF, ADRA and IEE, over the past ten years.

A recent UNICEF study found that most head teachers interviewed had less than five years classroom teaching experience prior to their appointment and in some cases only one year, which impacts on their ability to conduct effective instructional supervision and teacher mentoring

"MY ROLE IS TO ORGANIZE, COORDINATE AND ADVISE. IT IS NOT EASY."
Head Teacher, 12YBE School

(UNICEF, 2013). As one Head Teacher noted, "My role is to organize, coordinate and advise. It is not easy," (UNICEF, 2013: 37). The focus here is on management, which is not a particularly easy job in large school settings; however, the importance of curriculum and instruction is absent from this perspective.

■ *Learning and teaching materials*

"In Rwanda, where the government target was one textbook for every two pupils, a 2007 study in two-thirds of the districts revealed that there were 143 pupils for every Kinyarwanda textbook in Grade 1, and 180 pupils for every mathematics textbook (Read and Bontoux, forthcoming)," (UNESCO, 2014b: 84). Since that time, the enactment of a national textbook acquisition strategy which permits schools to select and order textbooks appropriate to their needs encouraged schools to have these resources on hand for regular use by teachers and students. The availability of textbook resources including teacher guides, reference books, and visual teaching aids contributes to improved student learning and performance.

Current data indicates that textbook distribution and presence in schools has definitely improved in recent years, particularly in primary grades (Table 7.1). As they come on stream in 2016, the curriculum and assessment reforms currently being undertaken will feed into this textbook and resources procurement system.

Table 7.1: Textbook to Pupil Ratio by level of education and three core subjects

Primary	2012	2013
▪ Kinyarwanda	1:1	1:1
▪ Mathematics	1:2	1:1
▪ English	1:3	1:1
Lower secondary		
▪ Kinyarwanda	1:1	1:1
▪ Mathematics	1:2	1:2
▪ English	1:6	1:4

Source: MINEDUC EMIS, 2014.

■ *ICT in education*

Rwanda's Education System is moving toward a student centric education supported by the integration of technology. The use of technology enables better teaching and better learning with students using digital, multimedia rich, interactive lessons enabling self-pace and collaborative learning. With this new approach the teacher becomes more of a facilitator empowering students with critical thinking, problem solving and innovation. This also is

expected to reduce some of the work of the teacher who will be able to prepare lessons, teach, asses and monitor the leaning in a much more efficient manner.

With the move towards integrating ICT in the curriculum[19], the electrification of schools is an important process to support student-learning outcomes. Secondary schools more often than primary schools have power sources, thus enabling teaching and learning using computer technology. Figure 7.4 presents the percentage of schools with power capabilities, and Table 7.2 shows recent

> **"ICT in education is more than just computers"**
>
> Prof. Silas Lwakabamba, Minister of Education

data on schools with access to computers. Schools not connected to power grids have benefited from USAID/Education Development Centre (EDC) and European Union (EU) solar-power programs, enabling students to participate in active ICT study where computers are on-site. Even those schools that do not have IT equipment offer theoretical course work for secondary students with the intention of providing the basics for future study or employment.

Figure 7.4: Schools with electrical power sources
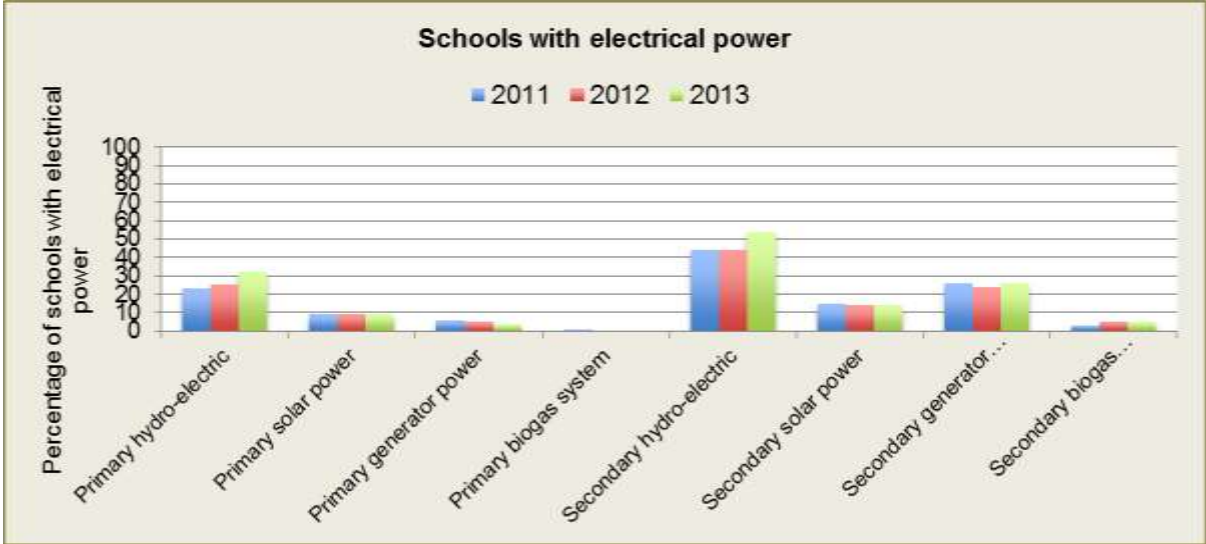
Source: MINEDUC EMIS, 2014.

"In Rwanda, 79% of students who used computers in secondary school had previously used ICT and the internet outside of school (primarily in internet cafes). However, girls and rural children were at a disadvantage because they were less likely to have had access to Internet cafes or other ICT resources in their communities," (UNESCO, 2014a: 35).

The 'One Laptop Per Child' (OLPC) program provides primary students with an entry-level experience in basic computer literacy. OLPC has deployed digital contents for P4, P5 and P6 for mathematics, English and social studies for 200 public schools. By mid-2015, this program within REB will have disseminated 250,000 units since 2008 to 407 primary schools throughout Rwanda, including on-site training for approximately 1,000 head teachers and classroom teachers. The significant reduction in pupils per computer at primary level is due to large purchases of OLPC units in 2013 (Table 7.2). At least three challenges remain for OLPC, one being infrastructure provision (electrical power and costs, and equipment purchases and maintenance), a second being resistance to the adoption of technology by

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[19] See section 3.3.

some primary teachers, and finally public perception around the use and security of OLPC units (MINECOFIN, 2013b).

REB has provided 1,298 desktop units to 101 secondary schools since 2012, while providing IT subject-teacher training and computer refurbishment for teaching staff in collaboration with the Tumba College of Technology. Other secondary schools have used local fundraising to acquire desktop and laptop units to permit students to develop IT skills, while integrating technology with subject area content. The Ministry of Education is currently exploring the consolidation of ICT services within departments and affiliated agencies as a way of improving efficiency and effectiveness of operations and service delivery. In collaboration with EDC L3, P1, P2 and P3 audio contents for mathematics, Kinyarwanda, and English subjects are now being used in Rwandan public schools. P5 contents are being tested to be used in 2016.

The sustainability of ICT will be a challenge in terms of funding, procurement, infrastructure, maintenance and security; however, public-private partnerships may prove to be a satisfactory option for further development of ICT in education.

Table 7.2: ICT in education

Education Level	Percentage of schools with access to computers		Pupils to computer ratio	
	2012	**2013**	**2012**	**2013**
Primary	39%	49%	35:1	15:1
Secondary	64%	74%	36:1	34:1

Source: MINEDUC EMIS, 2014.

- *Water, sanitation and hygiene in schools (WASH)*

Looking beyond the classroom, the presence of adequate water and sanitation facilities in schools has a significant impact on a child's school experience. WASH is addressed through toilet construction and rehabilitation, provision of water sources, school health curriculum and hygiene and sanitation awareness campaigns. As is the case with electrical power, secondary schools have rainwater or water grid access in a greater percentage of schools than primary (Figure 7.5).

Figure 7.5: Percentage of schools with water sources
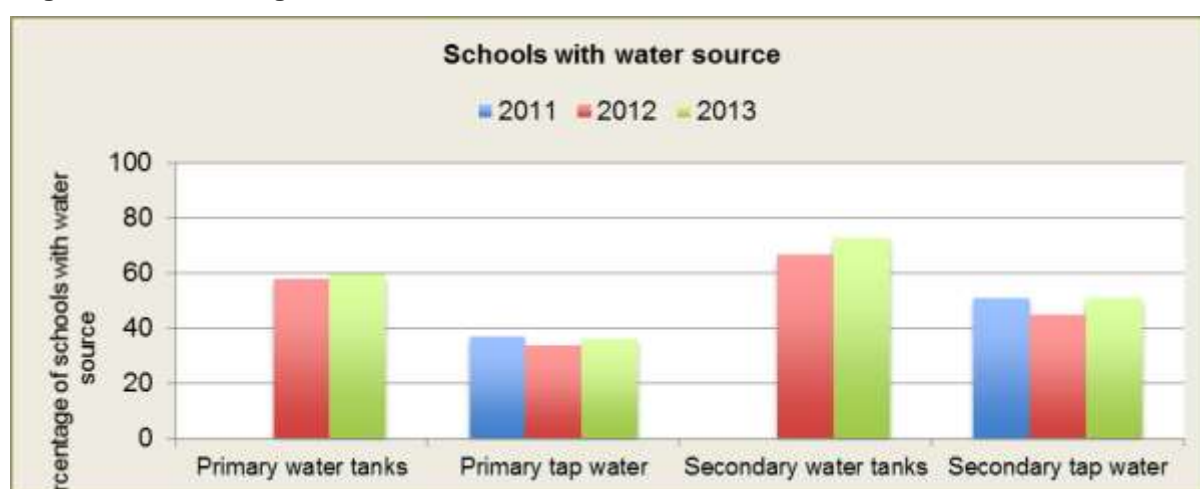
Source: MINEDUC EMIS, 2014.

7.3. Factors for progress towards quality in education

This section looks at the contribution of national policies, government funding over the EFA period (2000 to present), and various quality-standards programs and initiatives that have been implemented by the Ministry of Education in collaboration with development partners and civil society to achieve the objectives of this EFA goal.

7.3.1. Policy context

■ The **Economic Development & Poverty Reduction Strategy 2 (2013-18)** notes that, "the quality of primary education has not been able to match the pace of improvements in access," (MINECOFIN, 2013a: 80). It emphasizes that the key challenge for the sector during EDPRS2 is in consolidating, advancing and accelerating the quality improvement measures already made. Interventions during EDPRS 2 are expected to further reduce average class sizes and pupil-teacher ratios, improve curriculum supported by better and more readily available teaching and learning materials, and improve examination and assessment systems. Improvements in the quality of education are anticipated with a higher calibre of new teacher recruits together with better trained and equipped practicing teachers who are well supported and managed.

■ Mandated by EDPRS2, the **Education Sector Strategic Plan (ESSP) 2013/14-2017/18** focuses on improved quality and learning outcomes across primary and secondary education as one of its 10 key strategies along with equitable access; special needs education; teacher supply; TVET; higher education; school readiness; science, technology and innovation; adult basic education; and administrative and management support services (MINEDUC, 2013b).

(a) The establishment of the *Rwanda Education Board* in 2009 provides a sector focal point for quality in education, especially as it creates opportunity for a more holistic and balanced approach to developing the 12YBE program – addressing equitable access and quality improvement in tandem.

(b) The challenges presented, within the 9YBE Policy, by the introduction of *English as the medium of instruction* for grades P4 and above are being mitigated through the *School-Based Mentoring Program* (2012), which aims to improve teaching strategies and English language proficiency amongst teachers. Rwanda's membership in the East African Community (EAC) has encouraged qualified teachers from neighbouring countries to become SBMs, which allows for greater coverage of schools.

(c) The ESSP has been the catalyst for a number of new initiatives, most notably, the *competency-based curriculum and continuous assessment reforms* currently underway. An intended outcome of this reform will be a better-prepared young person wishing to gain meaningful and challenging employment.

(d) A *culture of reading* is being encouraged through a variety of interventions: PRESET and INSET on reading strategies supported by evidence-based reading materials (Kinyarwanda and English), libraries and reading rooms/corners in schools, school timetabling enabling student reading time, school librarian training, and national and local campaigns such as 'Rwanda Reads'. Additionally, the textbook procurement and distribution mechanism is now fully operational enabling schools to have print material ready at hand for classroom use.

(e) *Monitoring of learning achievement* has been emphasized as critical to quality improvements – a competent teacher will design and deliver a lesson or unit of study, then assess student learning as a way of improving future lessons and units in order to optimize student outcomes. The same should be true of education systems – assess in order to generate opportunities for improvement in the system. A greater focus is being made on assessing literacy and numeracy skills, particularly in primary education (i.e. LARS 2011), as a way of informing improved teaching practice and student learning.

(f) The ESSP promotes the use of *Information & Communication Technology (ICT)* in primary and secondary schools to further facilitate the delivery of quality education. The ICT in Education Policy (2008) considers that ICT's importance "lies less in the technology itself than in its ability to create greater access to information and communication in underserved populations," (MINEDUC, 2008f: 26). ICT is being used to open the world to children and young people in Rwanda.

(g) By way of improving quality, the ESSP stresses the importance of an improved supply of qualified, suitably skilled and motivated *teachers and trainers* to meet the demands of expanding education access. Budgets have been made available for a Teacher Development Fund, which will increase the appeal of teaching as a career through incentives, especially in rural and remote areas. A teacher management framework has been drafted to address contract and working conditions, remuneration, housing, professional development, etc. in an effort to professionalize teaching in Rwandan schools. As previously mentioned, English language training is provided to all teachers supported by a results-based aid agreement with DFID. A national school leadership and management training program operates in all districts to build head teachers' competencies for effective school improvement, including instructional leadership to support teaching practice.

7.3.2. Education financing supports progress

Education financing, as much as it has contributed to increased equitable access for children since 2000, is placed in Goal 6 because of its paramount importance to the further development of quality teaching and learning in Rwanda's schools.

Providing education services in a resource-constrained environment is one of the largest challenges, and thus government funding is an important pillar of the education sector. The government's commitment to improving access to and the quality of education in Rwanda is evident in the increasing trend of funding to the sector (Figures 7.6 & 7.7). The education sector's funding has increased year after year to attempt to meet the growth of student populations, school expansion, teacher and staff recruitment and remuneration and teaching resources. As a result of the implementation of 9YBE and 12YBE programs, secondary education expenditures surpassed primary education in the 2012/13 financial year as unit costs per student increased to meet demand.

Figure 7.6: Total government expenditures on education 2000-2014

Total government expenditures on education 2000-2014
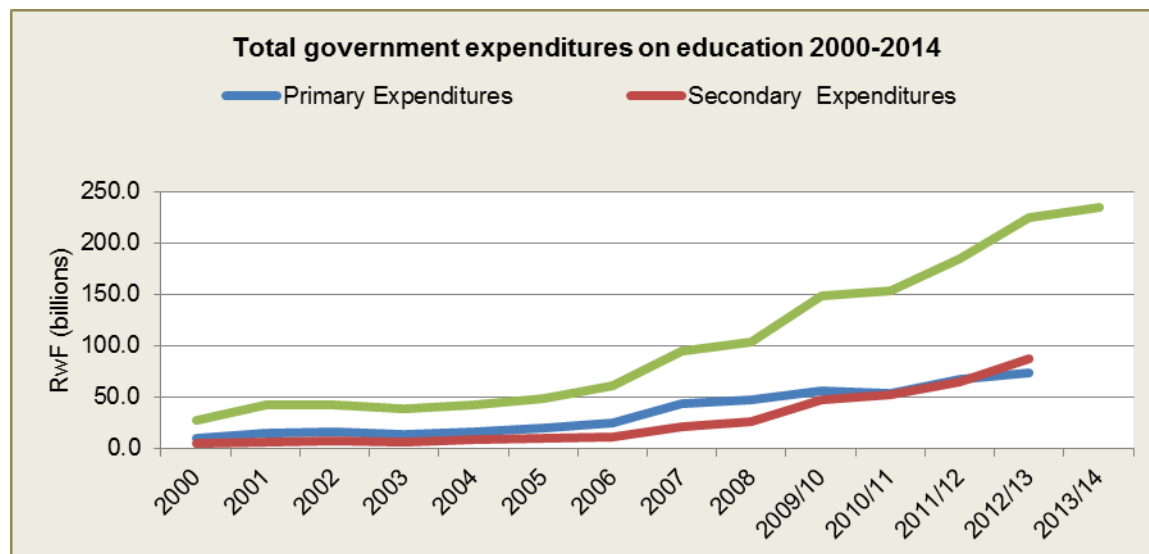
Source: MINEDUC Department of Planning (Budget), 2014.

Figure 7.7: Percentage of government budget allocated by levels 2000-2014

Percentage of government budget allocated by levels 2000-2014
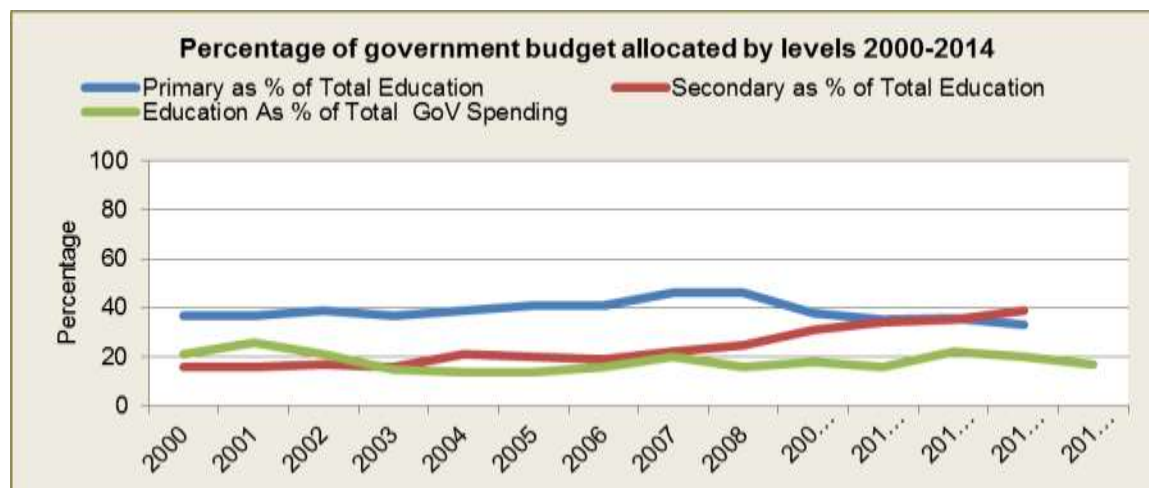
Source: MINEDUC Planning Department (Budget), 2014.

Figure 7.7 shows the percentage of the total government budget allocated to the education sector.[20] Averaging 18.3% per year over the EFA period, the allocation has made an effort to support major initiatives such as the capitation grants, 9YBE program, upper secondary expansion, teacher recruitment and training, increases in remuneration for school personnel, TVET expansion and early childhood investments. A focus by government on infrastructure projects in 2014 reduced the percentage allocation for education to 17%, although funding continues to increase year-on-year in real terms. As a percentage of GDP, there have been consistent slight increases of about 5% per year over the past five years (MINEDUC, Department of Planning/Budget, 2014).

