System Capacity Grant Completion Report Template

Status: Accepted

Country
Rwanda

Grant ID
GPE0016481

Grant Agent
United Nations Children's Fund

Grant Type
SCG

Grant Effectiveness / Start Date
07/01/2024

Grant Closing Date
12/31/2025

Grant Amount
1,222,285 (USD)

Date of Report Submission
06/30/2026

Area(s) and activity group(s) covered by grant (check all that apply):

Window 1: Strengthen gender-responsive planning and policy development for system-wide impact

- System diagnostics, compact development and education sector analyses
- Supporting policies and plans to identify and address multiple forms of exclusion (planning for children with disabilities, system resilience and inclusion of displaced children)

Window 2: Mobilize coordinated action and financing to enable transformative change

- Strengthening budget processes and ministry of finance engagement; identifying opportunities to improve the equity and efficiency of education expenditure, including processes toward gender equality

Window 3: Strengthen capacity, adapt, and learn, to implement and drive results at scale

- Strengthening data systems, including on improving the availability and use of sex-disaggregated data, and data on children with disabilities
- Training and support for government staff and central and decentralized levels, including on the uptake and use of data and evidence
- Support for implementation capacity, including sector plan implementation monitoring, gender responsiveness of the sector and evaluation of sector plans and policies/programs in priority areas; assess monitoring, evaluation and learning capacity, including use of evidence in policy process

Grant Implementation

Assessment of Grant Implementation: Relevance

Overall Relevance

Level of Overall Relevance 1
High

Detailed Description

This completion report presents the results achieved under the full US $2.4 million system capacity grant allocated to Rwanda. Implemented over the period January 2023 to December 2025, the grant was disbursed in two equal tranches of US $1.2 million each and supported the strengthening of national education systems and institutional capacities to deliver sustainable, equitable and evidence-informed results for children.

The grant has contributed to improved quality and timeliness of education data and capacities of central and subnational officials, including school leaders, to generate, analyse, and use quality data for

evidence-informed planning, budgeting and decision-making for transformative impact.

Over the grant period, enhancements to the digital School Data Management System (SDMS) with support from the grant, enabled automation of education data collection, quality assurance, production and reporting, improving the timeliness, reliability and accessibility of education data for evidence-informed planning and timely decisions. Strengthened data systems contributed to emerging improvements in transparency and accountability across the education sector, enabling more targeted policy responses, including the scale up of remedial education, which contributed to reduced repetition rates in primary education, from 30 per cent to 20 per cent over the same period.

Improved timeliness and quality of information management system further enabled the Ministry of Education (MINEDUC) to address system-level weaknesses identified in the 2022 Enabling Factors Analysis, including gaps in institutional capacity necessary for gender responsive, equity-focused planning and decision-making. This includes capacity of teachers built on the child functioning module - teacher version - for identification of children with disabilities, enabling them to provide inclusive learning opportunities to children with disabilities.

The grant further supported integration of the SDMS with the Integrated Financial Management Information System (IFMIS) managed by the Ministry of Finance and Economic Planning (MINECOFIN). The integration of the SDMS with the IFMIS, along with training of 5,698 headteachers and accounts personnel in schools across the country has facilitated timely access to funds by schools, ensuring improved operational efficiency and accountability at school level.

Overall, the grant remained highly relevant throughout its lifecycle by adapting to Rwanda’s evolving sector priorities and institutional needs. By strengthening national systems rather than creating parallel structures, the grant reinforced government ownership, and increased Rwanda's capacity to implement equitable, evidence-informed education reforms at scale. It established institutional mechanisms for continuous data use, strengthened coordination between the education and finance sectors, reinforced capacities for gender-responsive, inclusive and evidence-based planning, thereby contributing to the sustainability and long-term impact of education sector reforms. Importantly, the programme aligns directly with Priority 5 of the Education Sector Strategic Plan (2024–2029), which focuses on strengthening governance through improved data systems, accountability, and benchmarking mechanisms. In doing so, it advances the sector’s broader commitment to evidence-informed planning and decision-making at all levels. Collectively, these results provide a sustainable foundation for improved learning outcomes and more equitable education service delivery for all children.

Beneficiaries’ Views on Relevance

Detailed Description

As the grant supported strengthening the data systems, feedback from teachers and school leaders indicates that the grant’s capacity-building outputs were of good quality and aligned with their data needs. By strengthening digital education management systems and building the capacity of teachers and school leaders to use them effectively, the grant enhanced institutional capacity for evidence-informed planning, teacher management and service delivery.

Results from the Teachers Management Information System (TMIS) satisfaction survey (N=152 respondents) found the TMIS to be a valuable tool for managing teacher records, monitoring performance, and supporting providing an organized database for strategic decision-making, while also reducing paperwork and improving efficiency. Specifically, 78.3 per cent of respondents reported improved monitoring of teacher performance and accurate record-keeping, 72.4 per cent reported that the system supports management decisions, and 74.3 per cent found it user-friendly and easy to navigate. These findings suggest that the grant successfully strengthened institutional capacity while responding to users' operational needs.

