REPUBLIC OF RWANDA

MINISTRY OF EDUCATION

EDUCATION SECTOR STRATEGIC PLAN
2018/19 TO 2023/24

FOREWORD BY MINISTER OF EDUCATION

The publication of the Education Sector Strategic Plan (ESSP) 2018/19-2023/24 is marks the effort towards the continuation of the ESSP 2013/14-2017/18, and alignment of national strategy for Rwanda's education sector in accordance with global, regional and national development agenda for Sustainable Development Goals (SDGs), African Union Agenda 2063, Vision 2050 and National Strategy for Transformation (NST-1).

Education is a critical investment in Rwanda's future growth and development. This ESSP will inform and guide the development of education sector during the next seven years, to ensure that the investment made today supports national priorities and goals. Our plans are ambitious, but focused on addressing existing challenges to improve access, quality and relevance of education, and to achieve intended results to provide young generation with the skills and compteneces required to become productive members of society, and to contribute to national economical transformation. The concepts of universal equitable access and quality of education provision underpin this ESSP, and will always occupy the most important position in the sector's planning and implementation of all activities. The ESSP builds upon national priorities to ensure the realization of access to quality of education at all levels, and that education is relevant to national and regional transformative needs.

Three goals have been identified to support the Ministry of Education in achieving its mission to facilitate the development of human capital for the socio-economic development of Rwanda. These goals **are promoting access to education at all levels, improving the quality of education and training, strengthening the relevance of education and training, all aligned to meet labour market demands.** Equity in access and quality of education is emphasised across all three goals to ensure that the disadvantaged, the poor and children living with disabilities, have access to meaningful learning opportunities.

This ESSP builds on progress made in recent years to improve access to education, and to extend and scale up the coverage and the quality of twelve-year basic education, as well as school readiness programmes. The strong focus and empowerment of quality of basic education, specifically in science disciplines is a strong foundation of strengthening research and development (R&D), science, technology and innovation as national priorities. The overarching objective is an emphasis on skills development to strengthen the quality and relevance of education, and to better prepare pupils and students to meet the requirements of the diverse labour market demands. This requires a focus on core literacy and numeracy in basic education, as well as strengthening Technical and Vocational Education and Training (TVET) and higher education provisions coupled with focus to skills-based Science Technology Engineering and Mathematics (STEM). In this ESSP, Education stands as a national priority to rapidly transform national economy through generating skills demand for technology and industry, and to build a competitive labour force. This is underpinned by ensuring that teachers at all levels of education are well trained and motivated.

We wish to express our gratitude to the staff of the Ministry of Education, and the staff of Ministry's affiliated Institutions, the Districts leadership, Development Partners and to all stakeholders in Education sector who have contributed to the preparation of this plan. We commend this strategic plan as a guiding instrument for education development in Rwanda, and urge all stakeholders and partners to use it as a major point of reference to support activities in education as a significant sector, and to achieve equitable access to quality of education and training for all Rwandans.

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TABLE OF CONTENTS

FOREWORD BY MINISTER OF EDUCATION i
ACRONYMS iv
EXECUTIVE SUMMARY vi
CHAPTER 1: INTRODUCTION 1
1.1 Context of ESSP development 1
1.2 Purpose of the ESSP 1
1.3 Methodology 1
CHAPTER 2: OVERVIEW OF THE EDUCATION SECTOR 2
2.1 The policy context 2
2.2 Education sector institutional overview 5
2.3 Progress in the sector 5
2.4 Key challenges in the sector 14
CHAPTER 3: THE STRATEGIC FRAMEWORK 16
3.1 Sector strategic priorities and outcomes 16
3.2 Activities planned to achieve outcomes 18
3.3 Mainstreaming of cross-cutting issues 48
CHAPTER 4: IMPLEMENTATION 50
4.1 Summary 50
4.2 Sequencing of interventions 50
4.3 Roles and responsibilities of partners and stakeholders 50
4.4 Coordination and information sharing 52
4.5 Information sharing 54
4.6 Risk analysis 55
CHAPTER 5: MONITORING AND EVALUATION 62
5.1 M&E arrangements 62
5.2 Planned studies and evaluations 65
5.3 Monitoring matrix 65
CHAPTER 6: COST AND FINANCING OF THE ESSP 66
6.1 Funds available 66
6.2 Cost by programme 69
6.3 Funds to be mobilised, financing gap and strategies to fill it 75
ANNEXES 78
Annex 1: List of references 79
Annex 2: Rwanda education sector monitoring matrix 2017/18 – 2023/24 82
Annex 3: Cost assumptions 97
Annex 4: Education sector institutional overview 99
Annex 5: List of ESSP consultation meetings 106