The unit costs are critical considerations, especially in terms of the length of time it takes for a student to complete primary education. EICV3 indicated that the majority of primary students repeat at least one year in primary (MINECOFIN, 2011). The current retention rates

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[20] These figures can be misleading as they do not indicate investments made by other sectors that are beneficial to the education sector such as infrastructure improvements (roads, water and electricity, fiber optics for Internet connectivity, etc.), local governance personnel, district and sector security, agricultural outreach programs, vaccination programs, disease prevention programs, etc.

result in a higher cost of educating each child relative to the exponential growth of unit costs as shown in Table 7.3. The reduction of repetition and dropout rates at primary level will create major savings that can be reinvested in primary education or diverted to other sub-sectors.

Table 7.3: Unit costs per student by level (based on government expenditures only)

RwF	2004	2005	2006	2007	2008	2009/10	2010/11	2011/12	2012/13
Primary unit cost per Student	9,472	10,844	12,302	17,025	20,741	23,835	27,209	29,347	31,052
Secondary unit cost per Student[21]	45,198	44,390	47,156	77,668	88,878	129,288	162,532	168,294	201,753

Source: MINEDUC Planning Department (Budget), 2014.

Development partners play an important role in education sector funding contributing in the form of results-based aid, program funding or technical assistance in primary and secondary education. For example, DFID provides direct education budget support of approximately 8-10% of total expenditures. Other development partners and affiliated non-governmental and faith-based organizations are providing considerable off-budget support through discrete projects aligned with the ESSP.

7.3.3. Quality standards

This section highlights the quality standards developed for primary and secondary education, which are approved by the cabinet (UNICEF, 2000; MINEDUC, 2009a). These standards have become a driving force for the improvement of the education system, and in particular, the improvement of quality in education for Rwanda. Examples of previous and current initiatives are given for each of the standards (bold type):

1. ***Healthy learners, both physically and psychologically, ready to participate and learn, and supported in learning by their families and communities***

   (a) MINEDUC is encouraging all communities and secondary schools to operate school feeding programs with local resources to provide a healthy meal or snacks during the school day.

   (b) Some schools provide school meals for students and teachers where private funding exists. Teachers in some schools pay a portion of their wages for local catering especially primary teachers who are working double shifts (UNICEF, 2013).

   (c) From 2003 to 2012, the World Food Program (WFP) supported school feeding programs in 300 schools. Since that time, WFP has been downsizing its participation in response to local school feeding programs and in order to divert resources to other priority areas.

   (d) The identification, referral and treatment of some CWD have enabled them to access and continue through primary and secondary education.

   (e) There is a renewed focus on WASH awareness by REB and education stakeholders with annual rehabilitation and construction of WASH facilities at schools.

2. ***Trained, motivated and well supported teachers using learner centered interactive teaching approaches in well managed classrooms***

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[21] The secondary unit costs per student for 2004-2008 include government, government-aided and private school students, whereas 2009-2012 does not include private school students.

(a) International research indicates that the two most important influencers in student achievement are the classroom teacher (direct) and the school head teacher (indirect) (Day & Sammons, 2013). Initiatives with international partners have made strong efforts to improve PRESET and, in particular, INSET for teachers along with in-service leadership and management courses for Head Teachers and Directors of Studies.

(b) The teacher education system was reformed to integrate primary and secondary PRESET under the University of Rwanda, College of Education in 2010. This includes two Colleges of Education (secondary PRESET) and thirteen TTCs (primary PRESET) around the country. Improved coordination and delivery of teacher education is the intended outcome of this organizational consolidation.

(c) INSET remains with REB; it involves school-based and off-site training programs, many of which take place during holiday periods. Instructors are TDM personnel, School-Based Mentors (SBM) and development and civil society partners. The priority areas have been Science and Mathematics, English proficiency and learner-centred pedagogy.

(d) The School-Based Mentor program, now in its second year, is working in 1,836 schools to provide classroom teachers with English language and teaching methodology support. In some schools, SBMs are working in collaboration with partners such as VSO, UNICEF, USAID, JICA, Drakkar Ltd., and IEE to strengthen instruction and assessment.

(e) REB has partnered with JICA on the 'Strengthening Mathematics and Science in Secondary Education' (SMASSE) project, which has been extended and broaden in scope to the 'School-based Collaborative Teacher Training' (SBCT) project.

(f) Special Needs Education has gained a higher profile as a way of reaching those CWD who do not attend school. URCE is developing a specialist program to create a cadre of SNE teachers. The ESWG Special Needs Education working group has been supporting teacher training, resource provision and CWD initiatives.

(g) The results-based aid program (RBA) supported by DFID provides incentives to the Ministry of Education for increasing the cohort of English proficient teachers.

3. *Skillful assessment to facilitate learning and reduce inequities*

(a) National leaving examinations are conducted at P6, S3 and S6 primarily as a method of determining a student's progression to further education. More students are passing at higher rates than previously, especially girls. EFA Review respondents indicate that these 'high stakes' examinations impact on decisions about some students continuing their education – higher dropout rates in P5 may indicate a reluctance on the part of lower performing students to sit for the P6 examination.

(b) The Ministry of Education conducted the Learning Achievement in Rwandan Schools (LARS) in 2011 to measure the literacy and numeracy levels of P3 students. The second phase of LARS was initiated in 2014 with P2 and P5 students in order to gain a broader picture of literacy and numeracy competencies. The findings are being integrated into primary programming and pedagogy to improve effective teaching and learning.

(c) The proposed continuous assessment reforms linked with the competency-based curriculum will balance subject knowledge with higher order thinking and learning (understanding, application, analysis, evaluation and creativity).

Box 7.1: Primary and Secondary School Curriculum and Assessment Revision, 2014

- The new curriculum will be competency-based integrating continuous assessment of various methods, moving away from the traditional knowledge-based model.
- Generic competencies will include: critical thinking, research and problem solving, creativity and innovation, communication and cooperation.
- Subject-area objectives will require understanding, application, analysis, evaluation and creativity on the part of the student.
- Literacy and numeracy will be at the heart of the curriculum.
- Standards of English language proficiency will be achieved for teachers and students.
- Cross-cutting issues will be integrated such as basic health and hygiene, environment and sustainability, gender equality, HIV/AIDS and reproductive health, and peace studies.
- The curriculum will be accessible to all learners including those with barriers to learning and participation.
- Rwandan culture and heritage will be promoted to sustain the strong sense of national unity.
- Formative and summative assessments will be conducted to provide a broader understanding of a child's progress.
- Teaching and learning resources will be designed to align with the new curriculum.
- Teacher understanding and application of the new curriculum will require intensive training and investments.
- Ongoing monitoring and evaluation of the curriculum implementation will address any barriers that may arise.

4. *Content and materials that reflect the relevant curricula, including textbooks, readers and other didactic material, including material made from locally available resources*

(a) Rwanda has found the current curriculum less than relevant to the nation's vision for development (Vision 2020, EDPRS2). Teaching and learning materials, while aligned with the traditional curriculum and made more available through the school-based textbook acquisition mechanism, tend to focus on subject knowledge reinforced by periodic national examinations. REB is currently involved with UNICEF and other partners in the revision of the curriculum to meet modern requirements (See Box 7.1).

(b) Through USAID funding, the 'Literacy, Language and Learning (L3)' program has created high quality, evidence-based teaching and learning materials (print and audio) for use in literacy and numeracy instruction in early primary classes in public schools nationwide. Video-based teacher training supports effective incorporation of these new resources in the revised curriculum.

(c) Save the Children's pre-primary readers sets are creating learner and language appropriate readers for use in early primary classes throughout all schools. These learning resources will continue to be integrated into the curriculum reforms over the next few years to extend students' reading experience and practice.

(d) Local publishers are receiving capacity building from education stakeholders to further develop the domestic publishing industry and authorship as a catalyst for Rwandan production of quality reading and learning materials,

(e) New syllabuses, teaching and learning materials (teacher guides, textbooks, visuals, manipulatives, media, etc.) will be produced during 2015 for use in the implementation phases of the new curriculum.

5. *These should promote the acquisition of positive values and basic skills, such as: literacy; numeracy; critical life skills such as problem solving, lifelong learning, and communication; IT skills; and healthy living, including HIV/AIDS prevention and environmental education*

(a) National campaigns such as 'Rwanda Reads' supported by government, development partners, and non-governmental and faith-based organizations underline the importance and relevance of literacy in modern Rwanda, and aim to support a culture of reading.

(b) Schools have been encouraged to create active classroom reading corners and school libraries to increase reading experiences and literacy among young people and their families. Donor-supported mobile libraries, such as those implemented by US Peace Corps and L3 are also increasing access to reading materials.

(c) Peace and values education is incorporated in the civics curriculum to support students' personal growth and contributions to the peace and security of society.

(d) The OLPC program will have distributed 250,000 units in 407 primary schools by late 2014. This government-funded initiative provides primary students with basic IT experiences prior to entering secondary school or transitioning into vocational training centres.

(e) The ICT Department (REB) is responsible for project-based IT teacher training and deployment of computers in secondary schools (1,298 units in 101 schools since 2012), Internet connectivity and computer maintenance and refurbishment (Tumba College of Technology provides service and teacher training).

(f) The Ministry of Education conducts HIV/AIDS awareness training with school personnel in order to further support the integration of health issues in the curriculum and through extra-curricular activities.

(g) As noted in Chapter 5, literacy and numeracy is being reinforced in community literacy centres amongst youth and adults in parallel with formal school programs. These non-formal education centres are operated by the Ministry of Education and non-governmental or faith-based organizations such as ADRA.

(h) The current curriculum and timetabling in primary and secondary schools integrates some skills (health and HIV/AIDS awareness, environment) within subject areas. Life skills such as agriculture, financial literacy, arts and crafts, and workplace 'soft' skills are absent from most schools, except where the head teacher has initiated activities with teachers and students

6. *Well-managed schools, where head teachers, teachers, parents, children and the wider community contribute to school planning, learning environments and accountability*

(a) VVOB's leadership and management programs in Rwanda have been integrated, over the past few years, into REB's Teacher Development and Management Department with the creation of a discrete unit to focus on leadership and

management training. There has been discussion on an accredited program for School Leadership and Management within URCE.

(b) Local Parent Teacher Committees (PTCs) have received training on school governance, planning and budgets, parent support for students and community engagement. PTCs most often include parent, student, teacher and community representatives. IEE and Concern Worldwide through USAID funding and ADRA, among others, have provided PTC training.

7. *A reflection on how the system is performing and whether it is meeting the needs of students, parents, communities and employer.*

(a) The government created a cross-sectoral monitoring framework called the Common Performance and Assessment Framework (CPAF), informed by the EDPRS to capture key elements of each sector through Ministries reporting against core indicators (MINEDUC, 2013b). The education sector indicators and policy actions currently include: (i) primary completion rate, (ii) primary completion for girls, (iii) transition from basic education to upper secondary, (iv) primary PQTR, (v) percentage of science stream students taking S6 national exams who pass with a minimum for public university to study a science discipline (m/f), and (vi) proportion of employers who are satisfied with the performance of TVET graduates.

(b) REB's Quality Assurance Department of 30 inspectors, which includes 5 regional supervisors, is tasked with the responsibility of conducting inspections in Rwanda's more than 2,600 primary and 1,400 secondary. This is obviously an enormous task requiring the support of district and sector education offices, among others, to be an effective mechanism for sector management and school improvement.

(c) MINEDUC has published an annual Education Statistics Yearbook since 2011 highlighting pre-primary, primary, secondary, vocational training and higher education sub-sectors. It has become a valuable resource for those working in the sector.

The government has taken steps to improve the education system in adherence with the above guidelines such as the approval of policies and costed strategic plans in key areas including: early childhood development, teacher management and development, girls' education, school health, textbooks and TVET. Ministry of Education policies currently under review and updating are: Language of Learning, Textbook Guidelines, Curriculum & Assessment, and Teacher Development & Management. Their implementation will further enhance the quality and relevance of the education system. To improve learning outcomes, the government has also prioritized the reform of the curricula to enhance their relevance to students' individual needs, as well as to broader societal and labour market demands.

Before looking at the challenges and strategies for post-2015, it would be remiss to not mention the Innovation for Education Initiative (DFID with Mott MacDonald) that is currently supporting and monitoring 26 projects (Box 7.2). This program, which is housed in the Ministry of Education, cuts across each of the seven quality standards addressing needs and issues within primary and secondary education through 'innovative', research-based, pilot interventions. Each project is closely monitored to assess its contributions to improvements in quality education, and its potential for replication or scaling-up.

7.4. Current challenges for quality in education

Based upon Ministry of Education documents, respondents' perspectives and proceedings of the recent Joint Review of Education Sector, the major challenges that currently face the education sector in relation to quality of education in primary and secondary schools include the following:

Box 7.2: Innovation For Education Initiative

Effective Teaching and Learning
- Improving the quality of education through active learning in Rwanda
- Emergent literacy and maths initiative
- Improving learning outcomes through language supportive textbooks and pedagogy
- Enhancing teacher effectiveness through mentor supported autonomous language learning
- KnowZone Rwanda
- Rwandan Children's Book Initiative
- Gasabo School Development Program
- Mentorship Community of Practice

Accountability and Empowerment
- Improving educational quality and access through sustainable investment…
- Mubyeyi, Tera Intambwe! Initiative
- Ndi Hano! (Here I am!)
- Improving the quality of primary and lower secondary education in Rwanda…

Climate Change and Environment
- Empowering Rwandan Education Professionals to deepen environmental protection…

Skills Development
- Coaching school leadership to achieve high level learning outcomes
- Improving teacher-librarian education in Rwanda
- Promoting spatial thinking in natural resource management…
- Set up of Rubengera Technical Secondary School

Inclusive Education
- Keeping girls at school
- Inclusive futures in Rwanda…
- Achieving learning outcomes for all
- Early childhood caregiver professional development…
- Inclusive education partnership awareness raising…

Use of Appropriate Technologies in Education
- Teacher self-learning academy
- eTeacher training at Teacher Training Colleges
- IWitness in Rwanda: Developing critical thinking and promoting positive values using Internet-based resources.

Source: Innovation For Education Rwanda Fund, 2014.

1. **'Quality' consensus:** Many people are still not clear about what 'quality' looks like in terms of curriculum, instruction, management and outcomes. This lack of clarity faced by many jurisdictions, not only Rwanda, contributes to the ongoing retention issues. A clear and well-understood definition is required to guide the further development of a relevant and rigorous education system.

2. **Teacher motivation:** Self-esteem and morale are at a low amongst many teachers (Bennell and Ntagaramba, 2008). Research in developing and developed countries tells us that teachers are the most important element of generating effective student outcomes. To this end, the teaching profession must be supported and encouraged by all stakeholders in important ways – the social contract must be understood and respected by all parties.

3. **Relevant curriculum:** As noted throughout this review, Rwanda has recognized that today's primary and secondary curricula need to better align with society's needs.

Social and economic development, as portrayed by the EDPRS2, requires relevant and rigorous education aligned to public and private sector requirements. The Ministry of Education is firmly on track to revolutionize Rwanda's education system with a phased in approach through 2016 to 2018.

4. **English language as the medium of instruction:** This is a well-recognized challenge in schools. It is a long-term initiative that requires continuous investment and assessment, patience and a strong willingness on the part of adults (policy makers, teachers, parents, leaders and managers, mentors, etc.) to support their children. The professional development of teachers is critical to this initiative.

5. **Professional development:** Teachers tend to teach the way they were taught, which reinforces the traditional 'stand and deliver' style seen in many classrooms. A more balanced approach to effective teaching and learning integrating teacher- and learner-centred pedagogy, as appropriate, will enable students to be more actively involved in their own learning. Teachers are to be supported by Head Teachers who are proficient in instructional leadership and mentorship.

   A strong focus on the continued development of professional competencies within schools (head teachers, teachers, PTCs), district and sector education offices (DEOs and SEOs), and the Ministry of Education (central, REB, WDA) will contribute to improved outcomes at all levels. A strong PRESET system should be complemented by effective continuous INSET. Investments in personnel are critical to achieving EFA and Ministry of Education goals.

6. **Retention rates:** Retention rates, especially at the primary level, are well below expected levels acting as a barrier to secondary education and generating higher system costs diverting funds from system improvement efforts. Dropout rates continue to remain relatively static, due in part to the quality and relevance of the current education system. Improved retention rates in primary education in order to increase efficiencies in flow-through (survival rates) to secondary education will reduce operating costs within the system.

7. **Data management:** In a country that champions the development of ICT, enhanced and integrated data management systems are vital to provide comprehensive and relevant information in a timely manner with which to diagnose the impact of policy and programming on student learning outcomes.

8. **Decentralization:** Decentralization, while creating useful synergies at the sub-national and local levels, poses a disconnect between education policy and strategies and their successful implementation in schools. Decentralized levels include district and sector education offices as well as school committees. Clarify the roles and responsibilities within the decentralization process as a means of achieving the implementation of policies aimed at improving the quality of teaching and learning in schools. Ensure creative and innovative work from sub-national personnel within performance contract system. Align District Development Plans more closely with ESSP 2013/14-2017/18 goals and objectives.

9. **Implementation:** A tendency to 'rush' the implementation of policies and programs without fully comprehensive planning, resources, and dissemination can impact on their success and sustainability. In the long term, this impacts on outcomes for the beneficiaries, while frustrating the efforts of national and sub-national initiatives.

7.5. Recommended priorities and strategies for post-2015

The challenges noted in Section 4 above provide some suggestions for improving the situation relative to quality in education. The ESSP 2013/14-2017/18 has identified ten sector outcomes, two of which pertain specifically to quality in basic education:

1. **Improved quality and learning outcomes across primary and secondary education** (See Box 7.3)**.**

2. **Improved supply of qualified, suitably skilled and motivated teachers and trainers to meet the demands of expanding education access** (as per revised TDM Policy, pending 2014)**.**

Box 7.3: Factors in providing quality in education

Quality in education involves learning in a school environment, which is a complex process requiring the interplay between the following factors (MINEDUC, 2012b):

- *Quality of Instruction*, which is primarily concerned with how effectively important concepts are taught by classroom teachers;

- *Appropriate level of instruction*, which pertains to the delivery of instruction at a level that is consistent with students' abilities to learn the material;

- *Time*, which refers to students' 'opportunity to learn' – not only the total amount of time devoted to instruction, but also the efficiency with which class time is used;

- *Attitudes to learning*, which refers to students' active involvement in learning – their interest in a subject and the extent to which they value schooling outcomes; and

- *Resources*, which includes both material and human resources dedicated to student learning (See Box 7.1 for preview of Curriculum and Assessment Reform).

CHAPTER SUMMARY: Quality in Education

Lessons Learned

- The classroom teacher has the most significant impact on a student's learning achievement and school experience.
- School leadership and management have an indirect and positive impact on student achievement through the head teacher's professional support (instructional supervision) of classroom teachers,
- Active parental involvement in their child's education is an important factor in a student's success at school,
- English language instruction at P4 and above has been a major challenge for teachers and students who have low or negligible proficiency in English.
- Curriculum aligned teaching and learning materials add value to a student's learning experience.
- Qualified teachers do not necessarily mean quality teachers – the quality of teacher education is a critical element of effective teaching and learning,
- Girls' pass rates on national examinations have improved as much as 10% over the past 5 years,
- Children's achievement in primary school tends to decrease with further distances to and from the school,
- The presence of adequate water and sanitation facilities impacts favourably on the quality of a child's school experience,
- Providing education services in a resource constrained environment is one of the greatest challenges,
- The education sector's funding has increased year on year to meet the growth of student populations, school expansion, teacher and staff recruitment, and remuneration and teaching resources,
- Unit costs per student have increased dramatically over the past 5-10 years, which when combined with current primary repetition rates, places a higher burden on the system.
- Relevant curricula serving the needs of students, communities and the labour market are at the core of education as a foundation for effective teaching and learning.
- English language competency amongst teachers impacts upon the quality of teaching and learning at post-P3 levels, most notably at P4-P6 levels.
- In-service training requires on-the-job follow-up through mentoring and coaching with appropriate monitoring for

quality assurance.