User’s feedback on Teachers Management Information System (N=152)

Respondents suggested several ways to improve TMIS. First, they recommended streamlining approval processes to reduce the time needed to update or correct records. This could be supported by introducing automated notifications to improve system responsiveness, by informing users when changes are approved or rejected.

They also highlighted the need for stronger technical support to assist users when they face challenges, as well as regular refresher training sessions to help school staff keep pace with system enhancements and improve data quality.
These recommendations demonstrate strong user ownership of the system and provide practical opportunities to further strengthen institutional capacity and sustain the benefits of Rwanda's digital transformation in education.

Assessment of Grant Implementation: Efficacy

Overall Efficacy

Level of Overall Efficacy 2
High

Detailed Description
The system capacity grant was designed to remove barriers related to planning, sector coordination and use of data for decision-making, identified in the 2022 Enabling Factors Analysis undertaken to inform development of the Government of Rwanda-GPE Partnership Compact. The grant successfully delivered its intended outcomes by sustaining gains from prior investments and scaling high-impact interventions.

Specifically, the programme contributed to reducing barriers to learning, particularly for vulnerable children, including children with disabilities, advancing equity and inclusion across the education system. This was achieved through:

• Strengthened data systems driving targeted interventions: The grant reinforced national and decentralized data management systems, notably the School Data Management System (SDMS) and the Teacher Management Information System (TMIS), significantly enhancing the Ministry of Education’s capacity to generate and use gender and disability-disaggregated data. The capacity of over 5,000 head teachers and 30 district education officials (18 male and 12 female) were enhanced on how to utilize the SDMS data for planning decisions. As a result, both national and school-level actors were able to identify retention patterns and risks of dropout among girls, boys and children with disabilities, enabling more targeted and timely interventions, including nationwide remedial learning programme. The remedial learning interventions supported through a complementary grant, the System Transformation Grant, resulted in a significant reduction of the average repetition rates in primary school from 30 per cent in 2022 to 20 per cent in 2024. The reduction in repetition rates contributed to retention of learners at high risk of dropping out, particularly in early grades.

• Advancement of disability-inclusive education practices: The grant accelerated progress in inclusive education by building capacity of 4,207 teachers (2,485 males and 1,722 female) in the identification, assessment, and referral of children with disabilities. In parallel, the integration of disability-sensitive tools into the School Data Management System (SDMS) improved the availability, quality, and utilization of disability-related data at school level. Together, these interventions resulted in more systematic identification of children with disabilities and improved targeting of support and inclusive practices across the system.

Efficacy by capacity area window

Detailed Description

The system capacity grant significantly contributed to strengthening Rwanda's education data systems. This includes improvements in data quality, availability, and utilization to identify learning gaps and exclusion, thereby enabling targeted, evidence-informed planning and decision-making for inclusive and transformative outcomes.

With technical support from UNICEF and partners including members of Education Sector Working Group, MINEDUC addressed critical system bottlenecks identified through the enabling factors analysis , directly contributing to the implementation of priorities outlined in Rwanda's Partnership Compact. The key achievements under each of the three capacity area windows.

Window 1: Strengthen gender-responsive planning and policy development for systemwide impact.

The objectives of this capacity area window were largely achieved, with the efficacy for this window rated as Highly Satisfactory.

The System Capacity Grant supported the implementation of activities related to system diagnostics, development of the Partnership Compact, and education sector analyses. It also supported the development of policies and plans to identify and address multiple forms of exclusion, including planning for children with disabilities, inclusion of displaced children, and strengthening system resilience.

This window included four activities in Rwanda. The first key deliverable under this window was the Rwanda Partnership Compact that was developed through a government-led, consultative process involving members of the Education Sector Working Group.

The compact laid the foundation for enhanced coordination and alignment with the 2024-2029 education sector strategic plan (ESSP). It identified three outcome areas as catalysts for transformative change in Rwanda: (i) Improved foundational literacy and numeracy; (ii) timely enrolment, retention and progression in foundational grades and beyond, and (iii) enhanced education sector capacity, coordination, leadership and financing. The compact subsequently informed the development of Rwanda's successful application for the System Transformation Grant, approved in November 2023, leveraging additional financing to sustain implementation of priority reforms.

As the compact reached its midpoint in April 2025, the Ministry of Education conducted its midterm review in early 2026. The review assessed the overall progress of Rwanda's priority education reforms as satisfactory, with all three primary reform outcomes currently in an advanced stage of implementation. The rating indicates that the education reforms are expected to achieve almost all major objectives efficiently with only minor shortcomings or delays . It noted that progress achieved thus far has been driven by a strong focus on foundational learning, system efficiency, and data-driven governance.

The second priority identified for Rwanda relates to enhancing system capacity to provide inclusive learning environment for students, including children with disabilities and special educational needs. This includes improving the reliability of tools and processes used to identify the needs of children with disabilities by transitioning from the medical model of assessment to the Child Functioning Module (CFM) - Teacher Version (TV) approach and tools. The CFM-TV is a standardized, teacher-administered tool, globally used to identify children with functional difficulties in school settings.
To institutionalize this reform, 4,207 teachers (2,485 male and 1,722 female) serving as inclusive education focal teachers across all public and government subsidized schools were trained to to identify children with disabilities, facilitate referrals, and support inclusive learning. The training of both female and male teachers as inclusive education focal points helped build institutional capacity to identify and respond to gender-related barriers affecting participation and learning. As such, the grant made an important contribution to gender equality by strengthening gender-responsive planning processes.