- Teacher recruitment (often a second or third career choice of young people), deployment challenges (resistance to rural and remote deployment) and attrition (retirement, leave remote areas, leave for higher salaries, continuing studies, etc.) confront the provision of quality education.
- Self-esteem and morale are at a low amongst some teachers.
- Lack of awareness generally about the child friendly schools approach and how it can be used to improve schools.
- A low level of parental engagement in their child's education is still a barrier for many schools.
- Lack of trained personnel in ICT and adequate infrastructure in a majority of schools.
- The current curriculum and assessment reform requires strong budget support for its implementation.

Recommendations

- Focus on teacher motivation through professionalization, training, working conditions and resources – they are at the core of quality education delivery.
- Adopt and implement the draft Teacher Development and Management Framework (2014) in improving teacher welfare and conditions of service – contract conditions, remuneration, working conditions, housing, loan schemes, etc.
- CFS training for district & sector personnel, pre- & in-service teachers, head teachers, PTCs, etc. – application of the CFS approach through on-site mentoring, coaching and inspection.
- Head teachers or 'master' teachers from different subject-area departments to provide instructional leadership and mentorship.
- Develop English language competency amongst teachers on a continuous basis to ensure the quality of teaching and learning post-P3 levels.
- Ensure age appropriate readability levels for all print materials in classrooms.
- Continue work with parents & communities by MINEDUC and partners to increase awareness around parental responsibilities.
- Increase actual and expended budgets to ensure improved equitable learning outcomes.
- Include an indicator(s) to capture improvements in learning achievement (are they only about examination scores?) and ensure its monitoring on an annual basis.
- Ensure that District Development Plans reflect the priorities of the ESSP 2013/14-2017/18 in a balanced manner (i.e., a sharp focus on repetition and dropout issues is critical to the expansion of secondary education and future investments in ECD, Science and Technology, and TVET).
- Ensure a strong focus on coordinated PRESET and INSET professional development grounded in a clear and achievable implementation plan.
- Complete the current national curriculum review with a view to instituting a cyclical revision schedule in the future.
- Continue to support assessment strategies such as the Learning Achievement in Rwandan Schools (LARS) Study, which provide valuable data to enhance effective teaching and learning in schools.

Chapter 8 : HIV/AIDS in schools

Goal 7: Prevent the propagation and limit the expansion of HIV/AIDS infection within and outside the school environment and mitigate the impact of HIV/AIDS in schools, especially for those infected and affected by the disease (MINEDUC, 2003a).

Global context

"Infectious diseases, such as HIV/AIDS pose some of the gravest threats to health, but improving education is a powerful way to help reduce their incidence. It is vital for policy makers to take this into account. Although, there has been progress towards the sixth MDG, which aims to reverse the spread of diseases including HIV/AIDS, large numbers of people are still dying from preventable diseases and unfinished business will remain to be addressed after 2015.

Education provides a window of opportunity to increase awareness about HIV/AIDS prevention among young people and avert new infections among future generations. Reaching the young is particularly important: while the rate of new infections fell by 27% among those aged 15 to 24 between 2001 and 2011, young people still account for about 40% of new infections. Globally, HIV/AIDS is declining but there were still an estimated 2.5 million new HIV infections and 1.7 millions aids related deaths in 2011 (UNAIDS, 2012).

In Sub-Saharan Africa, those affected by HIV/AIDS often face stigma, which itself can contribute to the spread of the disease by discouraging people from taking measures or seeking treatment. Education can reduce stigma. Those who had not completed primary school were 10% less likely to express intolerance towards people with HIV infection, and those with secondary education were 23% less likely to do so."

(EFA Global Monitoring Report 2013/4: Achieving quality for all, Summary. Paris: UNESCO, 2014: 162,173)

8.1. Introduction

8.1.1 The rationale for 'HIV/AIDS in schools' as the seventh EFA Goal.

The international community adopted the six EFA Goals at the World Education Forum held in Dakar, Senegal in April 2000. This broad vision of education and the holistic approach to education sector development was fully embraced by Rwanda as a critical vehicle for realizing Vision 2020. However, in an effort to implement school health actions in general, and to mitigate the negative impact of HIV/AIDS on education, Rwanda, through the Ministry of Education added a seventh goal for HIV/AIDS in schools.

Even though the incidence of HIV/AIDS in Rwanda was much less than in neighbouring countries, the Government of Rwanda recognizes that HIV/AIDS constitutes a serious socio-economic challenge that threatens the development of the nation.[22] Moreover, the GoR recognises that the pressure on communities to provide welfare and support to people with AIDS has implications for the overall aspects of education. It is worth noting that this proposed goal fits automatically with Strategy 7 of Dakar Framework for Action EFA Implementation: "Implement, as a matter of urgency, education programmes and actions to combat the HIV/AIDS pandemic."

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[22] Questionnaire by the African Union on the progress made by Rwanda in the implementation of the Plan of Action of the African Charter on the rights and welfare of the child, 'Africa for Children'.

8.1.2 The scope of the HIV/AIDS problem in Rwanda

The Rwanda Demographic Health Survey (2010) revealed that the national prevalence rates for HIV have remained stable at 3% (2.3% male; 3.6% female) since 2005 and have remained fairly static since that time. The rates for young people aged 15-24 are also virtually unchanged at 1% in 2010 (0.4% male, 1.5% female; 2.7% urban, 0.7% rural) as compared with 1.2 % in 2005. This data suggests that less people are getting infected and or die due to AIDS. A number of factors explain this major achievement in the fight against HIV and AIDS: (a) increased access to and affordability of anti-retroviral therapy (ART), especially the scale up of 'Preventing Mother To Child Transmission'

Figure 8.1: HIV/AIDS prevalence in Rwanda
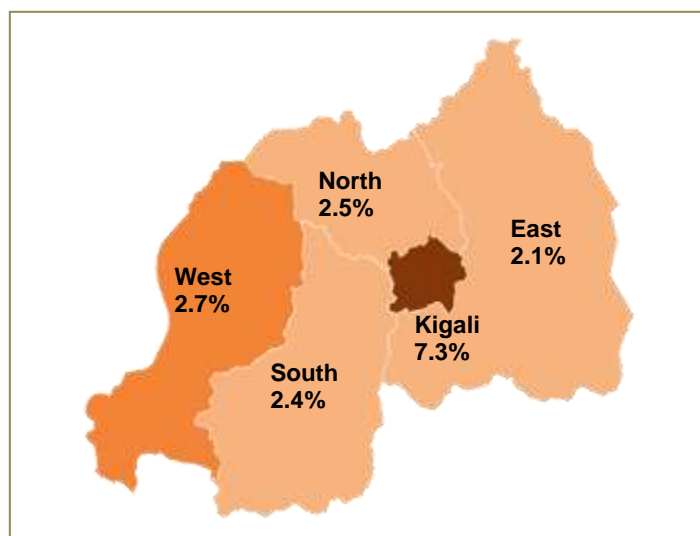
Source: Demographic Health Survey, 2010

(PMTCT) services to 90% coverage for both treatment and prevention, and (b) efforts in HIV prevention programs, especially awareness building programs.

The national census reveals that 70% of infected persons have relatively low school performance as compared to the general population. Only 59.3% of infected persons have knowledge about contraceptive methods. According to DHS 2010, 91% and 92% of men and women are somewhat more likely to know that condom use can prevent the transmission of HIV. Amongst adolescents (13-18 years of age), 3.4 % were found to be using condoms – boys use them three times more often than girls and compounding this situation is that 3% of female adolescents are trading sex for money (MINECOFIN, 2014b). 29.1% of female and 58% of male respondents aged 15-19 had used a condom during their most recent sexual encounter (MINISANTE, 2010).

This data underlines the urgent need for reproductive health education programs for adolescents, whether they are attending school or not.

8.1.3 Impact of HIV/AIDS on education

The HIV/AIDS pandemic impacts on learning opportunities and education systems in a variety of ways. HIV/AIDS threatens the supply of education through the long-term illness and loss of trained professionals. Teachers with HIV/AIDS eventually become chronically ill resulting in marked increases in absenteeism and generally lower morale and productivity. Education sector costs are thus compounded as budgets have to accommodate recruitment and training costs to replace personnel who have

> **"HIV/AIDS REQUIRES A HOLISTIC APPROACH BECAUSE SCHOOLS ARE PART OF THE COMMUNITY."**
> Minister of State (Primary & Secondary Education), MINEDUC

passed away due to AIDS, as well as the payment of full salaries to staff members with HIV/AIDS who are absent and additional salary costs for substitute teachers (Word Bank, 2010).

HIV/AIDS also impacts the demand for education. HIV/AIDS has a negative impact on enrollment and dropout rates, particularly at the secondary level.

It must be kept in mind that HIV/AIDS infects, and also affects families which results in children and adolescents attending school under difficult circumstances. When a family member becomes severely ill, scarce economic resources are spent on medical treatment, which places pressure on household expenses for school. If children become ill, they are frequently kept home from school or are taken out of school. Some parents see the costs of schooling as unnecessary, if the child is not able to attend or performs badly due to illness (Kinghorn et al, 2003). An assessment by the Ministry of Education found that the number of children aged 0-16 who have lost at least their mother to AIDS, is projected to climb from around 65,000 in 2003 to 208,000 by 2015. The same study predicts that almost 10% of 13-16 year olds are expected to become orphans by 2015 due to AIDS (Kinghorn et al, 2003). The impact of this on these children, their classrooms and their schools cannot be avoided, thus schools must prepare for such eventualities through teacher education, appropriate curriculum and in-school programs to better support these children and their families.

8.2. Achievements since 2000

Health education in schools is necessitated by the fact that sexual activity often occurs in individuals of school-going age and that schools are the most effective places for disseminating information amongst the population of that age. The government has undertaken several initiatives to reduce the prevalence and incidence of HIV/AIDs at the national and school level.

8.2.1 Ministry of Education HIV/AIDS Unit

Rwanda's initial response to HIV/AIDS was driven mainly by the health sector; however, with the establishment of the Ministry of Education's HIV/AIDS Unit in 2000, several initiatives were undertaken to fight against HIV/AIDS at national and school levels. The HIV/AIDS Unit's role is to develop policies and plans, coordinate HIV/AIDS activities, partnerships and funding at national levels, and monitor and evaluate interventions. An HIV/AIDS policy and strategic plan has been implemented in Rwanda's schools with prevention of the disease as the main priority and also covering aspects of care, support and mitigation of the impacts for teachers and students (MINISANTE, 2009).

8.2.2 School Health Clubs

The Ministry of Education has made it mandatory for all schools to have school health clubs in primary and secondary schools where students learn about HIV-based life skills such as: basic sexual health and reproduction, HIV/AIDS prevention and transmission, contraception, stigmatization, care and treatment, VCT accessibility and peer counseling. Unfortunately, established anti-AIDS clubs often remain inactive due to a lack of guidance, financial and material support (MINEDUC, 2003c). To counter this trend, reproductive health and HIV/AIDS education is integrated in the new curriculum at all levels of education, with approved teaching materials and appropriate PRESET and INSET post-2014 to ensure that all students understand the issues and develop healthy and safe life styles.

8.2.3 Education Sector Response to HIV/AIDS

In 2008, the Ministry of Education renewed the Education Sector Responses to HIV and AIDS and took steps to mobilize stakeholders to respond dynamically to the disease. Key

actions demonstrating this included (i) integration of HIV/AIDS in the Education Sector Strategic Plan (2008-12); (ii) development of the School Health Policy and the School Health Guide both with HIV/AIDS themes; (iii) putting in place MINEDUC HIV/AIDS management structures with senior staff to ensure planning, implementation, coordination, monitoring and evaluation of HIV interventions as well as capacity building of education personnel in HIV/AIDS; (iv) conducting a situation analysis of HIV/AIDS response in the education sector; and (v) conducting an advocacy event on the education sector's response to HIV/AIDS and (vi) establishing partnerships for resource leveraging to tackle the disease in partnership with the Rwanda Biomedical Centre and Institute of HIV/AIDS Disease Prevention and Control.

8.3. Factors for progress towards the achievement of this EFA goal

8.3.1 Policy context

If we consider that about 30% of Rwanda's population is currently composed of learners at different levels of the education system, then it is imperative that HIV/AIDS prevention through education be a top priority for this large target group. HIV and AIDS contribute negatively to the overall goals and purposes of the education sector (REB, undated). Schools do not operate in isolation from the larger community and society, and thus they must focus on prevention during the school years as well as inculcating proper attitudes and safe behaviours for one's adult life. Thus, the importance of HIV/AIDS education for children and young people is emphasized in Rwanda's national policy framework.

The Ministry of Education considers the mainstreaming of HIV/AIDS awareness in teacher education and primary and secondary curriculum as essential to achieving its mandated mission and goals. Efforts to implement school health actions are strongly aligned to Rwanda's international commitments to the Convention of the Rights of the Child and the MDGs. The provision of HIV/AIDS education to all children from an early age is highlighted in the Poverty Reduction Strategy Paper (2008-2012). The EDPRS2 provides a medium-term framework for achieving the long-term development goals of Vision 2020 and incorporates a number of cross cutting issues, including gender, HIV/AIDS, the environment, social inclusion, and youth development.

■ *Education Sector Policy (2003)*

With EDPRS2 as a policy catalyst, HIV and AIDS related challenges are addressed as part of a holistic school health policy The ESP clearly states that HIV and AIDS will be mainstreamed across all education departments, school children, girls and boys, and all adults, women and men shall acquire the necessary life skills to be responsible and change behavior in the fight against HIV and AIDS. The policy emphasizes that HIV and AIDS and life skills shall be integrated into the national curriculum and the teacher-training curriculum and that it will be one of the main responsibilities of all teachers and school administrators to ensure that HIV and AIDS and life skills programs are implemented. The policy also suggests that there shall be no stigmatization or discrimination against educators and learners who have contracted HIV and AIDS and measures to counsel and support those educators.

The Education Sector Policy and the current Education Sector Strategic Plan (2013/14-17/18) integrate the crosscutting issue of HIV/AIDS as part of a multi-sectoral response to HIV/AIDS prevention. Other sector policies that have contributed to the prevention of HIV/AIDS in school communities (students, teachers, parents) include: Health Sector Strategic Plan II, National Strategic Plan on HIV and AIDS, the National Accelerated Plan for Women, Girls, Gender Equality and HIV, and National School Health Policy and Strategic

Plan. Fortunately through these policies, national reproductive health programs and antiretroviral drug regimes are available to counteract the prevalence and effects of the infection.

■ *Health Sector Strategic Plan II (2008-2012)*

The HSSP II aims to strengthen institutional capacity, increase the quantity and quality of human resources, ensure that health care is accessible to the entire population, increase the availability and accessibility of drugs, and improve the quality of services in the fight against diseases including HIV/AIDS.

■ *National Strategic Plan on HIV and AIDS (2009-2012)*

This is the reference document for all sectors, institutions and partners involved in the fight against HIV and AIDS. The goals of the current NSP are: (i) halving the incidence of HIV in the general population; (ii) reducing morbidity and mortality among people living with HIV; and (iii) ensuring people infected and affected by HIV have the same opportunities as the general population. Under NSP 2009-2012, the Government made significant improvements in the health sector and has achieved one of the highest coverage rates of antiretroviral therapy in Africa.

■ *National Accelerated Plan for Women, Girls, Gender Equality and HIV (2010-2014)*

This is a four-year strategy for accelerating actions to promote gender equality and reduce women's and girls' increased vulnerability to the risk of HIV. The plan aims to ensure that: (i) women's and girls' equal access to HIV services is guaranteed by an evidence-informed HIV response; (ii) political commitment is matched by concrete actions and resources for women and girls; and (iii) rights of women and girls and their empowerment are protected and promoted in the context of HIV.

■ *National School Health Policy and Strategic Plan (2013-2018)*

The policy recognises that important health factors influence students' development including sexual and reproductive health, HIV and AIDS prevention, trauma and violence, substance abuse and mental health problems. Such factors should be addressed through health promotion and health education activities and need to be incorporated into the curriculum. The policy also promotes zero tolerance of stigma and discrimination in school settings to minimize prejudice, negative attitudes, abuse and maltreatment directed at those living with HIV and AIDS especially orphans and vulnerable children (OVC).

The strategic plan seeks to ensure implementation of quality-integrated services for all children at school, calling for inter-sectoral coordination of the education, health, nutrition, sanitation, and child protection sectors. The NSHSP aims to: (i) provide preventive and curative services that address needs of school children; (ii) ensure provision of safe water and adequate sanitation facilities in schools; (iii) improve and enhance knowledge of students and teachers about school health, including prevention of diseases, management of disabilities and special learning needs, HIV, GBV, hygiene, nutrition, physical education and mental health; and (iv) ensure that children and young people are equipped with the information, knowledge, skills and values to make responsible choices and achieve their full potential.

■ *National Curriculum and Assessment Review and Reform (2014-15)*

The Rwanda Education Board is currently reforming the pre-primary, primary and secondary school curriculum. HIV/AIDS, life skills, sexual reproductive health rights (SRHR) as well as

other health promotion programs are being considered as key elements to be integrated into the school day timetable. Information about sex and HIV/AIDS is insufficient by itself to bring about low-risk behaviors, and must be linked with the development of interpersonal and skills, such as critical and creative thinking, decision-making, and self-awareness, as well as with the development of the knowledge, attitudes, and values needed to make sound health-related decisions.

8.4. Current challenges for HIV/AIDS education in schools

Though much has been done at the policy and implementation levels to prevent the transmission of HIV/AIDS and reduce its prevalence within school communities and the wider population, a number of challenges still remain. These challenges require further study and action and include the following:

8.4.1 Low level of knowledge and safe practices amongst adolescents

According to the NISR, 45% of the population aged 15-24 did not have comprehensive and accurate knowledge of HIV/AIDS in 2005. A year later, only 12.9% of girls and 16.8% of boys aged 15-19 could identify at least three methods of preventing HIV/AIDS and two fallacies in relation to HIV transmission (BSS, 2006). By 2009, this figure had declined slightly to 9.4% for girls and 11% for boys (BSS, 2009). It is a concern that the baselines from the mid-2000s are at such a low level, while the NSP 2009-12 target is 70%.

The information on HIV prevention is not translated into protective sexual behaviour practices. According to the RDHS (2010), in the age group of 15-19 years, only 3.5% of females utilize the condom with a spouse or cohabiting partner, 29.4% utilize the condom with non-cohabiting partners and 16.3% of females utilize the condom in general. In the age group 10-25 years, 3% of females utilize the condom and 5% of males. The small percentage of young people using condoms for sexual intercourse shows their exposure to HIV/AIDS, sexually transmitted infections (STI) and unintended pregnancies for girls.

8.4.2 Risk behaviours

Some students seem to be at particular risk; these schools are often identifiable by high reported rates of sexual activity or pregnancy. Reasons put forward include limited secure infrastructure (fences, hostel capacity) and high-risk environments (i.e., urban areas, transport routes, construction projects, bars or barracks, etc.). The 'sugar daddy/mummy' phenomenon (cross-generation sex) is an issue in urban secondary schools linked to economic factors (poverty) such as exchange of sex for money and gifts, and peer pressure by which students with 'sugar daddies/mummies' show off their gifts in order to attain status (REB, undated). It is evident that many learners face higher risk during holidays, after leaving school or through cross-generation sex.