Besides building the capacity of teachers to ensure they can identify and provide inclusive learning support to children with disabilities, the Ministry of Education integrated the harmonized CFM-TV tools into the School Data Management System, ensuring alignment with global standards. This integration enables routine collection and analysis of disability-disaggregated data, strengthening evidence-based planning, resource allocation, and monitoring for inclusive education. By embedding disability identification within routine school processes and strengthening data systems, the grant improved the education system's capacity to identify learners at risk of exclusion and to plan more responsive support services. These reforms contribute to more equitable access to quality education and provide a stronger evidence base for targeting resources to better serve the most vulnerable children, particularly children with disabilities and displaced learners.

Despite these achievements, challenges remain in ensuring consistent continuous professional development of teaching workforce on effective use of the tools and inclusive and gender responsive pedagogy. Sustaining gains will also require continued investment in technical support for implementation of the CFM-TV and strengthening school-level capacity to translate improved identification into effective inclusive and gender-responsive teaching practices. Continued financing for system maintenance, capacity building, and data utilization will also be important to maximize the long-term impact of these reforms.

Window 2: Mobilize coordinated action and financing to enable transformative change.

The objectives under this window were largely achieved, as evidenced by strengthened financial management systems, improved coordination between key institutions, and enhanced financial management capacity at school level. Under this window, efficacy is rated as Highly Satisfactory.

The grant strengthened the education sector coordination mechanisms and financing processes. This included support to reinforce existing government-led coordination mechanisms such as local education groups and joint sector reviews, as well as monitoring the effectiveness of the country-level partnership. The grant also contributed to strengthening budget processes and engagement between the Ministry of Education (MINEDUC) and the Ministry of Finance and Economic Planning (MINECOFIN). These engagements helped to identify opportunities to improve the equity and efficiency of education expenditure, including through a focus on gender equality. The engagement with the Ministry of Finance and Economic Planning (MINECOFIN) contributed to stronger alignment between policy priorities, planning, budgeting, implementation, while Joint Sector Reviews contributed to performance monitoring, thereby improving collective oversight of education sector reforms and building a stronger foundation for evidence-based resource allocation.

To strengthen financial accountability across district and public primary schools, the Ministry of Education (MINEDUC) enhanced the integration between the SDMS and IFMIS managed by MINECOFIN. The integration was operationalized through a cascade training model, beginning with 65 digital ambassadors who trained 447 headteachers (152 females) on financial management and accountability.
The gender imbalance underscores the importance of implementing strategies to encourage greater female representation in school governance positions and training opportunities. Addressing this gap is crucial to ensuring a more equitable and inclusive approach to developing educational leadership across all districts.

The training subsequently scaled nationwide, reaching 5,698 headteachers and school accountants (1,197 female) who equip acquired the skills to use SDMS for financial requests, reporting and monitoring. This integration of SDMS and IFMIS strengthened coordination between MINEDUC, MINECOFIN, districts and schools, reducing fragmentation in financial flows and improving alignment between planning and resource allocation.

As a result, the initiative improved the efficiency and transparency of fund disbursement and strengthened real-time monitoring, and reporting utilization of funds provided to schools, particularly capitation grants and school feeding funds transferred through districts. However, challenges remain in ensuring consistent use of the integrated system across all schools, particularly in areas with limited technical capacity or infrastructure, which affects the timelines and quality of financial reporting.

Window 3: Strengthen capacity, adapt and learn, to implement and drive results at scale.

The objectives under this window were largely achieved, as evidenced by the successful deployment of digital tools, strengthened institutional capacity to manage and use data, and enhanced mechanisms for continuous learning and adaptation across the sector. Efficacy is rated as Highly Satisfactory.

Under this window, interventions were focused on strengthening data systems, building institutional capacity, and enhancing monitoring, evaluation and learning (MEL). Key activities included improving the availability and use of data, including sex-disaggregated data, and data on children with disabilities; providing training and support for government staff at both central and decentralized levels to strengthen the

uptake and use of data and evidence; and reinforcing implementation capacity through sector plan monitoring, and the promotion of gender responsiveness, and evaluation of sector policies and programmes in priority areas. In addition, the grant supported the assessment of MEL capacity and the use of evidence in the policy processes.

A key deliverable under this window was the development and deployment of a digital teacher attendance tracking system to support real-time monitoring at school, district, and national levels through a user-friendly dashboard. Following successful pilot testing in five districts (Bugesera, Burera, Kirehe, Nyamasheke, and Nyanza), the system was scaled to 1,000 schools with high repetition rates. All teachers in these schools were enrolled using face recognition technology, ensuring accurate and reliable attendance tracking.