8.4.3 Barriers for HIV testing protocols

According to the Education Country Status Report on enhancement of quality education and achievement of universal nine-year basic education, policies and plans put in place to fight against HIV/AIDS are facing socio-economic, cultural and political challenges (World Bank, 2011). In this regard, cultural considerations and some legal texts (like international human rights documents, professional deontology in medicine, national guidelines regarding tests of HIV/AIDS, etc.) don't allow health centers to test freely and publish the information concerning HIV/AIDS (persons infected, those who are taking ART, and other relevant

information about HIV/AIDS). General practice is that parents must consent to HIV/AIDS testing of their children. Although, children infected or ill with HIV in schools are expected to remain a very small minority of learners, there are particular challenges to ensure that their rights are not violated, while generating accurate and useful information for the sectors.

8.4.4 Continued stigmatization

Stigma, denial and difficulty in talking about sexuality remain widespread. School personnel and students who are infected or affected by HIV/AIDS experience fear of isolation by their peers or loss of their jobs if they become known; fear by students that educators as confidants might disclose confidential HIV related information and refusal by some parents and guardians to provide the right information and services to HIV-infected children.

8.4.5 Low profile in the curriculum

HIV&AIDS is taught at all levels of primary and secondary. At the primary level, it is addressed through Kinyarwanda (P4-P6), Social Studies (P6) and in Science and Elementary Technology (P6). In secondary education, HIV/AIDS is taught in science combinations with Biology (i.e., blood circulatory system). The time allocated to the lessons is not sufficient considering the very urgent need for children to know about HIV/AIDS. There is a lack of continuity in grade levels, and specific issues such as transmission modalities, effective treatment, social stigma and discrimination are not addressed (REB, undated). However, in the new curriculum, which is being developed, HIV/AIDs is integrated at all levels.

8.4.6 Conflicting messages

School personnel and students may be confused by differing messages about safe sex and abstinence provided by government, development partners, NGOs and FBOs.

8.4.7 Insufficient support for School Health Clubs

Although Anti-AIDS Clubs are more evident in secondary schools than primary schools, they have limited support where they do exist and have very limited time to perform their activities as required by policy. Adult (teachers, head teachers, PTAs) support and stewardship for the clubs is hampered by lack of knowledge, confidence and materials.

8.4.8 Limited monitoring of HIV/AIDS education in schools

National inspectors and SEOs are hard pressed to effectively monitor and evaluate the general operation of schools and classroom teaching practice with limited personnel and resources. HIV/AIDS education is thus given little attention in the broader scheme of things.

8.5. Recommendations and strategies for post-2015

The Government of Rwanda is committed to reduce HIV/AIDS prevalence by educating young generations and has already made a number of decisions and actions aimed at alleviating the HIV/AIDS pandemic. These decisions and actions include:

1. Collaboration

(a) To create, support, monitor and evaluate collaboration the different stakeholders (focal point posts, local authorities, whole community, PTAs, school head teachers) to facilitate the dissemination of programs and information at central and

provincial levels, and encourage a decentralized and more responsive, mainstreamed approach in collaboration with schools.

(b) To strengthen collaboration between the Ministries of Education and Health and all relevant stakeholders to ensure that all teaching aids are harmonized and jointly developed with relevant and updated information and organizing regular monitoring and evaluation of HIV/AIDS education in schools.

(c) To ensure strong, informed leadership at all levels. This is needed to enforce accountability, and reduce stigma and denial.

(d) To ensure decentralized approaches – district and sector levels should be prioritized for support. School staff, learners and communities should be invovled in response planning.

2. Policy and implementation at school level

(a) To continue the implementation of reproductive health programs through all levels of education with the aim of reaching students before they become sexually active.

(b) To mainstream HIV/AIDS across all education departments and avoid stigmatization or discrimination against educators and learners who have contracted or are affected by HIV/AIDS and establish measures to counsel and support those educators and learners infected and affected by HIV/AIDS.

(c) To review and revise both the national curriculum and teacher training programs to include modules and courses on HIV/AIDS, health education, environment issues and life skills for all appropriate age groups, and provide in-service training for all students in the TTCs and Colleges of Education by putting an accent on personal participation and responsibility vis-a-vis various policies already in place.

(d) To establish HIV/AIDS counseling and care centers, elicit NGO, FBO and CBO support, and integrate guidance and counseling services with HIV/AIDS Voluntary Counseling and Testing (VCT).

(e) To revitalize and strengthen school health clubs by training peer educators, parents and all school stakeholders, and provide all the necessary educational materials and supports.

CHAPTER SUMMARY: HIV/AIDS in schools

Lessons Learned

- National HIV/AIDS prevalence rates have declined significantly since the 1990s.
- HIV/AIDS impacts on the supply and demand for education.
- School-based HIV/AIDS (co)curricular awareness programs impact positively on reducing prevalence rates among young people.
- Lack of information and understanding about HIV/AIDS in terms of infection, prevention, care and treatment affects both pupils and teachers.

Emerging issues

- Low level of accurate knowledge about HIV/AIDS, especially amongst illiterate populations, and even amongst some school personnel.
- Stigmatization & discrimination of people infected and affected by HIV/AIDS
- Lack of knowledge around prevalence of HIV/AIDS in schools (staff & students).

Recommendations

- Advocacy to include HIV/AIDS and sexuality education in the curriculum, teaching and learning materials and in the teaching.
- Implementation of extracurricular activities for HIV prevention and sexuality education, targeting both in and out of school communities.
- Collaborate with Decentralised administrative entities to include and monitor the implementation of HIV prevention and sexuality education programs within the District Development Plans.
- Conduct confidential survey and testing activities in line with MINISANTE policies and regulations.
- Prioritize the promotion of health, nutrition, hygiene and sanitation services in schools and to support good health and hygiene practices in the home and at school.

Chapter 9 : Implementation of EFA strategies

Global context

"Treaties and laws worldwide recognize that education is a fundamental human right. In addition, education imparts knowledge and skills that enable people to realize their full potential, and so it becomes a catalyst for the achievement of other development goals. Education rescues poverty, boosts job opportunities and fosters economic prosperity. It also increases people's chances of leading a healthy life, deepens the foundations of democracy, and changes attitudes to protect the environment and empower women…

To unlock the wider benefits of education and achieve development goals after 2015, it needs to be equitable and to extend at least to lower secondary school. And the schooling that children receive needs to be of good quality so that they actually learn the basics."

(EFA Global Monitoring Report 2013/4, Teaching and Learning: Achieving quality for all, Summary. Paris: UNESCO, 2014: 22)

9.1. Introduction

As well as highlighting the original six EFA goals, the Dakar Framework of 2000 also proposed twelve strategies for the overall achievement of the goals (See Table 9.1). These strategies focused much more on the implementation mechanisms, in general, that would underpin progress towards 2015. Rwanda derived its seventh EFA goal, HIV/AIDS in schools, from Strategy 7, which highlights the urgency of addressing the pandemic in the national context.

This chapter looks at Rwanda's policies, programs and initiatives that were developed to address the twelve strategies. The major education reforms initiated since 2000 and their impact are presented as examples of how the various strategies helped to develop the education sector. The chapter also presents some of the constraints and possible solutions for their implementation (See Appendix 11 in tabular format).

Table 9.1: Twelve implementation strategies

Dakar Framework: Twelve implementation strategies	
Strategy 1	Mobilize strong national and international political commitment for education for all, develop national action plans, and enhance significantly investment in basic education
Strategy 2	Promote EFA policies within a sustainable and well integrated sector framework clearly linked to poverty elimination and development strategies
Strategy 3	Ensure the engagement and participation of civil society in the formulation, implementation and monitoring of strategies for educational development
Strategy 4	Develop responsive, participatory and accountable systems of educational governance and management
Strategy 5	Meet the needs of education systems affected by conflict, natural calamities and instability and conduct educational programmes in ways that promote mutual understanding, peace, and tolerance and help to prevent violence and conflict
Strategy 6	Implement integrated strategies for gender equality in education which recognize the need for changes in attitudes, values and practices
Strategy 7	Implement as a matter of urgency education programmes and actions to combat the HIV/AIDS pandemic
Strategy 8	Create safe, healthy, inclusive and equitably resourced educational environments conducive to excellence in learning with clearly defined levels of achievement for all
Strategy 9	Enhance the status, morale and professionalism of teachers
Strategy 10	Harness new information and communication technologies to help achieve EFA goals
Strategy 11	Systematically monitor progress towards EFA goals and strategies at the national, regional and international levels
Strategy 12	Build on existing mechanisms to accelerate progress towards education for all

9.2. Implementation of National education strategies: Constraints and Solutions

Rwanda has developed national and education sector policies and strategies such as Vision 2020, EDPRS 1 and 2, 7YGP, ESSP which are in line with the twelve strategies. However, as indicated by the EFA review, a number of implementation gaps still remain. Some of the constraints faced during implementation include: a lack of shared understanding of the roles of the various stakeholders and limited awareness of the programs particularly under the decentralized structure. See Appendix 12 for a detailed overview of Rwanda's response to the twelve implementation strategies.

9.3. Education reforms and their results as influenced by EFA

9.3.1 Capitation grants

Until 2002, MINEDUC allocated a fixed sum of 5 million RwF per annum to each province for education administration costs, regardless of the number of schools or students in a jurisdiction. The shift to decentralization [23] required that each province would now be allocated funds based on the school age population. A

> **"We need innovations because times are changing; that's why, as teachers, we need to get new ideas."**
> Rwandan teacher (Innovation For Education Initiative)

'capitation grant' of 300 RwF per enrolled child per annum was to be channelled to each school to offset the abolition of primary school fees in September of 2003. These funds were to be used for the purchase of teaching materials, furnishings and equipment, water and electricity, and school telephone; facility up-grades; and teacher incentive allowances.

Result: *The abolition of school fees resulted in a dramatic increase in the number of children enrolling in primary schools all over the country. In 2003, the primary population increased by approximately 100,000 children, resulting in gains in net enrolment ratio. This rapid increase in student population also presented problems in terms of supply and quality. In 2009, initiatives such as 9YBE were put in place to address the increased demand, which required that capitation grants be extended to lower secondary education.*

9.3.2 Child Friendly Schools Approach

The Child Friendly Schools (CFS) is an approach to the improvement of school operations and student learning outcomes. CFS recognizes the importance of a holistic view of the child and adolescent. It includes major themes such as equitable access, student-centred learning methods, safety and security, gender issues, community engagement and school governance. The Ministry of Education partnered with UNICEF and NGOs to integrate the CFS approach in In-Service Education and Training (INSET), head teacher training, curriculum and teaching resource development, Water, Sanitation and Hygiene (WASH) facilities and programs, and parent-teacher associations, among others. The CFS approach also supported the unconventional school construction program conducted within the 9YBE program.

Result: *A stronger focus on child-rights in education has been observed with a more comprehensive approach to a child's learning.*

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[23] See Chapter 1, Section 5.8

9.3.3 Nine Years Basic Education Policy (2008)

In 2009, the 9YBE program became the catalyst for the expansion of education from P1 to S3 using unconventional construction methods, teacher specialization, double shifting and reduction of subject areas. The use of English as the preferred language of instruction and school-based textbook acquisition were also indicated in this policy. Capitation grants were extended to lower secondary levels.

Result: *Increased enrolments in primary and lower secondary education were facilitated through active local community participation and changes in timetabling and teaching loads.*

9.3.4 English as the medium of instruction

In 2009, teachers from P4 to S6 were instructed to provide classroom instruction in English for all subjects, exclusive of Kinyarwanda. This major reform was initiated to align Rwanda with regional English-speaking nations, strengthen Rwanda's relationship with the Commonwealth, and increase Rwanda's competitiveness in regional and global settings.

Result: *Teachers who have previously taught in French are being supported by School Based Mentors (SBMs) to improve their English language proficiencies. Over 900 SBMs are providing English language training and pedagogical support on a weekly basis for primary and secondary teachers.*

9.3.5 Decentralized textbook procurement and supply

Textbooks include course books for students in class, teacher's guides, dictionaries, atlases, reference books, other classroom print materials such as wall charts and maps, and supplementary reading books. In 2009, schools were given the responsibility of ordering textbooks on an annual basis to meet their particular needs. Purchases are charged to a central account in the name of each school, thus reducing the pressure on capitation grants and household costs. A textbook policy is currently being developed to consolidate and improve on present guidelines and align with the new curriculum, which will be implemented in 2016.

Result: *All primary and secondary schools have an improved supply of textbooks and learning and teaching materials, which in turn have supported improvements in teaching and learning, literacy levels and assessment results.*

9.3.6 Early childhood initiatives

Over the years, parent groups initiated pre-schools with the help of local head teachers in spare classrooms. The salary of teachers and caregivers are supported by parents, who may also provide snacks or meals for the children. The ECD Policy was adopted in 2011 to formalize the sub-sector and provide a basis for further public support of early childhood development.

Result: *The availability of pre-schools and ECD centers in rural areas has meant that rural children are more able to access early childhood education and school readiness programs, and other ECD/ECE services. The ESSP 2013/14-2017/18 is focusing increased attention on ECE to improve and formalize equitable access to quality programs.*

9.3.7 Technical and vocational education and training (TVET)

With the establishment of the Workforce Development Authority in 2009, TVET was given a much higher profile to address the learning and employment needs of young people in Rwanda. The ESSP 2013/14-2017/18 indicates increased budget allocations, technical and training inputs, facilities up-grades, student demand, and private sector participation in TVET.

Result: *Student demand for TVET at secondary, VTC and IPRC levels has increased significantly from over the past three years. The objective is to achieve a 60:40 ratio for technical studies relative to general academic studies in secondary education. The public-private relationship is anticipated to be strengthened to support the required funding, technical and teaching resources inputs necessary for a healthy and sustainable TVET sub-sector.*

9.3.8 Pre-service teacher training consolidation

Previously, the Kigali Institute of Education (KIE), now the University of Rwanda, College of Education (UR-CE), prepared lower and upper secondary teachers, while the 13 Teacher Training Centres (TTC)[24] located throughout the country trained primary teachers. In 2010, PRESET for primary and secondary was harmonized to ensure all teacher training in terms of curriculum, assessments and certification would be overseen by KIE. INSET remains the responsibility of REB in collaboration with the districts.

Result: *It may be too soon to recognize the intended outcomes of this reform as they relate to the effectiveness and quality of pre-service teacher training. Ongoing monitoring and assessment of the initiative is critical to the improved performance of service delivery and outcomes. As well, the working relationship between REB and UR-CE is of paramount importance to the overall coordination and effectiveness of teacher professional development.*

9.3.9 School leadership and management

In 2011 in a bid to institutionalize school leadership and management as a key component of INSET, the Ministry of Education in collaboration with VVOB established a unit within the Teacher Development and Management (TDM) Department in Rwanda Education Board (REB). VVOB has been providing school leadership training in the education sector since 2003.[25]

Result: *Educational leaders are developing more awareness and confidence around the management of schools, personnel, effective teaching and learning, budgeting, community relations and policy implementation. This also is a long journey that will begin to show anticipated results in improved school operations and student outcomes with time. It has been noted by review respondents that this REB unit is relatively successful in its approach.*

9.3.10 Twelve Year Basic Education

The Ministry of Education is currently developing an implementation plan to increase equitable access to upper secondary education as a follow on to the 9YBE program. This requires school expansion for more classrooms; increased PRESET recruitment, training and deployment; qualifications up-grade for INSET teachers; improved curriculum, teaching resources and assessment through the ongoing curriculum reform; improved English language proficiency amongst teachers; library, science and ICT classroom development;

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24 At the end of 2014, three more TTCs were established, bringing the number of TTCs to 16.
25 See VVOB (2014a & 2014b)

TSS and VTC expansion; and adequate WASH and electricity inputs. Capitation grants are provided to 12YBE schools (non-boarding only).

Result: 12YBE *Expansion has been underway since 2012. Upper secondary enrolment is showing a steady annual increase with a GPI in favour of girls. Dropout remains an issue; however, it is anticipated that curriculum reforms and teacher upgrading will positively impact on progression rates at this level by 2018.*

9.3.11 School feeding program

School feeding programs have been implemented by government, communities and NGOs over the years with varying success. The Ministry of Education is presently encouraging school communities to provide lunches for secondary students using local resources with the aim of increasing school attendance and retention.

Result: *School feeding programs have been shown to increase school attendance and retention rates. They also contribute to improved learning through healthy nutrition. School visits by ministry personnel suggest that communities are responding to the request.*

9.3.12 Curriculum and assessment reform (2014-2015)

Rwanda is currently undertaking a major education reform to move to a competency-based curriculum grounded in continuous assessment (i.e., informal, formative, practical and summative). Crosscutting issues such as gender and HIV/AIDS will be emphasized in subject areas, and Life Skills will be integrated into secondary education. PRESET and INSET will be conducted in 2015 prior to a three-year phased approach to implementation (2016-2018).

Result: *It is anticipated that students will be more engaged in their learning through relevant curriculum and assessments that are more in line with learning styles. A competency-based curriculum will encourage more students, especially girls, to consider TVET as a viable option relative to future employment. Students should be better prepared for post-secondary education and employment opportunities.*

9.3.13 Decentralization

While not an education-specific initiative, decentralization as a major government reform has contributed to an increase in personnel at district (30 DEOs) and sector (416 SEOs) levels responsible for the implementation and oversight of Ministry of Education policies and programs. The decentralization framework is coordinated by the Ministry of Local Government, which means that DEOs and SEOs are employees of MINALOC and report directly to the District Mayors rather than the Ministry of Education.

Result: *Decentralization has provided the national level with a stronger presence at the sub-national levels improving implementation and monitoring functions at school level, as was evident during the 9YBE program of 'unconventional' school construction. Recent discussions between the Ministries of Education and Local Government have focused on roles, responsibilities and reporting lines for DEOs and SEOs in an effort to improve the Ministry of Education's ability to more effectively and efficiently address issues as they arise in local school communities.*

In summary, Rwanda has been proactive in the education sector, post-1994, through policy development and strategic planning in all sub-sectors from pre-primary to higher education. Partnerships with international and national organizations have provided the impetus for ambitious programs and initiatives to attain the EFA goals and objectives.

As the review indicates some of these objectives have been achieved as in universal primary education and gender equity with obvious progress made relative to basic education, adult literacy, quality in education and HIV/AIDS prevalence. The areas of ECD and TVET are gaining considerable attention in terms of policy and funding, while quality in education continues to be a major government focus through national policy and projected budget allocations.

Rwanda continues to work in the education sector with the Dakar implementation strategies as a guide to achieve the EFA goals now and into the post-2015 period.

Chapter 10 : Conclusion and prospects for post-2015

Global context

"To end the learning crisis, all countries, rich and poor, have to ensure that every child has access to a well-trained and motivated teacher. The 10 strategies listed here are based on the evidence of successful policies, programs and strategies from a wide range of countries and educational environments. By implementing these reforms, countries can ensure that all children and young people, especially the disadvantaged, receive the good quality education they need to realize their potential and lead fulfilling lives."

(i) Fill teacher gaps; (ii) attract the best candidates to teaching; (iii) train teachers to meet the needs of all children; (iv) prepare teacher educators and mentors to support teachers; (v) get teachers to where they are needed most; (vi) use a competitive career and pay structure to retain the best teachers; (vii) improve teacher governance to maximize impact; (viii) equip teachers with innovative curricula to improve learning; (ix) develop classroom assessments to help teachers identify and support students at risk of not learning; and (x) provide better data on trained teachers.

(EFA Global Monitoring Report 2013/4, Teaching and Learning: Achieving quality for all, Summary. Paris: UNESCO, 2014: 50-52)

10.1. Introduction

The opening quotation focuses us on one of the most critical elements of effective teaching and learning at all levels – well-trained and motivated teachers. The sections that follow cover a range of issues in education concluding with the prospects and vision for the future of education in Rwanda. One of the principal lessons learned, and which we must always keep in mind, is the importance of the relationship between teacher and student and what they both bring to the learning context. To this end, the social contract between the society and its teaching force must be understood and respected.

This chapter also highlights what is essentially a crosscutting element, administrative and management support services. This area was evident in many individual and focus group interviews throughout the review, both as an important factor in the progress thus far and an area for continued improvement to meet the challenges presented by an ever-evolving and growing sector.

10.2. Progress towards the EFA goals

- **Goal 1:** ECD is an emerging sub-sector with a higher profile than in previous years – two government pre-primary schools in 2000 increasing to over 1,800 government-aided pre-primary schools in 2014. The EDPRS2 and ESSP 2013/14-2017/18 recognize the importance of ECD to support improved learning outcomes for children through policy strategies, increased funding, curriculum development, teacher education, community support, etc.

- **Goal 2:** NER is approaching 100% through the fast tracking of the 9YBE program and recently implemented 12YBE programs. Secondary enrolments have increased significantly due to increased equitable access at primary level.

- **Goal 3:** TVET has a strong policy and funding focus; its importance to the development of the labour market and economy is recognized throughout the country. Student enrolments have increased substantially in the past three years in TVET (TSS, VTC and IPRC) with an intended objective of 60% TVET and 40% general academic enrolments.

- **Goal 4:** Adult literacy rates are improving steadily with high enrolment of women in community literacy programs. Fee-free and compulsory basic education is contributing significantly to much higher rates of literacy amongst the 15-24 year old group, which will improve the overall national rate as this group matures.

- **Goal 5:** Gender parity was achieved in primary education early in the EFA experience (2001), while the GPI for secondary schools has been in favour of girls over the past five years. GPI favours women in primary teaching and men in secondary teaching. Gender equity and equality is still a work in progress for adults in secondary teaching, administration and management in the education sector.

- **Goal 6:** The deployment of qualified teachers has improved in recent years although PQTR has not changed significantly in primary education due to expanding schools and large numbers of enrolled students. Quality in education is a government and Ministry priority and to that end, the curriculum framework is being reformed to competency-based with continuous assessment.

- **Goal 7:** HIV/AIDS prevalence rates have declined dramatically since 2000, due in large part to peace and security, public health awareness, improved health programs and facilities and changing attitudes and behaviours.

10.3. Overall lessons learned with regards to EFA

(a) 'The classroom is where the action is.' – teachers are at the core of quality education and the relationship between teachers and students is critical to any improvements in education.

(b) There is strong political will to develop the education system in Rwanda, which filters through to local communities (i.e., Nine Years Basic Education program).

(c) A strong commitment by all stakeholders to the goals of EFA aligned with a deep respect for the planning process can and will go a long way to achieving education sector objectives.

(d) In Rwanda, girls tend to enter primary school more often at the correct age than boys (NER); they progress through primary grades more quickly than boys (less repetition and dropout) and tend to complete primary school in greater numbers at the correct age (MINEDUC EMIS, 2014).

(e) Rapid expansion of equitable access to primary education has presented several challenges in terms of the availability of qualified teachers, teaching materials, and governance and management systems, while highlighting the critical importance of quality in education.

(f) Decentralization has aided the implementation of policies and the delivery of programs. However, challenges remain with regards to the monitoring of such programs. Delivery and monitoring of programs can be enhanced by strengthening the linkages and communication channels between the districts and national level.

10.4. Administration and management support services

While administration and management in the education sector is not included as an EFA goal, the importance of administration and management to support policies, strategic plans, implementation, and monitoring and evaluation is evident throughout the EFA 2015 review.

The ESSP 2013/14-2017/18 highlights the role of administration and management as one of the ten outcomes developed for the education sector.

10.4.1 Administration and management support services

The following summary presents lessons learned, emerging issues and recommendations for post-2015 for this area:

Table 10.1: Overview of administration and management support services

Lessons learned	• Strong leadership at all levels (including district, sector and schools) increases the level of success in achieving objectives. • Implementation gaps will develop where policies and programs are not effectively disseminated amongst education stakeholders. • Accurate and timely data collection and analysis contributes to the achievement of goals and objectives through effective decision-making. • Currently, the gender balance in administrative and management services favours men (i.e., REB Inspectors: 25 men, 5 women; DEOS: 27 men, 3 women; Secondary Head Teachers: 81% men, 19% women). • Parent-Teacher Committees (PTC) and Associations (PTA) have made substantial contributions to the operation of schools, while encouraging improved parent engagement with their children's education.
Emerging issues	• Barriers to effective dissemination and implementation of EFA concept, especially as they relate to decentralization. • Competing sector priorities impact on the level of education funding. • District and sector education officers report to District Mayors and MINALOC, rather than MINEDUC creating time lags in responding to local issues – lines of authority and communication are disconnected from MINEDUC. • Capacity of personnel at all levels to implement government policies. • Capitation grants are insufficient to respond to all of the expanding school needs and priorities such as teacher training, construction repairs, security, water & electricity expenses, ICT repair and maintenance, teaching materials, etc.
Recommendations	• Ensure effective design and implementation processes in order to achieve intended outcomes – to include clear vision, appropriate skills, sufficient incentive, necessary resources and a comprehensive action plan. • Action the Capacity Development Plan and Fund effectively and efficiently to further develop the human resources within the Ministry of Education and its affiliated agencies. • Ensure adequate and well-trained staffing at national and sub-national levels to effectively implement, monitor and assess policy, strategy and program initiatives – in line with international standards and qualifications (i.e., International Institute of Educational Planning, UNESCO). • Clarification of roles, responsibilities and lines of authority and accountability in order to reduce bureaucratic barriers to effective and efficient operation of schools – both intra- and inter-ministerial. • Continued use of MTEF process to guide education funding. • Ensure that schools receive adequate funding disbursed in a timely manner and well managed at all levels – international accounting, procurement and audit standards. • Coordinate and consolidate data management systems, where appropriate (i.e., EMIS, LMIS, REB, WDA, etc.). • Increase qualified EMIS staff and up-grade software – enable enhanced data collection, retrieval, analysis and presentation. • Implement a sector-wide research and evaluation strategy to improve the understanding of successes and challenges with which to support continued effective interventions and initiatives (i.e., Innovations for Education).

10.4.2 Capacity Development Fund (CDF)

The Ministry of Education commissioned the Rwanda Education Capacity Needs Assessment in 2012 as a baseline for future professional development activities to improve the overall administration and management performance of the ministry and its affiliated

agencies (DFID, 2012). The CDF provides the financial resources required to enable the following education sector projects:

- Institutional review of Higher Education Council (HEC)
- Review of roles and responsibilities of DEOs and SEOs
- Sector-wide review of ICT use in education
- Internal communication strategy for the sector
- REB procedural manual
- Functional review of MINEDUC
- Developing analytical skills for national and sub-national staff
- 5-Year M&E plan
- Scoping mission by IIEP on planning capacity of MINEDUC
- Capacity strengthening of DEO planning and monitoring
- Strengthening overall capacity of MINEDUC educational planning

A budget allocation is also included in the ESSP 2013/14-2017/18 to develop a school-based EMIS with the cost of necessary decentralized infrastructure. A system of student identification numbers is anticipated for the 2015 school year, which will enhance student tracking and improve the efficiency and effectiveness of accurate and timely data collection and analysis.

10.5. Prospects for education in the country post-2015

10.5.1 Education Sector Strategic Plan 2013-2018

The current ESSP 2013/14-2017/18 provides guidance to the education sector through to 2018 and will, no doubt, reciprocate with the global EFA post-2015 objectives and targets as noted below. The ten outcomes developed for the ESSP should be recognized as important elements in the current and future development of the sector as they contribute to the ongoing commitments to EFA Goals:

1. Increased equitable access to 9 years of basic education for all children and expanding access to 12 years of basic education.

2. Increased equitable access to education for students with special educational needs within mainstream and special schools.

3. Improved quality and learning outcomes across primary and secondary education.

4. Qualified, suitably skilled and motivated teachers and trainers to meet demands of expanding education access.

5. Increased equitable access to relevant, high quality, demand-driven TVET programs.

6. Increased equitable access to affordable, relevant, academically excellent higher education that also delivers quality research outputs.

7. Improved access to school readiness programs by 2017-18, accompanied by expanded access to three-years of early learning for four-to-six year olds.

8. Strengthened performance in science, technology and innovation at all levels of education, and application of science, technology and innovation in relevant sectors of the economy.

9. Increased access to adult basic education to improve adult literacy and numeracy.

10. Improved administrative and management support services, including the management of policy, information, finances and human resources across the education sector.

10.5.2 Rwanda EFA 2015 Review

The following nine factors derived from the review provide some further direction and affirmation in concert with the ESSP 2013/14-2017/18 outcomes:

1. **Teacher professionalization** will contribute to improved morale and motivation within the education sector. This continues to be a government priority, with the recognition that the anticipated improvements in the quality of education rely to a very high degree on the quality and motivation of classroom teachers and school head teachers.

2. **Increased emphasis on ECD** will prepare children for their formal school experience and improve health and nutrition indicators.

3. **Curriculum and assessment reform** (2014-2016) will be seen by many as a revolution in pre-primary, primary and secondary education in Rwanda. This will become the foundation and catalyst for quality improvements throughout the education sector, as well as, strengthen the linkages between education and the labour market. It is also anticipated that relevant competency-based curriculum and continuous assessment will result in lower dropout rates and improved retention rates within the system, impacting favourably on budget inputs.

4. Increased focus on **special needs education** at all levels will ensure improved equitable access, qualified and confident classroom and specialist teachers, adapted curriculum and assessment, and increased participation by these children in their education and future opportunities.

5. Awareness of parents and children will be increased around the **importance of TVET** as a viable option relative to future employment and development of the country, while further developing the equitable access to quality TVET programs. The Ministry of Education is currently developing a careers program in collaboration with the private sector to encourage young people to explore a broader scope of employment opportunities.

6. **Public-private partners (PPP)** will invest in and further develop basic education and TVET – share the load.

7. **Adult literacy** rates will continue to improve with fee-free and compulsory basic education complemented by community literacy programs.

8. Continued **sensitization amongst young people against HIV/AIDS** will contribute to the mitigation of this global pandemic in Rwanda.

9. **Research-based policy and programming** will increase the potential for and reduce the risks involved with successful implementation and achievement of initiatives and interventions (See Box 10.1 for indicative topics).

10. **Monitoring and evaluation will** ensure effective, relevant and sustainable implementation and achievement of objectives for policy and program initiatives.

Box 10.1: Indicative research topics

- Evaluation of the Nine Year Basic Education Program to inform the ongoing implementation of the Twelve Year Basic Education program.
- Analytical study of the Early School Leaving ('Dropout') phenomenon to develop school-based strategies to address repetition and 'dropout'.
- Analytical study of the impact of the decentralization process on education aimed at improving the effectiveness and efficiency of the mechanism.
- Analytical study of gender equity and equality in education to achieve an effective and balanced approach (female and male) for children and adults.
- Evaluate the impact of public health issues on the education system (i.e., HIV/AIDS, communicable and non-communicable disease, personal hygiene, WASH, etc.) to inform ongoing and future interventions.
- Evaluate the impact of ICT in the education system to inform future investments and programming.

10.5.3 Global post-2015 targets in education

As part of the post-2015 agenda, Rwanda will be aligning with the overarching goals and targets of the Muscat Agreement (UNESCO, 2014c). The paramount goal will be to, **'Ensure equitable and inclusive quality education and lifelong learning for all by 2030.'** Within this goal, seven targets have been identified. Once approved globally, the actual quantitative targets will be set by the various Ministries of Education:

- **Target 1:** By 2030, at least X% of girls and boys are ready for primary school through participation in quality early childhood care and education, including at least one year of free and compulsory pre-primary education, with particular attention to gender equality and the most marginalized (outcome target).

- **Target 2:** By 2030, all girls and boys complete free and compulsory quality basic education of at least 9 years and achieve relevant learning outcomes, with particular attention to gender equality and the most marginalized (outcome target).

- **Target 3:** By 2030, all youth and at least X% of adults reach a proficiency level in literacy and numeracy sufficient to fully participate in society, with particular attention to gender equality and the most marginalized (outcome target).

- **Target 4:** By 2030, at least X% of youth and Y% of adults have the knowledge and skills for decent work and life through technical and vocational, upper secondary and tertiary education and training, with particular attention to gender equality and the most marginalized (outcome target).

- **Target 5:** By 2030, all learners acquire knowledge, skills, values and attitudes to establish sustainable and peaceful societies, including through global citizenship education and education for sustainable development (outcome target).

- **Target 6:** By 2030, all governments ensure that all learners are taught by qualified, professionally trained, motivated and well-supported teachers (input target).

- **Target 7:** By 2030, all countries allocate at least 4-6% of their Gross Domestic Product (GDP) or at least 15-20% of their public expenditure to education, prioritizing groups most in need; and strengthen financial cooperation for education, prioritizing countries most in need (input target).

10.5.4 Conclusion

As the review concludes, it may be important to revisit its antecedents to better understand the context in which the present education experience is grounded. One would have been hard-pressed to imagine the tremendous strides, not only in education, that have been made in Rwanda in light of the 1994 genocide experience in this country. The former National EFA Coordinator (2002-2003) speaks of the efforts to "normalize" life in September of 1994 when the provisional government encouraged local schools to reopen with any and all resources at hand, which were

"It was a courageous step to take; it was not easy."
National EFA Coordinator (2002-2003)

desperately few at the time. The paramount challenge at the time was how to recover from tragic circumstances – the experience had "torn up the moral fibre and broken the social fabric of Rwanda." Teachers worked with no salary. Schools were in various states of disrepair. Head teachers were appointed with little or no qualifications. Teaching materials were almost non-existent. Anxious parents waited each day as they sent their children off to school wondering if they would return at day's end. And with time, people established routines that provided some comfort and stability.A national conference in March of 1995 recognized that 'education was broken' and required reinvention – guidelines, structures, operations and a willingness to reopen schools. In 1996, the curriculum was reviewed relative to regional (EAC) education systems and teaching resources were developed, all in quick order, in three languages (Kinyarwanda, French and English).

The Dakar EFA Conference in 2000 was a timely opportunity for Rwanda to reflect on where it had come from in the past five years and to gain valuable guidelines and partners with which to rebuild its education system in line with the EFA goals. Government commitment was high as evidenced by the sector's share of the national budget in 2001 at 26%. This renewed focus on the education system was also an opportunity to emphasize reconciliation within Rwandan communities – the collaborative EFA Action Plan process in 2002-2003 brought together people from all over the country to create an education system for their children that would contribute to the social, political and economic development of Rwanda in a peaceful and secure context.

When asked what the secret might have been for such dramatic change, the former National EFA Coordinator suggested that it was a number of factors. Strong and committed leadership with a focus on the public good and the wellbeing of the people provided the foundation for development. External partners attuned to Rwanda's vision were critical to the progress made in terms of technical expertise and financial investments.

The Rwanda EFA 2015 Review has been an opportunity to reflect on the developments and progress, including the challenges and 'lessons learned the hard way' in education during the past 14 years. The review has been comprehensive, while trying to cover as much territory as possible and be as accurate as possible, within the timeframe and resources available.

One area that the EFA review does not consider in depth is higher education – the focus in Dakar 2000 was on universal primary education. Over the ensuing years, pre-primary and secondary education and TVET have gained prominence in the sector. Rwanda recognizes the value-added element of higher education, and various government documents, including the ESSP 2013/14-2017/18, do highlight the importance of higher education to national and regional development. Quality basic education is the precursor to higher education for many young people who wish to develop their professional skills and qualifications in a competitive public and private sector labour market. The Higher Education Council (HEC) within the Ministry of Education has been mandated to provide accreditation, quality standards and

monitoring and evaluation services, and advise the Minister on matters related to higher education. A sharp focus should be maintained post-2015 on the further development of relevant, robust and quality higher education through universities, technical institutes and other accredited institutions. This will create a self-sustaining system of education in which higher education graduates will re-enter the various levels of schooling with appropriate training and qualifications to further enhance the learning outcomes of children, adolescents and adults.

Glossary

Adult literacy rate: Number of literate persons aged 15 and above, expressed as a percentage of the total population in that age group.

Child or under-5 mortality rate: Probability of dying between birth and the fifth birthday, expressed per 1,000 live births.

Completion rate (CR): The number of new entrants in the last year of primary school in a given year, expressed as a percentage of the total number of the population having the official age for the last year of primary school.

Dropout rate by grade: Percentage of students who drop out of a given grade in a given school year.

Early childhood care and education (ECCE): Services and programs that support children's survival, growth, development and learning – including health, nutrition and hygiene, and cognitive, social, emotional and physical development – from birth to entry into primary school.

Gender parity index (GPI): Ratio of female to male values of a given indicator. A GPI below 0.97 indicates a disparity in favour of males. A GPI above 1.03 indicates a disparity in favour of females.

Gross domestic product (GDP): The value of all final goods and services produced in a country in one year.

Gross enrolment ratio (GER): Total enrolment in a specific level of education, regardless of age, expressed as a percentage of the population in the official age group corresponding to this level of education. The GER can exceed 100% because of early or late entry and/or grade repetition.

Gross intake rate (GIR): Total number of new entrants to a given grade of primary education, regardless of age, expressed as a percentage of the population at the official school entrance age for that grade. Also named Gross Admission Rate (GAR)

Infant mortality rate: Probability of dying between birth and first birthday, expressed as deaths per 1,000 live births.

Internal efficiencies: Those factors such as promotion, repetition and dropout that impact on the costs of service delivery.

Literacy: According to UNESCO's 1958 definition, the term refers to the ability of an individual to read and write with understanding as simple short statement related to his/her everyday life. The concept of literacy has since evolved to embrace several skill domains, each conceived on a scale of different mastery levels and serving different purposes (i.e., functional, basic, advanced).

Net attendance rate (NAR): Number of pupils in the official age group for a given level of education who attend school at that level, expressed as a percentage of the population in that age group.

Net enrolment rate (NER): Enrolment of the official age group for a given level of education, expressed as a percentage of the population in that age group.

Net intake rate (NIR): New entrants to the first grade of primary school who are of the official primary school entrance age, expressed as a percentage of the population of that age. Also named Net Admission Rate.

New entrants: Pupils entering a given level for the first time; the difference between enrolment and repeaters in the first grade of the level.

Out-of-school children (OOSC): Children in the official primary school range who are not enrolled in either primary or secondary school.

Out-of-school youth (OOSY): Those of secondary school age who are not enrolled in either primary or secondary school.

Pre-primary education: Programs at the initial stage of organized instruction, primarily designed to introduce very young children, aged at least 3 years, to a school-type environment and provide a bridge between home and school. Variously referred to as infant education, nursery education, pre-school education, kindergarten or early childhood education, such programs are the more formal component of ECD. Upon completion of these programs, children continue their education at primary level.

Primary education: Programs generally designed to give pupils a sound basic education in reading, writing and mathematics, and an elementary understanding of subjects such as history, geography, natural sciences, social sciences, art and music.

Private institutions: Institutions that are not operated by public authorities but are controlled and managed, whether for profit or not, by private bodies such as non-governmental organizations, religious bodies, special interest groups, foundations or business enterprises.