To support implementation, 536 Android tablets were deployed to the 1,000 schools, enabling automated capture and upload of teacher and student attendance data. Capacity building was central to rollout: 36 District Data Operation Officers (50 per cent female) were trained to manage and troubleshoot the system. The Data Processing Officers (DPOs) cascaded training to headteachers and focal staff, ensuring sustained system utilization at scale. While the impact of the system has not yet been documented, the daily tracking of teachers and students' attendance directly contributes to strengthening school-level management and accountability, improving teacher time-on-task monitoring, laying a critical foundation for reducing absenteeism and improving learning progression.

In addition, the grant strengthened system-wide data use for planning and decision-making. Thirty-six DPOs were deployed across all districts and central levels to provide hands-on support to education leaders. To date, over 5,000 headteachers and all 30 District Directors of Education (including 12 female) have been trained in effective use of the School Data Management System (SDMS).

These efforts led to significant improvements in data quality and timeliness, with reduced turnaround time for data production and strengthened quality assurance across key systems, including SDMS, TMIS, and CAMIS. The integration of automated data quality checks, standard tables, and dashboards into SDMS enabled more efficient production and timely publication of the 2023/2024 and 2024/2025 Education Statistical Yearbooks—enhancing access to reliable data for evidence-based policymaking.

The grant also supported the development of a sector-wide Monitoring, Evaluation and Learning (MEL) framework and the operationalization of the Education Sector Working Group framework, strengthening coordination, accountability, and continuous learning across the sector. However, logistical challenges persist in aligning the diverse array of non-governmental partners and ensuring that technical task forces meet consistently. In addition, while data availability has improved, further efforts are needed to strengthen its systematic use for decision-making and to ensure that gender and equity considerations are consistently integrated into data analysis and response.

Contribution to system capacity to deliver reforms

Detailed Description

The grant has played a catalytic role in strengthening Rwanda's education system and accelerating the delivery of reforms outlined in the Partnership Compact. By directly addressing capacity gaps identified in the enabling factors analysis, particularly in data systems, inclusive education, and coordinated financing, the grant has strengthened inclusive, gender-responsive planning and evidence-based decision-making across the sector.

A key contribution has been the development and rollout of harmonised tools for the Identification, Assessment, and Referral (IAR) of children with disabilities, including the Child Functioning Module – Teacher Version (CFM-TV). These interventions addressed critical gaps in early identification and referral systems, enabling teachers to better assess diverse learning needs and provide targeted support. This has strengthened system capacity to deliver inclusive education reforms and expanded equitable access to learning opportunities, advancing the "leave no child behind" agenda.

The integration of the School Data Management System (SDMS) with the Integrated Financial Management Information System (IFMIS) has further reinforced system-wide capacity by strengthening oversight and coordination of public resources at school and district levels. This has improved the efficiency and transparency of capitation grant allocation, including for the universal school feeding programme, which supports inclusive access to education, particularly for children from low-income families. Complementary system improvements, including the institutionalization of digital attendance tracking and the deployment of data processing officers, now embedded within the public service structure, have strengthened accountability, real-time monitoring and sustained data management capacity across all levels of the system.

The grant has also contributed to improved data systems and strategic planning processes through the transition to a digital education management information system. This has enhanced the quality and timeliness of education data production, With the annual Education Statistical Yearbooks consistently published on time over the past three years. As a result, education sector reforms are increasingly informed by robust evidence, enabling more responsive and adaptive policymaking.

While these gains have significantly strengthened the education system's capacity to deliver reforms, challenges remain in ensuring consistent use of data for decision-making at decentralized level, and at school level to inform teaching and learning processes. Addressing this gap will be critical to sustaining and deepening the impact of reforms, particularly in relation to improving outcomes for girls and other vulnerable learners.

Some strategic actions required to consolidate the reforms include the following:
i. Institutionalization of Data Use, this will entail establishing clear policies and accountability mechanisms to ensure that data is consistently used at national, decentralized and school levels. This would include embedding data-driven decision-making into district planning cycles and school improvement plans.
ii. Develop and scale integrated monitoring and feedback systems that link school-level data to national dashboards. This will enable timely identification of gaps, promote adaptive management, and sustain reform momentum.
iii. Strengthening Capacity Building through provisions of ongoing training and mentorship for school leaders, teachers, and district officials on how to interpret and apply data to improve teaching practices and learning, with a focus on equity for girls and vulnerable learners.

These actions will help ensure that the strengthened data systems evolve beyond reporting tools into strategic instruments for continuous improvement, adaptive management, and equitable learning outcomes across the education system.
2.4 Other effects

Conditions which Affected the Grant

Detailed Description

The successful implementation of System Capacity Grant (SCG) was underpinned by several enabling institutional and operational conditions that strengthened implementation quality and contributed to the achievement of the grant objectives. Foremost among these was strong government leadership, with the Ministry of Education (MINEDUC) providing strategic direction, coordinating implementation across institutions, and ensuring that grant activities remained aligned with national education priorities and the Education Sector Strategic Plan (ESSP) 2024–2029.

UNICEF, as Grant Agent, provided effective implementation support, technical expertise, and fiduciary oversight, while close collaboration with the Ministry of Education (MINEDUC) enabled timely problem-solving, adaptive management, timely resolution of implementation bottlenecks, effective monitoring of progress, and strong project management oversight.