Promotion rate: The number of pupils entering a given level of education as a percentage of the pupils who were enrolled in the previous year in the previous level. It indicates the percentage of students promoted to the next grade level in the following school year.

Public expenditure on education: Total recurrent and capital expenditure on education by local, regional and national governments, including municipalities. Household contributions are excluded. The term covers public expenditure for both public and private institutions.

Pupil/classroom ratio (PCR): Average number of students per classroom at a specific level of education in a given year.

Pupil/teacher ratio (PTR): Average number of pupils per teacher at a specific level of education.

Pupil/qualified teacher ratio (PQTR): The average number of pupils per qualified teacher at a specific level of education in a given year.

Quintiles: Socio-economic categories ranging from the poorest (lowest 20%) to the wealthiest (top 20%) members of a population (Q1, Q2...).

Repetition rate by grade: Number of repeaters in a given grade in a given school year, expressed as a percentage of enrolment in that grade the previous year.

Retention rate: Number of students in P6 in a given year, expressed as a percentage of the P1 cohort 5 years previous.

School age population: Population of the age group officially corresponding to a given level of education, whether enrolled in school or not.

School life expectancy: Number of years a child of school entrance age is expected to spend in school or university, including years spent on repetition. It is the sum of the age-specific enrolment ratios for primary, secondary, post-secondary non-tertiary (i.e., TVET), and tertiary education.

Secondary education: Program made up of two stages: lower and upper secondary. Lower secondary (LS) is generally designed to continue the basic programs of the primary levels, but the teaching is typically more subject-focused, requiring more specialized teachers for each subject level. The end of this level often coincides with the end of compulsory education. In upper secondary (US), the final stage of secondary education in most countries, instruction is often more organized even more along subject lines and teachers typically need a higher or more subject-specific qualification than lower secondary.

Stunting rate: Proportion of children in a given age group whose height for their age is between two and three standard deviations (moderate stunting) or three or more standard deviations (severe

stunting) below the reference median established by the National Centre for Health Statistics and the World Health Organization. Low height for age is a basic indicator of malnutrition.

Survival rate by grade: Percentage of a cohort of students who are enrolled in the first grade of an education cycle in a given school year and are expected to reach a specified grade, regardless of repetition.

Technical and vocational education and training (TVET): Programs designed mainly to prepare students for direct entry into a particular occupation or trade (or class of occupations or trade).

Tertiary or higher education (HE): Programs with an educational content more advanced than what is offered at secondary and post-secondary levels. The first stage of tertiary education is composed of largely theoretically based programs intending to provide sufficient qualifications for gaining entry to advanced research programs and professions with high skills requirements (baccalaureates); and programs that are more practical, technical and/or occupationally specific (polytechnics). The second stage of tertiary education comprises programs devoted to advanced study and original research, and leading to the award of an advance research qualification (masters or doctorate levels).

Transition rate to secondary education: New entrants to the first grade of secondary education in a given year, expressed as a percentage of the number of pupils enrolled in the final year of primary education in the previous year (P>S). An internal transition rate can be calculated from lower secondary to upper secondary level (LS>US).

Youth literacy rate: Number of literate persons aged 15 to 24, expressed as a percentage of the total population in that age group.

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Appendices

Appendix 1: Individual and Focus Group Interviews Conducted

Date	Name	Position	Agency
April 4th	Stephane Nyembo	Focal Person	RENCP
April 8th	Niyomana Mico	Acting DG Planning	MINEDUC
	Sylvie Uwimbabazi	Director of Cross-cutting Unit	MINEDUC
April 10th	Solange Mukayiranga	Professional in charge of Upper Secondary Education	MINEDUC
	Jacques Habimana	Professional in charge of Primary Education	MINEDUC
April 11th	Bethany Ericson	Education Signature Programme Director	Save the Children
April 15th	Emmanuel Munyaneza	Sector Investment Specialist	MINECOFIN
April 17th	RENCP (Teacher Development and School Leadership Working Group)		RENCP
April 22nd	Monsignor Alphonse Rutaganda	Director SNEC, Chairperson of REB Board	SNEC (Catholic Education), REB
	RENCP (Equity and Special Needs in Education Working Group)		RENCP
April 23rd	Benita Nyampundu	Professional in charge of EMIS and Education Statistics	MINEDUC EMIS
	Daniel Kelly	Education Data Analyst	UNICEF
April 30th	Rwangabwoba Olivier	Advisor of Minister of State in charge of Social Protection	MINALOC
	Francine Tumushime	Director General of Social Protection and Community Development	MINALOC
	Tite Kanyankore	Director of Salaries and Remuneration	MIFOTRA
	Faustin Semanywa		MIFOTRA
May 6th	Dr. John Rutayisire	Director-General	REB
May 7th	RENCP (Girls' Education Working Group)		RENCP @ UNICEF
	Dr. Inge Antje Ilberg	Urban Planning	MININFRA
May 9th	RENCP (Community Involvement Working Group)		RENCP @ UNICEF
May 13th	Dr. Olivier Mukurira	Director, Accreditation and Quality Assurance	WDA
May 15th	Janvier Gasana	DDG Quality Assurance	REB
May 16th	Eric Niyongabo	Acting Director Policy Monitoring &Evaluation Unit	MINEDUC
	Esperance Muziganyi	Professional in charge of Adult Literacy in Education	MINEDUC
May 20th	Jacques Habimana	Professional in charge of	MINEDUC

Date	Name	Position	Agency
		Primary Education	
	Emmanuel Muvunyi	DDG Examinations & Accreditation/ National EFA Review Coordinator	REB
May 21st	Susan Bruckner Emile Rudasingwa	Director Education National Education Officer	USAID
May 22nd	Richard Trewby	Chief of Party, L3 Project	EDC
May 23rd	Damian Ntaganzwa	DDG Teacher Development & Management	REB
	Ryuichi Sugiyama Tetsuya Murayama	Team Leader of (SBCT) Lesson Improvement Specialist	JICA
May 26th	Joshua Opar, Francine Murebwayire	IEE Trainers	International Education Exchange
May 28th	ECE Working Group (Hugh Delaney)		ESWG @ UNICEF
	Dorothy Aanyu-Angura	Education Specialist	UNICEF
	Laura-Ashley Boden	Education Advisor	DFID
May 29th	Nkubito Bakuramutsa	Coordinator OLPC	REB
June 6th	Marc van der Stouwe	Team Leader, Innovation and Capacity Development Fund	Mott MacDonald
June 7th	Dr. Mike Hughes	Advisor, Science, Technology & Innovation	MINEDUC
June 10th	Mme. Sharon Haba	Permanent Secretary	MINEDUC
June 11th	Dr. Mathias Harebamungu	Minister of State in charge of Primary & Secondary Education	MINEDUC
June 12th	Dr. Evode Mukama	DDG, ICT	REB
	Seth Buhigiro	ICT Infrastructure & Technical Unit	REB
	Diana Sengati	Director, ICT Capacity Development & Training	REB
June 13th	Dr. Joyce Musabe	DDG Curriculum	REB
June 17th	Mr. Albert Nsengiyumva	Minister of State in charge of TVET	MINEDUC
June18th	Dr. Vincent Biruta	Minister of Education	MINEDUC
	Sr. Marie Josee Maliboli	Trainer in RBC	MINISANTE
June 20th	District Education Officers Focus Group (30)		MINALOC
June 24th	Clement Kabiligi	Education Officer	Imbuto Foundation
July 22nd	Joseph Museruka	Managing Director	Umwalimu SACCO
July 25th	Senator Narcisse Musabeyezu	EFA Coordinator 2002-2003/ Senator	Rwanda Parliament

Appendix 2: EFA 2015 Review – Sample Interview Questions

Dr. Vincent Biruta, Minister of Education
Tuesday, June 18th 2014 @ 8.30AM

1. What were the major reforms and successes for achieving progress since 2000, for each of the EFA goals:

   a. Early Childhood Care and Education

   b. Universal Primary Education leading to Secondary Education

   c. Meeting the learning needs of youth and adults (i.e., TVET, life skills, etc.)

   d. Adult literacy

   e. Gender equity and equality

   f. Quality of education

   g. HIV/AIDS in schools

2. What constraints or barriers existed in implementing national education strategies and how were they overcome?

3. What are your thoughts on the Ministry's working relationship with other line ministries, development partners and civil society?

4. What is your vision for the future of education in Rwanda?

5. Any other comments you may wish to make.

Interviewers:

Dr. Claudien Ntahomvukiye

Mr. Andrew Jones

Appendix 3: District Education Officers (DEO) Focus Group

Friday, June 20, 2014 (0830-1045) @ MINEDUC Board Room (4th Floor)

0830   **Registration**

0845-0900   **Introductory Remarks** (Please set your telephones at silent)

0900-1030   **Focus Group discussions** (5 persons per group)

Questions	Group 1: Early Childhood Care & Education	Group 2: Universal Primary & Basic Education	Group 3: TVET & Life Skills for Youth	Group 4: Adult Literacy	Group 5: Gender Parity & Equality	Group 6: Health & Nutrition in Schools
Cross-cutting goal	**Improving the quality of education in your schools**					
What progress or success have you seen in your district for these 2 EFA goals?						
What policies, strategies or activities contributed to this progress?						
What challenges does your district still face for these 2 EFA goals?						
What suggestions would you make to improve the achievement of these 2 EFA goals in your district?						

1030-1040   **Concluding question ('The Sticky Wall')**

▸ What do you think have been the positive benefits and challenges of decentralization in education in your district?

1040-1045   **Closing**

Thank you for participating in the session this morning. Your contributions to the *Education For All 2015 Review* are important and very much appreciated by MINEDUC and its partners in education.

Benefits and Challenges in Education through Decentralization

These comments were made by 27 DEOs in an EFA 2015 Review Focus Group session on June 20, 2014 at MINEDUC. The remarks are based upon personal experience in their own districts, thus what is a success in one district may still be a challenge in another district and vice versa.

Benefits and Successes	Challenges and Issues
- Closer management of security and conflict issues - Community mobilization and participation in schools (i.e., PTA, PTC) - Decentralized budget allocation - District administrators more actively involved in education - Easier coordination of education activities - Empowering local leaders in education - Improved local monitoring of schools with more timely up-date of information using SEOs - Increased enrolments and attendance - Increased parent participation in children's education - Local administration of education (district, sector, cell) - Local construction of classrooms and schools (reduces distances travelled, increases access) - Local purchasing of textbooks relative to school needs - Problems are identified and resolved earlier than before decentralization - Reduced pupil-teacher ratios - Reduction of dropout - School management training for Head Teachers, SEOs and DEOs. - Teachers recruited, managed and paid at district level	- Budgets do not meet local needs – increase budgets in districts where demand is higher - Difficulty in networking amongst various education personnel at all levels - Districts could be more involved in decision-making about improving the quality of education - Effective dissemination of policies and guidelines by MINEDUC to sub-national levels for implementation (communication and understanding) - Inadequate resources for SEOs (transport, laptops, office equipment, Internet…) - Insufficient qualified staff at sub-national levels to do a satisfactory job of implementation and supervision (i.e., district inspectors) – work overload for those currently assigned - Lack of appropriate software for school data collection - Lack of training in some districts (i.e., strategic planning) - Long distances between sector and some schools (transport) - Low empowerment of DEOs and SEOs to adequately monitor and evaluate at school level - Low teacher motivation (salaries, in-service training, resources…) - Poverty in rural areas - Some classrooms not standardized (quality of construction, size, furniture…)

Appendix 4: Ministry of Education Partnerships

Ministries	Agencies	Development Partners	NGOs/ Civil Society

• MIDIMAR
• MIFOTRA
• MIGEPROF
• MINAGRI
  MINALOC
• MINEAC
  MINECOFIN
• MINICOM
  MINIJUST
• MININFRA
• MINISANTE
• MYICT
	• Districts & Sectors
	• IRST
	• HEC
	• NISR
	• NSTC
	• RDB
	• REB
	• CNRU
	• UR-CE & TTCs
	• WDA
		• AfDB
		• BTC
		• DFID
		• GIZ
		• JICA
		• KOICA
		• UNESCO
		• UNHCR
		• UNICEF
		• USAID
		• VVOB
		• World Bank
		• WFP
			• ADRA
			• British Council
			• CARE
			• FAWE
			• Girl Hub
			• Handicap International
			• Imbuto Foundation
			• IEE
			• Plan Rwanda
			• PSF
			• RENCP
			• Save the Children
			• VSO
			• Wellspring Foundation

Appendix 5: EFA strategic framework for addressing challenges and constraints

EFA Goals	Constraints	Strategies
Goal 1: **Expand and improve comprehensive early childhood care and education (nursery and pre-school), especially for the most vulnerable and disadvantaged children.**	▪ Lack of national child protection legislation, policy and enforcement ▪ Lack of harmonized ECD curriculum and teaching materials ▪ Lack of qualified ECD teachers and caregivers ▪ Inadequate pre-service training ▪ Limited number of nurseries and pre-schools ▪ Low level of parent awareness around ECD ▪ Household poverty as barrier to participation ▪ Lack of family planning has consequences for education, health, nutrition and child labour	▪ Increase availability of pre-school curriculum, programs, teaching resources and teacher guides ▪ Provide financial and material support for pre-school construction ▪ Rehabilitate experimental Centres for Pre-school Activities (CEAPS) ▪ Adopt policy favourable to children in difficult circumstances; initiate system of adoption at sub-national levels ▪ Physically accessible community centres (health clinics, vaccination centers, nutrition centres, pre-schools, nurseries, crèches) ▪ Define roles in ECD (state and individual) ▪ Encourage debate on nature and development of children ▪ Parental awareness raising by NGOs ▪ Encourage research on Rwandan games, stories, songs ▪ Encourage innovation in pre-school organizations, especially in the private sector with social partners ▪ Support schools and communities ▪ Create pilot pre-school centres at sub-national levels ▪ Create production centres for equipment and materials
Goal 2: **Ensure that by 2015, all children, particularly girls, children in difficult circumstances and those belonging to ethnic minorities, have access to and complete free and compulsory primary education of good quality**	▪ Lack of qualified teachers ▪ Low teacher motivation ▪ Large distances between homes and school ▪ Insufficient textbooks and learning resource ▪ Low levels of health and nutrition amongst children ▪ Low parent participation in children's education ▪ High illiteracy amongst parents ▪ Low value of education amongst parents ▪ Low transition rates from primary to lower secondary ▪ High poverty levels relative to school costs ▪ Inadequate communication between schools (MINEDUC) and parents ▪ Repetition and dropout rates increasing ▪ Overcrowded classes ▪ High repetition and dropout rates at P5 ▪ Double of shifting primary classes ▪ Weakened school discipline	▪ Increase school and classroom construction closer to families ▪ Improve water and sanitation in schools ▪ Provide adequate furnishings (desks, chairs) ▪ Increase textbooks and teaching resources ▪ Increase numbers of qualified teachers through pre- and in-service ▪ Increase enrolment rates at primary and secondary ▪ Align curriculum with socio-economic needs; peace and reconciliation education ▪ Pay attention to girls and OVC ▪ Provide school lunches ▪ Encourage local communities to participate in schools ▪ Reinforce national examination and inspection systems ▪ Adopt firmer sanctions for parents who refuse to have children attend school

EFA Goals	Constraints	Strategies
	- Curriculum does not meet student needs - Low teacher compensation - Head teacher absenteeism - Poor financial management at school level - PTAs have no decision making powers - Poor coordination between MINEDUC and communities - Legislation obsolete	
Goal 3: **Ensure that the learning needs of all young people and adults are met through equitable access to appropriate learning and life skills programs**	- Barriers to VT for those who did not complete P6 - Capacity of YTCs is limited - Lack of training materials and equipment - Financial constraints - Lack of qualified instructors - Low public awareness of VT opportunities limits enrolments	- Increase YTC capacity (infrastructure, instructors, equipment, resources) - Improve the quality of VT courses - Increase public awareness - Develop an appropriate curriculum - Encourage on-the-job training - Adapt VT to those without primary education - Develop a professional training policy (TVET policy) - Promote self-financing schemes in YTCs (income generation) - Develop cooperatives to market YTC products
Goal 4: **Improvement of adult literacy levels, especially for women, and equitable access to basic and continuing education for adults**	- Constraints related to culture, tradition, ignorance and poverty - Lack of literacy programs and centres - Low levels of public awareness around literacy - Low literacy trainer motivation	- Develop a national policy on literacy - Identify numbers of illiterate people - Sensitize authorities and communities about the importance of functional literacy - Coordination of literacy activities - Integrate literacy indicator in national development strategy - Train literacy instructors - Provide teaching and learning materials - Monitor and evaluate literacy strategies - Promote post-literacy instruction for sustainability - Create literacy centres
Goal 5: **Eliminate gender disparities in primary and secondary education by 2005, and achieve gender equality in education by 2015, with a focus on ensuring girls' full and equal access to and achievement in basic education of good quality**	- Limited essential facilities for girls in schools - Poor quality of learning environment - Lack of gender sensitive teachers - Stereotypical curriculum - School statistics often not disaggregated by gender nor organized - Socio-cultural values and attitudes present barriers to girls education - Poor parents do not place a high value on education	- Increase new enrolment of girls by 10% by 2005 - Develop girls education policy - Advocate for girls education - Increase schools' capacity to enroll girls - Increase girls' access to alternative modes of education through policy and infrastructure - Promote gender awareness in schools to reduce repetition and dropout - Train school staff on children's and women's rights

EFA Goals	Constraints	Strategies
	▪ Cost of schooling limits girls education	▪ Include gender awareness in pre-service training ▪ Review and produce teaching and learning materials that are gender sensitive
Goal 6: **Improve all aspects of the quality of education and ensuring excellence of all so that recognized and measurable learning outcomes are achieved by all, especially in literacy, numeracy and essential life skills**	▪ Lack of M&E personnel ▪ Curriculum is overloaded ▪ Lack of teaching and learning materials ▪ High pupil-teacher ratios ▪ Lack of qualified and competent teachers ▪ Double shifting classes in primary schools ▪ Language instruction guidelines not reinforced	▪ Adapt curriculum to student needs; involve parents, teachers and communities ▪ Decease primary pupil-teacher ratio to 45:1 by 2015 ▪ Improve teaching techniques and competence ▪ Improve the learning environment in schools ▪ Establish infrastructure standards ▪ Provide adequate textbooks and teacher guides ▪ Improve public health awareness ▪ Encourage parents to participate in children's education ▪ Improve public image of the teaching profession ▪ Promote savings cooperatives for teachers ▪ Reestablish a national M&E system (inspections)
Goal 7: **Prevent the propagation and limit the expansion of HIV/AIDS infection within and outside the school environment**	▪ HIV/AIDS is regarded as a health issue, rather than a socio-economic issue ▪ Lack of trained facilitators for school awareness programs ▪ Poor coordination of HIV/AIDS training and resources	▪ Develop national policy and guidelines ▪ Coordination of all activities; integrate HIV/AIDS data in EMIS system ▪ Continuous awareness programs for schools ▪ Provision of appropriate training and resources (teacher training and school curriculum) ▪ National support for sub-national planning and activities ▪ Change attitudes and behaviours to reduce incidence ▪ Code of conduct for teachers ▪ Reactivate HIV/AIDS clubs in schools ▪ Assess impact of HIV/AIDS on the education system ▪ Enhance sector management capacity for HIV/AIDS ▪ Integrate guidance and counseling services

Adapted from National EFA Action Plan. Kigali: MINEDUC, 2003.

Appendix 6: Pre-primary education

A6-1: Number of pre-primary schools by ownership in 2013

Owner	Number	Percentage
Government	2	0.1%
Faith Based Organization	523	25.2%
Parent Associations (Government-aided)	1,410	67.9%
Individual	141	6.8%
Total	**2,076**	**100%**

Source: MINEDUC 2013 Education Statistics Yearbook.

A6-2: Pre-primary pupils enrolment by level in 2012 and 2013

Level	2012			2013		
	Boys	**Girls**	**Total**	**Boys**	**Girls**	**Total**
Nursery 1	40,242	43,055	**83,297**	47,129	50,163	**97,292**
Nursery 2	10,317	11,020	**21,337**	11,666	11,938	**23,604**
Nursery 3	12,602	13,167	**25,769**	10,623	10,952	**21,575**
Total	**63,161**	**67,242**	**130,403**	**69,418**	**73,053**	**142,471**

Source: MINEDUC 2013 Education Statistics Yearbook.

A6-3: Pre-primary schools with suitable games and learning materials for pupils in 2013

Games and learning materials	Schools by Province					Total	
	Eastern	**Kigali City**	**Northern**	**Western**	**Southern**	**Number**	**Percentage**
Swings	29	59	30	29	28	175	*8%*
Ladders	11	39	32	12	16	110	*5%*
Rope, trees and nets	22	13	18	10	16	79	*4%*
Climbing and gym	9	30	27	19	16	101	*5%*
Rocking	3	8	10	4	5	30	*1%*
Roundabouts	10	21	10	9	10	60	*3%*
Bats and balls	43	49	33	18	22	165	*8%*
Toboggan/sliding games	8	38	10	12	15	83	*4%*
Balance and fitness	18	40	23	23	32	136	*7%*
Ropes	45	48	37	17	23	170	*8%*
Puzzles	16	42	23	13	23	117	*6%*
Small bicycles	8	10	7	14	7	46	*2%*
Small balls	76	87	68	52	104	387	*19%*
Big circles	11	23	15	14	11	74	*4%*
Hand puppets	25	39	26	23	24	137	*7%*
Cubes shapes	28	52	17	26	31	154	*7%*
Spring rockers	5	13	10	6	7	41	*2%*
Toys	52	80	41	30	44	247	*12%*
Others	16	19	11	18	16	80	*4%*

Source: MINEDUC 2013 Education Statistics Yearbook.

Appendix 7: Primary Education Indicators (Grades 1-6): 2000-2013

Indicators	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013
A. Primary Education (Grades 1-6)														
Total Primary Schools[26]	2,093	2,142	2,172	2,203	2,262	2,295	2,323	2,370	2,432	2,469	2,510	2,543	2,594	2,650
Total PR Students	1,431,692	1,476,272	1,534,510	1,636,563	1,752,588	1,857,841	2,019,991	2,150,430	2,190,270	2,264,672	2,299,326	2,341,146	2,394,674	2,402,164
Boys (%)	50.4	50.0	49.7	49.5	49.2	49.1	48.7	49.2	49.1	49.2	49.3	49.1	49.3	49.3
Girls (%)	49.6	50.0	50.3	50.5	50.8	50.9	51.3	50.8	50.9	50.8	50.7	50.9	50.7	50.7
Gross Enrolment Rate (%)	**99.6**	**100.0**	**104.0**	**128.4**	**130.8**	**137.3**	**145.6**	**151.9**	**127.9**	**128.5**	**126.5**	**127.3**	**123.2**	**138.5**
Boys	99.6	101.9	105.8	129.0	130.6	136.7	143.4	151.3	127.3	127.4	125.2	125.7	121.7	137.5
Girls	99.5	98.2	102.3	127.8	131.0	137.8	147.2	152.5	128.5	129.5	127.6	128.9	124.8	139.4
Net Enrolment Rate (%)	**72.9**	**73.9**	**74.5**	**91.3**	**93.0**	**93.5**	**95.0**	**95.8**	**94.2**	**92.9**	**95.4**	**95.9**	**96.5**	**96.6**
Boys	72.5	72.9	74.0	90.1	91.5	92.2	92.9	94.7	93.3	91.6	94.2	94.3	95.0	95.7
Girls	71.8	74.9	74.9	92.4	94.5	94.7	97.0	96.8	95.1	94.1	96.5	97.5	98.0	97.5
Promotion Rate (%)	**49.6**	**54.0**	**66.2**	**64.2**	**67.0**	**69.6**	**67.6**	**68.4**	**69.5**	**73.8**	**75.6**	**76.4**	**76.4**	Data not available at the time review.[27]
Boys	N/A	N/A	N/A	N/A	N/A	N/A	N/A	67.6	68.7	73.2	75.0	75.6	75.6	
Girls	N/A	N/A	N/A	N/A	N/A	N/A	N/A	69.2	70.3	74.3	76.2	77.1	77.2	
Repetition Rate (%)	**37.6**	**31.8**	**17.2**	**20.6**	**19.2**	**15.8**	**18.1**	**17.8**	**15.3**	**14.0**	**13.0**	**12.7**	**12.5**	
Boys	N/A	N/A	N/A	N/A	N/A	N/A	N/A	17.7	15.7	14.5	13.5	13.2	12.8	
Girls	N/A	N/A	N/A	N/A	N/A	N/A	N/A	17.8	14.9	13.5	12.5	12.2	12.2	
Dropout/Early School Leavers Rate (%)	**12.8**	**14.2**	**16.6**	**15.2**	**13.8**	**14.6**	**14.3**	**13.9**	**15.2**	**12.2**	**11.4**	**10.9**	**11.1**	
Boys	N/A	N/A	N/A	N/A	N/A	N/A	N/A	14.7	15.6	12.3	11.5	11.2	11.6	

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[26] Aggregate of public, government-aided and private schools; includes Basic Education schools (Grades 1-9)
[27] This data will be published in the 2014 Educational Statistical Year Book of the Ministry of Education

Indicators	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013
Girls	N/A	N/A	N/A	N/A	N/A	N/A	N/A	13.0	14.7	12.2	11.3	10.7	10.6	
Completion Rate P6 (%)[28]	**21.8**	**24.2**	**29.6**	**38.1**	**44.9**	**46.7**	**51.7**	**52.0**	**52.5**	**74.5**	**75.6**	**78.6**	**72.7**	**69.0**
Boys	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	71.4	75.1	67.5	63.8
Girls	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	79.8	81.8	77.7	74.1
Primary School Leaving Exam (%)	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	**74.2**	**68.0**	**82.6**	**82.8**	**83.1**	**78.1**
Boys passed (%)	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	78.6	72.6	85.0	84.1	84.6	78.8
Girls passed (%)	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	70.2	64.1	80.7	81.6	81.8	77.5
Transition Rate: PR > LS (%)	**42.0**	**37.0**	**43.0**	**45.0**	**60.8**	**65.3**	**58.5**	**54.7**	**87.9**	**95.0**	**93.8**	**86.2**	**74.4**	
Boys	N/A	N/A	N/A	N/A	N/A	61.8	62.0	56.6	89.9	95.8	96.4	87.7	74.9	
Girls	N/A	N/A	N/A	N/A	N/A	54.8	55.3	52.7	86.3	94.3	91.1	84.9	73.9	
Children with disabilities (%)	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	**1.0**	Data not available at the time review.[29]
Orphans with no parent (%)	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	1.9	
Mother only (%)	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	6.4	
Father only (%)	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	3.5	
School Staffing[30]	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	35,672	35,664	36,352	40,299	40,397	
Males (%)	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	46.8	47.0	46.3	48.4	47.2	
Females (%)	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	53.2	53.0	53.7	51.6	52.8	
Qualified teachers (%)	**53.3**	**62.7**	**81.2**	**85.2**	**88.2**	**93.7**	**97.7**	**98.1**	**91.0**	**96.0**	**98.5**	**98.4**	**95.6**	**95.2**
Males	54.2	62.1	80.8	84.4	87.1	93.5	98.5	97.6	89.5	95.7	97.2	97.5	97.2	95.0
Females	52.3	63.3	81.6	86.0	89.3	93.9	96.9	98.5	92.3	96.3	99.6	99.3	94.1	95.4

[28] Also called Gross Intake Rate in the last grade of primary
[29] This data will be published in the 2014 Educational Statistical Year Book of the Ministry of Education
[30] Aggregate of teaching and administrative personnel

Indicators	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013
Pupil:Qualified Teacher Ratio (PQTR)	55:1	51:1	59:1	60:1	62:1	64:1	66:1	66:1	61:1	64:1	63:1	58:1	59:1	60:1

Source: MINEDUC EMIS, 2014.

Appendix 8: Secondary Education Indicators (Grades 7-12), 2000-2013

Indicators	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013
Total Secondary Schools[31]	363	376	393	405	504	553	579	643	689	1,208	1,399	1,362	1,466	1,502
Total Secondary Students	125,124	141,163	157,210	179,153	203,551	218,517	239,629	266,518	288,036	346,518	425,587	486,437	534,712	566,370
Boys (%)	54.7	56.5	56.4	53.5	55.9	58.8	58.6	52.4	52.2	51.0	49.3	48.5	47.8	47.4
Girls (%)	45.3	43.5	43.6	46.5	44.1	41.2	41.4	47.6	47.8	49.0	50.7	51.5	52.2	52.6
Gross Enrolment Rate (%)	10.2	10.4	11.2	13.4	15.4	16.6	18.3	20.5	20.7	25.9	31.5	35.5	38.0	41.5
Boys	N/A	N/A	N/A	N/A	N/A	N/A	N/A	21.9	22.0	26.8	31.5	34.9	37.0	40.3
Girls	N/A	N/A	N/A	N/A	N/A	N/A	N/A	19.1	23.4	25.0	31.5	36.2	40.0	42.5
Net Enrolment Rate (%)	9.1	9.5	9.9	10.2	10.6	9.0	10.1	13.1	13.9	13.2	22.6	25.7	28.0	36.4
Boys	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	13.8	12.8	21.6	24.2	26.0	34.1
Girls	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	13.9	13.7	23.7	27.2	30.0	38.5
Promotion Rate (%)	79.6	79.8	82.2	84.3	81.2	85.6	85.9	84.7	84.5	94.0	88.8	88.6	84.2	Data not available at the time review.[32]
Boys	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	88.7	93.5	89.0	88.9	84.7	
Girls	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	80.3	94.5	88.5	88.3	83.7	
Repetition Rate (%)	11.4	14.0	9.6	9.2	9.8	8.7	7.7	8.4	6.0	4.4	3.9	3.7	4.0	
Boys	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	5.6	4.0	4.0	3.5	3.9	
Girls	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	6.3	4.8	3.8	3.9	4.1	

[31] Aggregate of public, government-aided and private schools; includes Basic Education schools (Grades 1-9).
[32] This data will be published in the 2014 Educational Statistical Year Book of the Ministry of Education

Indicators	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013
Dropout/Early School Leavers Rate (%)	**9.0**	**6.2**	**8.2**	**6.5**	**9.0**	**5.7**	**6.4**	**6.9**	**9.5**	**1.6**	**7.3**	**7.7**	**11.8**	
Boys	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	5.7	2.5	7.0	7.6	11.4	
Girls	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	13.4	0.7	7.7	7.8	12.2	
Total LS Students						142,209	154,872	169,682	183,284	235,527	298,799	341,742	352,796	361,522
Boys (%)						52.4	52.4	51.8	50.7	49.8	48.2	47.5	46.6	46.2
Girls (%)						47.6	47.6	48.2	49.3	50.2	51.8	52.5	53.4	53.8
LS Gross Enrolment Rate (%)						N/A	N/A	N/A	N/A	N/A	N/A	**48.6**	**49.2**	**49.8**
Boys						N/A	N/A	N/A	N/A	N/A	N/A	46.7	46.3	46.8
Girls						N/A	N/A	N/A	N/A	N/A	N/A	50.5	52.0	52.6
LS Net Enrolment Rate (%)						N/A	N/A	N/A	N/A	N/A	N/A	**18.3**	**21.0**	**22.7**
Boys						N/A	N/A	N/A	N/A	N/A	N/A	16.7	18.9	20.4
Girls		Lower and Upper Secondary not disaggregated during this time				N/A	N/A	N/A	N/A	N/A	N/A	20.0	23.1	25.0
LS Promotion Rate (%)						N/A	N/A	N/A	N/A	N/A	N/A	**81.2**	**76.1**	
Boys						N/A	N/A	N/A	N/A	N/A	N/A	81.6	75.8	
Girls						N/A	N/A	N/A	N/A	N/A	N/A	80.8	76.4	Data not available at the time review.[33]
LS Repetition Rate (%)						N/A	N/A	N/A	N/A	N/A	N/A	**5.8**	**6.2**	
Boys						N/A	N/A	N/A	N/A	N/A	N/A	5.5	6.1	
Girls						N/A	N/A	N/A	N/A	N/A	N/A	6.0	6.3	
LS Dropout/ESL Rate (%)						N/A	N/A	N/A	N/A	N/A	N/A	**13.1**	**17.7**	
Boys						N/A	N/A	N/A	N/A	N/A	N/A	12.9	18.2	

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[33] This data will be published in the 2014 Educational Statistical Year Book of the Ministry of Education

Indicators	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013
Girls						N/A	N/A	N/A	N/A	N/A	N/A	13.2	17.3	
LS Leaving Examination (%)						2000-07 (only boarding school students recorded)			**78.8**	**80.9**	**84.9**	**82.9**	**84.8**	**85.6**
Boys passed						N/A	N/A	N/A	86.6	87.5	91.6	89.0	90.1	90.0
Girls passed						N/A	N/A	N/A	70.5	73.8	78.2	77.1	80.1	81.6
Transition Rate LS > US (%)						N/A	N/A	N/A	**86.0**	**90.2**	**93.8**	**95.9**	**95.3**	**Data not available at the time review.[34]**
Boys						N/A	N/A	N/A	85.2	88.7	92.8	97.8	97.8	
Girls						N/A	N/A	N/A	86.9	91.6	94.7	94.0	93.1	
Total US Students						**76,308**	**84,755**	**96,836**	**104,752**	**110,991**	**126,788**	**144,695**	**181,916**	**204,848**
Boys (%)						53.4	52.8	53.4	54.7	53.5	51.9	50.7	50.1	49.5
Girls (%)						46.6	47.2	46.6	45.3	46.5	48.1	49.3	49.9	50.5
US Gross Enrolment Rate (%)		Lower and Upper Secondary not disaggregated during this time				N/A	N/A	N/A	N/A	N/A	N/A	**21.7**	**27.1**	**32.6**
Boys						N/A	N/A	N/A	N/A	N/A	N/A	22.4	27.5	33.4
Girls						N/A	N/A	N/A	N/A	N/A	N/A	21.1	26.7	31.7
US Net Enrolment Rate (%)						N/A	N/A	N/A	N/A	N/A	N/A	**6.9**	**25.4**	**26.3**
Boys						N/A	N/A	N/A	N/A	N/A	N/A	6.5	24.1	25.3
Girls						N/A	N/A	N/A	N/A	N/A	N/A	7.2	26.6	27.2
US Promotion Rate (%)						N/A	N/A	N/A	N/A	N/A	N/A	**95.9**	**92.2**	**Data not available at the time review.[35]**
Boys						N/A	N/A	N/A	N/A	N/A	N/A	96.1	93.5	
Girls						N/A	N/A	N/A	N/A	N/A	N/A	95.7	90.9	
US Repetition Rate (%)						N/A	N/A	N/A	N/A	N/A	N/A	**1.6**	**1.7**	

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[34] This data will be published in the 2014 Educational Statistical Year Book of the Ministry of Education
[35] This data will be published in the 2014 Educational Statistical Year Book of the Ministry of Education

Indicators	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013
Boys						N/A	N/A	N/A	N/A	N/A	N/A	1.5	1.6	
Girls						N/A	N/A	N/A	N/A	N/A	N/A	1.8	1.9	
US Dropout/ESL Rate (%)						N/A	N/A	N/A	N/A	N/A	N/A	**2.4**	**6.0**	
Boys						N/A	N/A	N/A	N/A	N/A	N/A	2.4	4.9	
Girls						N/A	N/A	N/A	N/A	N/A	N/A	2.5	7.2	
US School Leaving Examination (%)									**89.0**	**88.9**	**87.4**	**87.5**	**88.2**	**89.9**
Boys passed						2000-07 (only boarding school students recorded)			91.8	91.5	90.6	90.9	91.4	93.5
Girls passed									85.9	85.9	83.8	83.4	84.5	86.3
School Staffing - Secondary [36]	**5,557**	**5,453**	**6,329**	**7,058**	**7,750**	**7,610**	**7,818**	**12,103**	**10,187**	**14,426**	**14,477**	**20,522**	**23,335**	**25,532**
Males (%)	79.1	81.4	81.2	80.8	80.1	78.7	76.9	74.5	75.5	71.6	73.2	72.2	72.6	71.5
Females (%)	20.9	18.6	18.8	19.2	19.9	21.3	23.1	25.5	24.5	28.4	26.8	27.8	27.4	28.5
Qualified teachers (%)	**43.0**	**49.7**	**51.9**	**52.1**	**51.0**	**51.8**	**52.2**	**53.4**	**57.4**	**60.4**	**60.0**	**64.4**	**67.5**	**67.5**
Males	90.4	90.4	91.0	90.5	89.8	86.7	81.1	59.1	59.7	65.7	58.7	67.5	71.2	71.6
Females	9.6	9.6	9.0	9.5	10.2	13.3	18.9	36.5	50.3	46.9	63.3	56.2	57.8	63.5
Pupil-Teacher Ratio	**23:1**	**26:1**	**25:1**	**25:1**	**26:1**	**29:1**	**31:1**	**22:1**	**28:1**	**24:1**	**29:1**	**24:1**	**23:1**	**22:1**
Pupil-Qualified Teacher Ratio	**52:1**	**48:1**	**49:1**	**52:1**	**55:1**	**52:1**	**59:1**	**41:1**	**49:1**	**40:1**	**49:1**	**37:1**	**34:1**	**32:1**
Children with disabilities (%)	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	7,162 (1.5%)	6,153 (1.2%)	5,942 (1%)
Orphans with no parent (%)	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	6.0%	5.0%
Single parent – mother only (%)	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	14.9%	13.2%
Single parent – father only (%)	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	6.4%	6.1%

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[36] Aggregate of teaching and administrative personnel

- **One in four secondary students (24.3%) have no parents or live in a one-parent family (2013).**