A key enabling factor was the strong partnership between MINEDUC and the Rwanda Information Society Authority (RISA). By leveraging RISA's technical expertise and mandate to manage external software vendors, the ministry successfully addressed software development and systems integration challenges that would otherwise have constrained implementation, mitigated internal software-engineering gaps, accelerating the integration of the Education Management Information System (EMIS). This collaboration accelerated the enhancement and interoperability of the School Data Management System (SDMS) with other national platforms, significantly strengthened implementation efficiency, system reliability, and ensured alignment with national digitalization strategies. The partnership also demonstrated the value of leveraging existing national institutions to strengthen system capacity and promote sustainability beyond the life of the grant.

Strong financial and fiduciary management arrangements also played a critical role in facilitating effective grant implementation and success. MINEDUC's established government financial management systems, including internal audit structures, complemented by UNICEF's fiduciary assurance processes, periodic spot checks, and independent oversight as well as annual reviews by the Office of the Auditor General, provided robust financial accountability throughout implementation These arrangements ensured strong oversight and accountability. As a result, grant resources were managed in accordance with agreed procedures and no significant financial or compliance issues were reported during the implementation period.

Effective governance and sector coordination further facilitated effective implementation. The Education Sector Working Group (ESWG) provided an established platform for effective coordination and stakeholder engagement and sector-wide ownership of reforms. Through this forum, MINEDUC facilitated inclusive policy dialogue, joint planning, and consultation between government, development partners, civil society, and other stakeholders on key sector processes, including dissemination of key education statistics, progress reviews and the coordinated implementation of key reforms. The ESWG supported the development of the Education Sector Strategic Plan (ESSP) 2024–2029, and the midterm review of the Partnership Compact, thereby strengthening sector ownership, alignment, and accountability.

While these enabling conditions contributed significantly to the achievement of grant results, several implementation challenges affected implementation and the pace of system adoption. These included varying levels of technical capacity at decentralized levels, which at times slowed the consistent uptake and utilization of digital systems. Infrastructure constraints, including uneven internet connectivity in some remote areas, affected the consistent uptake and use of digital platforms. These challenges did not significantly affect the achievement of the grant objectives but underscore the importance of sustained investment in digital infrastructure, ongoing technical support, and continuous subnational capacity strengthening to ensure that system reforms are implemented consistently and sustainability across all levels of the education system.

The risks identified during the grant design were generally appropriate and the mitigation measures proved effective. Risks related to Sexual Exploitation, Abuse, and Harassment (SEAH) were assessed as low. This assessment proved to be largely accurate, as no significant incidents were reported during implementation. Mitigation measures, including awareness-raising and the establishment of safe reporting mechanisms, were implemented effectively, and ensured compliance with UNICEF standards and national safeguarding policies and legal frameworks.

Lessons and recommendations, successful practices and innovative interventions

Detailed Description

Implementation of the System Capacity Grant also generated several important lessons that can inform future investments in education system strengthening:

Lessons Learned:

1. Investments in digital systems must be matched with investments in human capacity and institutions to enhance digital transformation: While the development of an integrated Education Management Information System (EMIS) significantly improved data availability and reduced fragmentation, it became evident that without skilled personnel to manage, analyse, and use these systems, their potential impact

remains limited.
2. System integration requires clearly defined institutional roles and sustained technical capacity essential for sustainability: The experience showed that effective use of integrated systems depends on dedicated expertise at both central and decentralized levels. While the deployment of data personnel helped address immediate gaps, it also highlighted the importance of institutionalizing these roles within the public service for long-term sustainability.
3. Capacity development must be continuous and progressive to translate data into improved education outcomes: Initial user training alone was insufficient to ensure effective system utilization, underscoring the need for ongoing professional development in data analysis, interpretation, and use for evidence-based decision-making. Building a culture of evidence use requires ongoing investment beyond system deployment.
4. Strong partnerships accelerate system transformation. Collaboration between MINEDUC, RISA, MINECOFIN, UNICEF, and Education Sector Working Group partners enabled timely problem-solving, coordinated implementation, and alignment with national reform priorities. Leveraging the comparative advantages of different institutions enhanced implementation efficiency while strengthening national ownership.

Recommendations:

Building on these lessons, future investments in education system strengthening should focus on consolidating and scaling the reforms initiated through the grant. To that end, there is need to:
1. Institutionalize dedicated IT and data management roles: Ensure that central and decentralized education structures have formally established positions responsible for maintaining and supporting data systems.
2. Strengthen continuous professional development (CPD): Move beyond basic system training to build advanced competencies in data analysis, interpretation, and application for decision-making.
3. Align digital investments with human resource strategies: Future digital system investments should be systematically paired with workforce planning, capacity development, and retention mechanisms.
4. Enhance targeted support to subnational levels: Provide tailored capacity strengthening to address disparities in system utilization, particularly in areas with limited technical capacity.

Successful practices and innovative interventions:

The grant demonstrated several promising practices that warrant continued investment and replication:

1. Development of an integrated and interoperable EMIS: The integration of SDMS, CAMIS, and TMIS significantly reduced data silos and improved efficiency in data management, availability and reporting. This enhanced the evidence-based decision making.
2. Combined investment in systems and embedded data personnel: The parallel focus on technology and human capacity supported both system rollout and sustained utilization across levels. This accelerated system adoption while reinforcing sustainability.
3. Use of interoperable, real-time data systems with dashboard and interactive visualization features for adaptive management: This approach represents an important innovation, enabling timelier, coordinated, and evidence-based decision-making across the education sector, ultimately improving both efficiency and learner outcomes.
4. Government-led, multi-sectoral collaboration for digital transformation. The partnership between MINEDUC, RISA, MINECOFIN, UNICEF, and development partners demonstrated an effective model for coordinating technical expertise, strengthening institutional ownership, and aligning digital reforms with broader public sector modernization initiatives.

Impact stories

Detailed Description

Two human-interest stories highlighting the programme achievements are attached as Annex 3. They showcase the impact of inclusive education related interventions as well as systemic impact of data systems.

Other Effects

Detailed Description

As a positive unintended effect, the operationalization of resource rooms in ten selected schools has created hubs for innovation. While initially intended to support children with disabilities within those schools, these resource rooms have evolved into centres for peer learning and collaboration among teachers, particularly from neighbouring schools. This has extended professional development opportunities beyond the original scope of the intervention and contributed to strengthening inclusive teaching practices more broadly.

In addition, the deployment of Data Processing Officers (DPOs) has had spillover effects on local governance. Their expertise in data quality control, developed through the grant, has been leveraged by district authorities in other sectors, thereby strengthening cross-sectoral data management practices and promoting more coordinated and evidence-based decision-making at the local level.

Tangible outputs and knowledge products

#	File Name	Document Type	Description
1	Education_Statistical_Year_Book_2024-2025.pdf	Knowledge Product	Education Statistical Year book
2	Annex 3. Human Interest Stories.docx	Knowledge Product	Human Interest Stories
2	Annex 4 SCG_Results framework.docx	Results Framework	Results framework

The documents listed were submitted with the progress report. If you'd like access to them, please contact the grant operations officer for your country.

Efficiency, Sustainability and Grant Management

Assessment of Project Implementation: Efficiency

Overall Efficiency

Level of Overall Efficiency 3

Substantial

Detailed Description

Grant activities were implemented in a timely manner, and the costs were reasonable for the results in terms of outputs and outcomes were achieved

Timeliness

Detailed Description

There were no delays at the start of grant implementation.

Detailed Description

There were no significant delays in implementation. All activities were largely completed as planned. The midterm review of the Partnership Compact experienced initial delays but it has now been successfully undertaken.

Grant costs

Detailed Description

The grant delivered expected outputs at overall efficient unit costs across both tranches. While the precise unit cost figures for specific outputs are not available, cost-efficiency was achieved through strategic implementation approaches, particularly the use of cascade training models. By training a limited number of master trainers who subsequently trained others, the programme significantly reduced per-teacher training costs compared to direct, centralized delivery models. This approach consists of best practices in large-scale capacity strengthening interventions.

Similarly, the deployment of District Data Processing Officers (DPOs) reflects a cost-effective investment in strengthening data systems. By embedding technical expertise within existing government structures, the grant minimized reliance on external consultants while ensuring sustained support for data quality assurance and system utilization. In the absence of direct benchmarks, these approaches compare favorably with typical capacity-building programmes, where costs tend to be higher due to repeated external facilitation and less emphasis on system-level institutionalization.

Unit costs remained broadly in line with those anticipated at the design stage. This was largely due to effective planning, strong financial oversight, and the use of scalable implementation models. No major cost overruns were recorded during implementation.

In terms of financial performance, the grant achieved a 100 per cent absorption rate, reflecting efficient use of allocated resources. Modest savings resulting from exchange rate fluctuations were strategically reinvested to strengthen inclusion initiatives and further enhance education data systems, thereby maximizing overall value of the grant.

Partnerships and Inclusive Dialogue

Detailed Description

The implementation of the System Capacity Grant (SCG) enhanced existing partnership between the Ministry of Education and key national stakeholders, while also reinforcing coordinated sector dialogue mechanisms. A particularly important partnership was the technical collaboration between MINEDUC and Rwanda Information Society Authority (RISA), the government agency responsible for national ICT systems.

This partnership played a critical role in enabling the design, integration, and implementation of key education data systems. By leveraging RISA’s technical expertise and mandate to manage external software vendors, the grant was able to overcome internal capacity constraints and accelerate the rollout of integrated systems. Overall, this partnership was highly effective, although it required continuous coordination to align technical processes with sector priorities and timelines.

In addition, the grant benefited from strong engagement through the Education Sector Working Group (ESWG), which served as a central platform for inclusive dialogue and stakeholder coordination. MINEDUC leveraged this mechanism to facilitate consultations on the alignment of the Education Sector Strategic Plan (ESSP) 2024/2025–2028/2029 with the priorities outlined in the GPE Partnership Compact.
The ESWG also played a key role in the midterm review of the Partnership Compact, bringing together government, development partners, and other stakeholders to assess progress, identify challenges, and agree on necessary adjustments.