Appendix 9: Students not attending school, by sector
Distribution of the primary school-age population (7-12 years) currently not attending school, by sector.
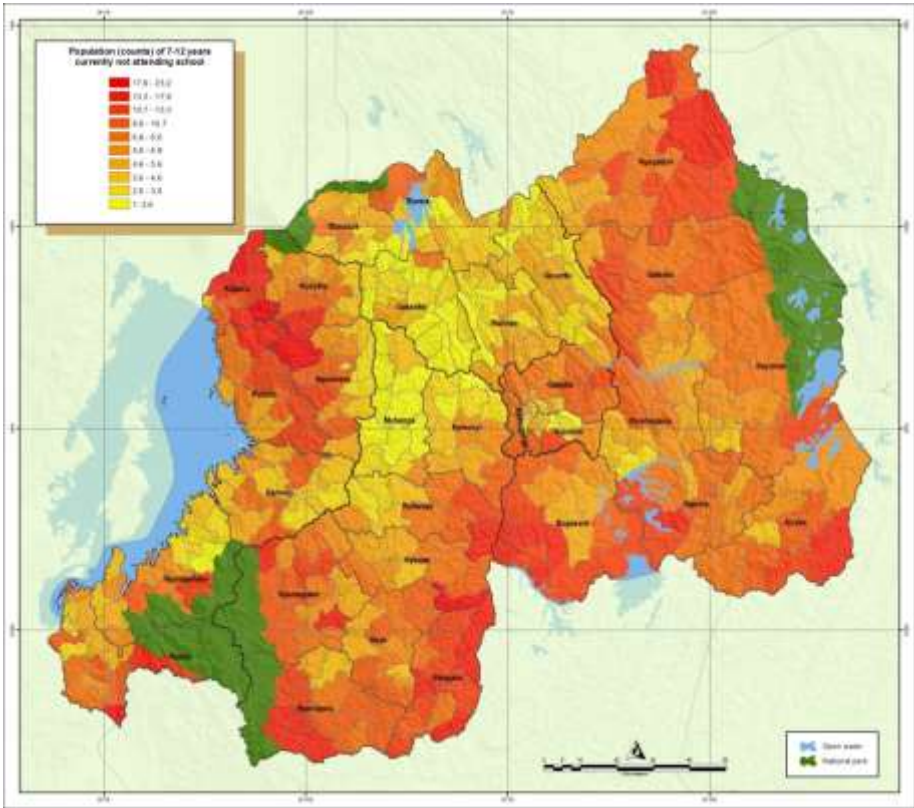
Distribution of the secondary school-age population (13-18 years) currently not attending school, by sector.
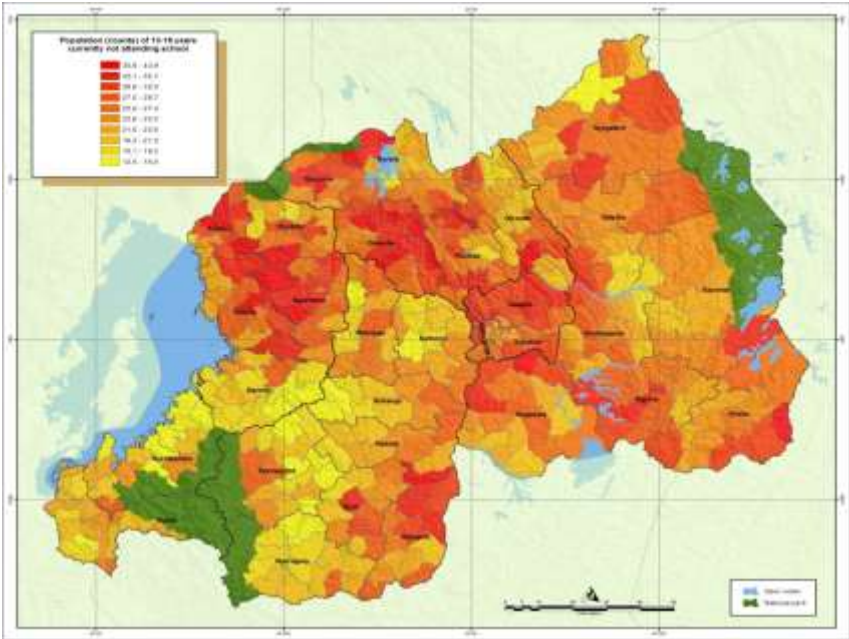
Source: Rwanda Population Housing Census 2012, NISR

Appendix 10: Gender equity and equality – enrolment at all levels

A10-1: Student enrolled as percentage of total enrolment by level of education and gender

Year	Pre-primary		Primary		Lower secondary		Upper secondary	
	Male	Female	Male	Female	Male	Female	Male	Female
2000			50.4	49.6	49.1	50.9	49.1	50.9
2001			50.0	50.0	49.8	50.2	49.8	50.2
2002			49.7	50.3	50.5	49.5	50.5	49.5
2003	Not available		49.5	50.5	52.0	48.0	52.0	48.0
2004			49.2	50.8	52.3	47.7	52.3	47.7
2005			49.1	50.9	52.4	47.6	53.4	46.6
2006			48.7	51.3	52.4	47.6	52.8	47.2
2007			49.2	50.8	51.8	48.2	53.4	46.6
2008	48.9	48.9	49.1	50.9	50.7	49.3	54.7	45.3
2009	48.6	51.4	49.2	50.8	49.8	50.2	53.5	46.5
2010	48.5	51.5	49.3	50.7	48.2	51.8	51.9	48.1
2011	48.6	51.4	49.1	50.9	47.5	52.5	50.7	49.3
2012	48.4	51.6	49.3	50.7	46.6	53.4	50.1	49.9
2013	48.7	51.3	49.3	50.7	46.2	53.8	49.5	50.5

Source: MINEDUC 2013 Education Statistics Yearbook

A10-2: Upper Secondary schools, subject combinations and students enrolled (2011- 2013)

Subject Combination	Students (2011)				Students (2012)				Students (2013)			
	Male	Female	Total	%	Male	Female	Total	%	Male	Female	Total	%
Science	27,273	25,933	53,206	36.8	36,331	37,443	73,774	40.6	38,057	42,086	80,143	39.1
Humanities	11,342	11,854	23,196	16.0	11,993	12,774	24,767	13.6	12,124	14,068	26,192	12.8
Languages	4,874	3,956	8,830	6.1	9,696	9,206	18,902	10.4	12,691	13,581	26,272	12.8
Teacher Education (TTC)	2,226	2,204	4,430	3.1	2,893	3,149	6,042	3.3	3,599	3,776	7,375	3.6
TVET (TSS)	27,715	27,318	55,033	38.0	30,228	28,203	58,431	32.1	34,909	29,957	64,866	31.7
Total	**73,430**	**71,265**	**144,695**	**100**	**91,141**	**90,775**	**181,916**	**100**	**101,380**	**103,468**	**204,848**	**100**

Source: MINEDUC 2013 Education Statistics Yearbook

Appendix 11: Quality in education indicators 2000-2013

Indicators	2000		2001		2002		2003		2004		2005		2006		2007		2008		2009		2010		2011		2012		2013	
	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F
Percentage of teachers by level and gender (%)																												
Total teaching force	63	37	65	35	66	34	65	35	64	36	62	38	61	39	60	40	58	42	59	41	60	40	60	40	60	40	48	52
Primary	47	53	49	51	50	50	50	50	48	52	46	54	45	55	45	55	47	53	47	53	46	54	48	52	47	53	47	53
Secondary	79	21	81	19	81	19	81	19	80	20	79	21	77	23	75	25	69	31	72	28	73	27	72	28	73	27	72	28
Percentage of teachers who are certified to teach according to national standards by level and gender (%)																												
Total teaching force	52	36	59	44	69	53	76	58	72	58	75	63	77	70	78	67	75	71	81	72	78	81	83	78	84	76	84	80
Primary	54	52	62	63	81	82	94	90	87	89	94	94	99	97	98	99	90	92	96	96	97	99	98	99	97	94	95	95
Secondary	49	20	55	26	58	25	58	26	57	26	57	32	55	43	59	37	60	50	66	47	59	63	68	56	71	58	72	64
Pupil/Teacher Ratio (PTR)																												
Primary	55:1		51:1		59:1		60:1		62:1		64:1		66:1		69:1		61:1		64:1		63:1		58:1		59:1		60:1	
Secondary	23:1		26:1		25:1		25:1		26:1		29:1		31:1		22:1		28:1		24:1		29:1		24:1		23:1		22:1	
Pupil (Qualified) Teacher Ratio (QPTR)																												
National average	77:1		67:1		60:1		60:1		64:1		65:1		66:1		58:1		58:1		53:1		57:1		48:1		48:1		48:1	
Primary	102:1		82:1		73:1		70:1		76:1		74:1		73:1		75:1		67:1		66:1		64:1		59:1		62:1		63:1	
Secondary	52:1		52:1		48:1		49:1		52:1		56:1		59:1		41:1		49:1		40:1		49:1		37:1		34:1		32:1	
Pupil/Class Ratio (PCR)[37]																												
Primary	39:1		38:1		45:1		49:1		51:1		51:1		52:1		54:1		53:1		50:1		49:1		53:1		43:1		43:1	
Secondary	51:1		49:1		42:1		42:1		39:1		40:1		42:1		43:1		43:1		42:1		42:1		41:1		40:1		38:1	
Primary level survival rates	Not currently calculated (recommended to calculate annually)																											
Percentage of pupils passing national school leaving examination																												
P6	Records indicate only those students who were enrolled in boarding schools (~25%-30%); not an accurate picture.														79	70	73	64	85	81	84	82	85	82	79	78
S3															87	71	88	73	92	78	89	77	90	80	90	82
S6															92	86	92	86	91	84	91	83	91	85	94	86
Textbook/Pupil Ratio by level of education and subject																												

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[37] For primary class refers to pedagogical groups within double shifting system while for secondary class refers to classrooms

Primary														
▪ Kinyarwanda	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	1	1
▪ Mathematics	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	2	1
▪ English	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	3	1
Lower secondary														
▪ Kinyarwanda	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	1	1
▪ Mathematics	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	2	2
▪ English	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	6	4
Percentage of schools with separate toilets for boys and girls, by level of education (%)														
Primary	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A		88	91
Secondary	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A			89
Percentage of schools with access to computers (%)														
Primary	Data not collected prior to ICT programs												39	49
Secondary													64	74
Pupil/computers for learners ratio														
Primary	Data not collected prior to ICT programs												35:1	15:1
Secondary													36:1	34:1
Number of OLPC computers distributed to schools														
	Data not collected prior to ICT programs								10.000	110,000	-	-	210,000	250,000
Percentage of Science stream secondary schools with science labs (%)	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	15	16
Number of teachers with Special Needs Education training/skills, by gender	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
Percentage of schools with functioning PTAs (%)														
Primary	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	95	94
Secondary	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	95	94

Appendix 12: National education strategy: implementation, constraints and solutions

Dakar Framework: Twelve implementation strategies		How were the national education strategies implemented?	What were (are) the constraints and solutions?
Strategy 1	Mobilize strong national and international political commitment for education for all, develop national action plans, and enhance significantly investment in basic education	• EDPRS, the national development framework grounded in Vision 2020 concept, provides guidance for all sectors • Education Sector Policy 2003 and ESSPs firmly rooted in EDPRS I/II • EFA Action Plan 2003 provided guidance to MINEDUC to work towards achieving the EFA goals	1. Dissemination and implementation of EFA concept throughout other line ministries, especially as it relates to decentralization • *Improve the understanding of roles and responsibilities for education amongst relevant government institutions at national & sub-national levels.* 2. Competing government priorities impacts on the level of education funding • *Continued use of MTEF process to guide education funding* 3. Access to data for effective planning at national and sub-national levels • *Improve data management systems for input, retrieval and analysis purposes*
Strategy 2	Promote EFA policies within a sustainable and well integrated sector framework clearly linked to poverty elimination and development strategies	• ESSPs informed by ESP, which is grounded in EDPRS • MINEDUC policies developed to support EFA goals (Girls Education, Special Needs Education, Teacher Development & Management, Early Childhood, Quality Standards, ICT in Education, TVET, Literacy, School Health, Science & Technology Innovation) • 9YBE program; 12 YBE strategy • MTEF to guide education funding	4. Dissemination and implementation of education polices especially as it relates to decentralization • *Improve the understanding of education policies & plans amongst other line ministries and relevant government institutions (i.e., district, sector & school)* 5. Competing government priorities impacts on the level of education policy implementation • *Continued use of MTEF process to guide education funding with strong input from MINEDUC* 6. Capacity of personnel at all levels to implement government policies • *Recent capacity need assessment conducted with a Capacity Development Plan & Fund now in place*
Strategy 3	Ensure the engagement and participation of civil society in the formulation, implementation and monitoring of strategies for educational development	• RENCP created as a coalition of more than 50 organizations working in the education sector • RENCP as member of Education Cluster and ESWG working groups • NGOs and faith-based organizations participate in sub-sector working groups and MINEDUC task forces with government and DPs • 'Innovation for Education' (DFID) program supports 26 NGO pilot projects to inform MINEDUC's future planning and programming	7. Generally, very positive feedback regarding civil society's participation in the education sector.
Strategy 4	Develop responsive, participatory and accountable systems of educational governance and management	• REB conducts leadership & management training for Head Teachers (primary & secondary); includes TSS. • Annual work plans at all levels • PTCs established in the majority of schools to	8. Decentralization, while a progressive reform, has presented issues around the implementation and monitoring of education policies & programs. • *Clarification of roles, responsibilities & lines of authority in order to reduce bureaucratic barriers to effective & efficient operation of schools* 9. Low levels of parental engagement in their child's education are still a barrier for

Dakar Framework: Twelve implementation strategies	How were the national education strategies implemented?	What were (are) the constraints and solutions?
	support governance, planning, budget oversight and student life • District Development Plans are expected to drive improvements in governance & management	many schools. • *Continued work with parents & communities by MINEDUC and partners to increase awareness around parental responsibilities*
Strategy 5	Meet the needs of education systems affected by conflict, natural calamities and instability and conduct educational programmes in ways that promote mutual understanding, peace, and tolerance and help to prevent violence and conflict	• DP support of MINEDUC schools integrating refugee children in UNHCR camps • MINEDUC/DP response to earthquake damaged schools (Western Province) • Peace studies integrated into curriculum reform	10. Geographical location increases the risks around unexpected natural and humanitarian disasters. The high population density in Rwanda means many people are affected by these phenomena at any one time. • *Disaster Reduction and Preparedness programs throughout all communities is crucial*
Strategy 6	Implement integrated strategies for gender equality in education which recognize the need for changes in attitudes, values and practices	• Girls Education Policy (2008) and Strategic Plan (2009) implemented • Gender Task Force (MINEDUC, MIGEPROF, DPs, NGOs) • Primary gender parity achieved in early 2000s • Secondary GPI achieved due to free education, 9YBE, gender sensitivity training & encouragement to enter science, mathematics and technology including TVET. • Civil society focus on girls' education supports ESSP objectives	11. Low gender parity and equality amongst secondary teaching force and administrative functions. • *Encourage women to complete higher levels of education* • *Positive affirmation of women's roles in teaching and educational leadership in line with government policy of 30% of females in management positions* 12. Lower examination achievement amongst girls, especially in science. • *Remedial measures to support examination preparation* • *Curriculum and assessment reform (2014-16) is anticipated to address this issue*
Strategy 7	Implement as a matter of urgency education programmes and actions to combat the HIV/AIDS pandemic	• National Policy for the fight against HIV/AIDS (2005) • Multi-sectoral Strategic Plan on HIV/AIDS (2005-09) • National Strategic Plan on HIV/AIDS (2009-12) • Health Sector Strategic Plan (2008-12) • School Health Policy (2014) • School Anti-AIDS Clubs established	13. Low level of accurate knowledge about HIV/AIDS, especially amongst illiterate populations, and even amongst some school personnel. 14. Stigmatization & discrimination of people infected and affected by HIV/AIDS • *Continued MINEDUC and MINISANTE awareness campaigns and training for the general population, in particular teaching staff.* • *Curriculum revision to highlight HIV/AIDS prevention* 15. Lack of knowledge around prevalence of HIV/AIDS in schools (staff & students) • *Conduct confidential survey and testing activities in line with MINISANTE polices and regulations*

Dakar Framework: Twelve implementation strategies		How were the national education strategies implemented?	What were (are) the constraints and solutions?
		• HIV/AIDS awareness training to (head) teachers	
Strategy 8	Create safe, healthy, inclusive and equitably resourced educational environments conducive to excellence in learning with clearly defined levels of achievement for all	• Implementation of 'child friendly schools' approach to improve the operation of schools and student learning outcomes (equitable access, effective teaching and learning, safe & healthy school environment, gender equality, leadership & governance)	16. Lack of awareness about the child friendly schools approach and how it can be used to improve schools. • *CFS training for district & sector personnel, pre- & in-service teachers, head teachers, PTCs, etc.* • *Application of the CFS approach through on-site mentoring, coaching and inspection.* 17. Capitation grants are insufficient to respond to all of the expanding school needs and priorities such as teacher training, construction repairs, security, water & electricity expenses, ICT repair and maintenance, teaching materials, etc. • *Ensure that schools receive adequate funding disbursed in a timely manner that is well managed at all levels.*
Strategy 9	Enhance the status, morale and professionalism of teachers	• REB TDM established to improve teacher welfare and conditions • Teacher Development & Management Policy (revised 2011) • Salary increases in recent years • Teacher Development Fund in place to support housing loans and other incentives • Draft legislation on professionalization of teachers at all levels is to be approved in 2014 • Establishment of MWALIMU SACCO (teachers savings and credit cooperative)	18. Self-esteem and morale are at a low amongst many teachers. • *Professional standing to be reviewed – teacher education, qualifications & contract conditions* • *Instructional supervision provided by head teachers or 'master' teachers from different subject-area departments*
Strategy 10	Harness new information and communication technologies to help achieve EFA goals	• ICT in Education Policy (2008-13) • OLPC program providing basic laptop technology for 407 schools • Secondary ICT programs where infrastructure available • Distance e-Learning for under-qualified teachers • Use of technology (telephones, tablets, laptops, PCs) in classroom instruction (i.e., 'L3 Project')	19. Lack of trained personnel in ICT • *Improve ICT training in pre-service and organize at in-service level* 20. Lack of adequate infrastructure in a majority of schools. • *A phased approach to electrification in schools and required IT infrastructure (wiring, hubs, servers, Wifi, etc.)* 21. Lack of funds at school level to purchase and maintain IT equipment for student use. • *Encourage PTA fundraising or other school-based income generation activities* 22. IT equipment not being used appropriately. • *Ensure application of teaching skills in schools (unlock the storage rooms)* • *Ensure that IT equipment is functioning and used by students to support curriculum outcomes*
Strategy 11	Systematically monitor	• Quarterly Education Cluster (ESWG) meetings	23. Coordination, dissemination and implementation of EFA concept throughout line

Dakar Framework: **Twelve implementation strategies**		How were the national education strategies implemented?	What were (are) the constraints and solutions?

	progress towards EFA goals and strategies at the national, regional and international levels	to discuss progress and actions for remediation
		• Bi-annual Joint Reviews of the education sector (all stakeholders)
		• MINEDUC Task Forces to investigate, design and assess initiatives (i.e., Gender, ECE/ECD, Special Needs Education)
		• MINEDUC, REB & WDA quality assurance units conduct inspections relative to EFA goals
		• EFA 2015 Review conducted in 2014
			ministries and MINEDUC agencies, especially as it relates to decentralization.
			   • *Improve the understanding of roles and responsibilities for education amongst relevant institutions*
			24. Access to data for effective analysis at national and sub-national levels
			   • *Improve data management systems for efficient input, retrieval and analysis*

Strategy 12	Build on existing mechanisms to accelerate progress towards education for all	• 9YBE program built on existing ESSP objectives, in part through the 'Umuganda' tradition • REB & WDA established to focus greater attention on improving access and quality in basic education and TVET • MTEF projections to ensure appropriate funding for education sector • 12YBE approach builds upon the development of lower secondary education leading to post-secondary education (IPRC, HE) • 'Innovation for Education' (DFID) program supports 26 NGO pilot projects to inform MINEDUC's future planning and programming	25. Is creative and innovative thinking encouraged and rewarded in the education system or is it bound by job descriptions and performance contracts? • *Ensure that creative and innovative thinking is encouraged in order to take advantage of human potential in addressing the various challenges within education (i.e., school fee abolition, capitation grants, 9YBE program, SBM, etc.)*