Through these consultations, stakeholders contributed to:
i) reviewing progress on the priority reforms, including gender equality and enabling factors,
ii) identifying key obstacles and opportunities for resource mobilization and partner alignment,
iii) informing adaptations to accelerate progress, including revisions of GPE-funded programs.
This process reflects a high level of inclusiveness and coordination, with stakeholders actively engaged in both strategic planning and implementation oversight.

A key lesson from these partnerships is the importance of leveraging existing national coordination platforms and institutional mandates to enhance efficiency and ownership. At the same time, sustained effort is required to maintain alignment among diverse stakeholders and ensure that dialogue processes translate into concrete, coordinated actions at all levels of the system.

Use of data and Evidence for Improvement

Detailed Description
The System Capacity Grant considered monitoring data and evidence to guide its implementation and ensure achievement of intended results.
Examples to illustrate this include the selection of 1,000 schools with highest repetition rate where teachers' attendance digital tracking system was installed and school leaders trained on its use. The selection of those schools informed by the availability and use of repetition and students enrollment data, consequently interventions devised took into consideration of school specific needs

The Midterm Review of the Partnership Compact serves as another example of how the SGC implementation was informed by data and evidence. Data from different sources were used to assess the extent to which education targets in Partnership Compact results framework are being achieved. In addition, the Midterm Review followed GPE guidelines and the task team relevantly reached out to the GPE Secretariat for technical inputs and advice, this ensured not on the midterm review findings not only inform the implementation of Partnership Compact in its reminder period but also comply with GPE requirements.

Use of GPE Processes

Detailed Description
The design of the System Capacity Grant (second tranche) reflected the continuation of the first tranche, and the second tranche was closely aligned with enabling factors identified in the Partnership Compact including Data and Evidence; Sector Planning, Policy, and Monitoring, Sector Coordination as well as Volume, Equity, and Efficiency of Domestic Public Expenditure. This alignment ensured the activities implemented directly addressed system capacity gaps, hence enhanced relevance and ownership.

In terms of efficiency and effectiveness, instead of creating new parallel systems, the grant leveraged and supported the existing government data systems, which not only was cost effective but also enhanced their sustainability.

Sustainability

Detailed Description

The System Capacity Grant (SCG) was designed to strengthen and build on existing government-led initiatives particularly in the areas of data systems, financial management, and inclusive education. As a result, many of the grant-supported interventions have strong potential for continuity and scale through government systems beyond the grant period.

Key system-level results, including the integration of SDMS with other national platforms such as the Integrated Financial Management Information System (IFMIS), are expected to be sustained. These integrations have institutionalized core functions related to financial accountability, data management, and evidence-based decision-making within government systems, reducing reliance on project-based structures. Similarly, the integration of the Child Functioning Module – Teacher Version (CFM-TV) into SDMS ensures continued collection and use of disability-disaggregated data, supporting more inclusive planning and service delivery over time.

The grant has also contributed to addressing critical system weaknesses identified in the Partnership Compact, particularly in relation to data systems, coordination, and inclusive education. These gains are likely to be durable, as they are embedded within national systems and supported by trained personnel at central and decentralized levels. Investments in capacity building for teachers, school leaders, and district-level staff further strengthen the system's ability to sustain and utilize these reforms.

Several enabling conditions are in place to support sustainability. These include strong government ownership, alignment with the national digital transformation agenda, and continued investments in expanding ICT infrastructure in schools. For example, recent data shows that approximately 83 per cent of schools are connected to the internet, up from about 60 per cent in 2023, reflecting significant progress in addressing infrastructure gaps.

However, risks to sustainability remain. Limited ICT infrastructure and uneven technical capacity across schools and districts could constrain the long-term effectiveness and equitable use of digital systems if not continuously addressed. In addition, sustained financing will be required to support system maintenance, upgrades, and ongoing capacity building. While the government has demonstrated commitment through continued investments, ensuring adequate and predictable resources will be critical.

In terms of sustainability planning, the institutionalization of key functions, such as embedding data personnel within government structures and integrating systems into existing national platforms, serves as an implicit exit strategy, ensuring continuity beyond the life of the grant. In addition, the use of scalable approaches, such as nationwide training and system integration, provides a strong foundation for further expansion.

Looking ahead, there is significant potential to scale up promising practices introduced under the grant. These include the use of integrated data systems for real-time decision-making and the application of inclusive data tools to better identify and support vulnerable learners. Further scaling will depend on sustained investment in infrastructure, continued capacity strengthening, and deliberate efforts to ensure that system use is consistent across all levels of the education system.

5. GRANT MANAGEMENT AND USE OF FUNDS

Grant Management and Use of Funds

Unspent Funds

Amount of funds that were not spent by grant closing

0

Detailed Description

(i) The grant budget has been fully utilized as planned.

Management Performance

Level of Management Performance 4

Satisfactory (S)

Detailed Description

The overall implementation performance of SCG second tranche is rated as satisfactory, mainly in aspects of financial management, procurement, safeguarding and other fiduciary matters.

Procurement was mainly undertaken by UNICEF upon Ministry of Education (MINEDUC) request. UNICEF applied its procurement procedures for consultants, goods and services.

Audit: MINEDUC carried out internal audits to assess both the implementation of activities and financial management. The Office of the Auditor General of Rwanda conducts an annual audit of government accounts. No significant issues or shortcomings were reported during this reporting period. UNICEF, as the grant agent, conducts spot checks on the utilization of funds transferred to MINEDUC for SCG activities.

Management: UNICEF, as the grant agent, has dedicated staff who consistently monitored the implementation of SCG activities. The staff collaborates with MINEDUC and its implementing agencies to ensure effective execution of activities. UNICEF also provides biannual progress updates to members of the Education Sector Working Group (ESWG) and implementation progress was reviewed part of Mission of the Global Partnership for Education (GPE) Secretariat to Rwanda.

Annexes

Annex 1: List of Acronyms

Acronym	Description
CAMIS	Comprehensive Assessment Management Information System
DPO	Data processing officers
EMIS	Educational Management Information System
ESA	Enterprise Solution Architecture

ESWG	Education Sector Working Group
ESSP	Education Sector Strategic Plan
GoR	Government of Rwanda
GPE	Global Parentship for Education
IFMIS	Integrated Financial Management information System
MINECOFIN	Ministry of Finance and Economic Planning
MINEDUC	Ministry of Education
NESA	National Examination and School Inspection Authority
NUDOR	National Union of Disability Organizations in Rwanda
RISA	Rwanda Information Society Authority
SCG	System Capacity Grant
SDMS	School Data Management System
SEN	Special Educational Needs
TMIS	Teacher Management Information System
UNICEF	United Nations Children's Fund

Annex 2: Efficacy by Grant Window

Capacity Area Window
Window 1: Strengthen gender-responsive planning and policy development for system-wide impact

Level of Achievement at End of Grant
High

Detailed Description:
Key highlights include the comprehensive Rwanda Partnership Compact, which unlocked the System Transformation Grant and significantly shaped national priorities under the 2025–2029 Education Sector Strategic Plan. In addition, the integration of the Child Functioning Module – Teacher Version - into the School Data Management System represents a major achievement in institutionalizing disability-disaggregated data within the national education system.

Capacity Area Window
Window 2: Mobilize coordinated action and financing to enable transformative change

Level of Achievement at End of Grant
High

Detailed Description:

Integration of SDMS with IFMIS has strengthened efficiency and transparency in school financing, enabling more equitable and data-driven allocation of resources across the education system.

Capacity Area Window	Level of Achievement at End of Grant
Window 3: Strengthen capacity, adapt, and learn, to implement and drive results at scale	Substantial

Detailed Description:

The grant significantly contributed to strengthening Rwanda’s education data systems. This includes improvements in data quality, availability, and utilization to identify gaps and exclusion, thereby enabling evidence-informed planning and decision-making for inclusive outcomes.

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1 High - There were no shortcomings or at most minor shortcomings in the continued alignment between grant activities and the capacity needs/priorities. The grant provided clear evidence of such alignment. If circumstances changed, the objectives were changed accordingly to keep objectives fully relevant. Substantial - There were moderate shortcomings in the continued alignment between grant activities and the capacity needs/priorities. The grant provided limited information on such alignment. If circumstances changed, the objectives were changed accordingly to keep objectives fully relevant. Modest - There were significant shortcomings in the continued alignment between grant activities and the capacity needs/priorities. The project provided limited information on such alignment. If circumstances changed, the objectives were not changed accordingly to keep objectives fully relevant. Negligible - There were severe shortcomings in the continued alignment between grant activities and the capacity needs/priorities. The grant differed from those current needs or did not provide information to assess such alignment. If circumstances changed, the objectives were not changed accordingly to keep objectives fully relevant.

2 High-The project exceeded or fully achieved its objectives (intended outcomes) or is likely to do so. Substantial -The project almost fully achieved its objectives (intended outcomes) or is likely to do so. Modest- The project partly achieved (or is expected to partly achieve) its objectives (intended outcomes). Negligible-The project barely achieved or did not achieve (minimal achievement, if any) its objectives (intended outcomes).

3 High-Efficiency exceeded expectations. Substantial-Efficiency was what would be expected in the sector.Modest-Efficiency was below expectations in the sector. Negligible- Efficiency was very low compared to both the benefits (if any) and recognized norms in the sector.

4 Highly Unsatisfactory – Overall grant management performance prevented the achievement of one or more outputs. Unsatisfactory – Overall grant management performance limited or jeopardized the achievement of one or more outputs. Moderately Unsatisfactory – Overall grant management performance delayed the achievement of one or more outputs, but issues were resolved during the grant life cycle. Moderately Satisfactory – Overall grant management performance supported the grant to achieve most of its major outputs efficiently with moderate shortcomings. Satisfactory – Overall grant management performance supported the grant to achieve almost all of its major outputs efficiently with only minor shortcomings. Highly Satisfactory – Overall grant management performance supported the grant to achieve or exceed all of the major outputs efficiently without significant shortcomings.