List of tables

Table 1: Primary enrolment trends 7
Table 2: LARS2 average scores by level, school type and location 7
Table 3: Secondary enrolment trends 9
Table 4: TVET Enrolment trends from 2012 to 2016 10
Table 5: ESSP strategic priorities and outcomes 17
Table 6: ESSP causal chain and links to Strategic Priorities 42
Table 7: Logframe – strategic priorities, outcomes and expected outputs 44
Table 8: Summary of key areas of coordination with other ministries 53
Table 9: Risk assessment explanation 55
Table 10: Overall summary of risks 55
Table 11: Generic risks affecting multiple outcomes 56
Table 12: Outcome-specific risks 57
Table 13: Summary of new indicators requiring prior action and baselines 64
Table 14: GoR GDP, national expenditure and allocation to education for 2018/19–2023/24 66
Table 15: Indicative development partner contribution 2018/19–2022/23 (billions, FRW) 67
Table 16: Total ODA and number of active development partners 2011/12–2014/15 68
Table 17: Scenarios based on implementation of new initiatives 70
Table 18: Summary of costing, allocations and financing gap under Scenario 1 71
Table 19: Summary of costing, allocations and financing gap under Scenario 2 72
Table 20: Summary of costing, allocations and financing gap under Scenario 3 73
Table 21: Annual cost, recurrent and capital costs and financing gap for each scenario 74

List of figures

Figure 1: Pre-primary profile 2012–2016: combined GER/NER chart 6
Figure 2: Enrolment in HEIs (2012 and 2016) by gender and management 11
Figure 3: Spending by sub-sector (FRW, billions) 13
Figure 4: Allocation by sub-sector (%) 13
Figure 5: High-level results chain 41
Figure 6: Roles and responsibilities for ESSP implementation 51
Figure 7: Sector coordination structure 53
Figure 8: Structure of the Rwandan education system, 2017 99
Figure 9: MINEDUC organogram, 2017 100
Figure 10: MINEDUC and its six agencies 102

List of boxes

Box 1: Education policy objectives 4
Box 2: ESSP vision and strategic priorities 16
Box 3: REB departments 101
Box 4: HEC departments 102

ACRONYMS

APEFE	Association pour la Promotion de l'Education et de la Formation à l'Etranger (Belgium)
CBO	Community Based Organisation
CESB	Capacity Development and Employment Services Board
CNRU	Rwandan National Commission for UNESCO
CPD	Continuous Professional Development
CSO	Civil Society Organisation
DDE	District Director of Education
DDP	District Development Plan
DEO	District Education Officer
DFID	Department for International Development (UK)
DG	Director General
DP	Development Partner
EAC	East African Community
EASTCO	East African Commission for Science and Technology
ECD	Early Childhood Development
EDPRS	Economic Development and Poverty Reduction Strategy
EFA	Education for All
EICV	Enquête Intégrale sur les Conditions de Vie des Ménages (Household Living Conditions Survey)
EMIS	Education Management Information System
ESSP	Education Sector Strategic Plan
ESWG	Education Sector Working Group
ESY	Education Statistical Yearbook
FARG	Fonds d'Assistance aux Rescapés du Génocide (Genocide Survivors' Fund)
FBO	Faith Based Organisation
GER	Gross Enrolment Rate
GIZ	Gesellschaft für Internationale Zusammenarbeit (German Cooperation Agency)
GoR	Government of Rwanda
GPE	Global Partnership for Education
GPI	Gender Iarity Index
HEC	Higher Education Council
HEI	Higher Education Institution
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immune Deficiency Syndrome
ICT	Information and Communication Technology
IMF	International Monetary Fund
IPRC	Integrated Polytechnic Regional Centres
JICA	Japan International Cooperation Agency
JRES	Joint Review of the Education Sector
KfW	Kreditanstalt für Wiederaufbau (German Cooperation Bank)
KOICA	Korea International Cooperation Agency
LARS	Learning Achievement in Rwandan Schools
LMIS	Labour Market Information System
LwD	Learners with Disabilities
M&E	Monitoring and Evaluation
MDG	Millennium Development Goal
MIFOTRA	Ministry of Public Service and Labour
MIGEPROF	Ministry of Gender and Family Promotion
MINAGRI	Ministry of Agriculture
MINALOC	Ministry of Local Government
MINECOFIN	Ministry of Finance and Economic Planning
MINEDUC	Ministry of Education
MINICOM	Ministry of Trade and Industry
MININFRA	Ministry of Infrastructure
MINIYOUTH	Ministry of Youth

MITEC	Ministry of Information Technology and Communications
MoH	Ministry of Health
MTEF	Medium-Term Expenditure Framework
MTR	Mid-Term Review
NAR	Net Attendance rate
NER	Net Enrolment Rate
NGO	Non-Governmental Organisation
NISR	National Institute of Statistics of Rwanda
NSTC	National Science and Technology Commission
NST-1	National Strategy for Transformation 1
ODA	Official Development Assistance
ODeL	Open and Distance e-Learning
OECD/DAC	Organisation for Economic Co-operation/Development Assistance Committee
P1–P6	Primary Grades 1 to 6
PCR	Pupil Classroom Ratio
PPP	Public Private Partnership
PS	Permanent Secretary
RDB	Rwanda Development Board
REB	Rwanda Education Board
RENCP	Rwanda Education NGO Coordination Platform
RP	Rwanda Polytechnic
RTQF	Rwanda TVET Qualification Framework
FRW	Rwandan Franc
S1–S6	Secondary (Grade 1 to 6)
SDC	Swiss Agency for Development and Cooperation
SDGs	Sustainable Development Goals
SEO	Sector Education Officer
SEN	Special Educational Needs
SGAC	School General Assembly Council
SIDA	Swedish International Development Cooperation Agency
SSWGs	Sub Sector Working Groups
STEM	Science, Technology, Engineering and Mathematics
TMIS	Teacher Management Information System
TSS	Technical Secondary School
TTC	Teacher Training College
TTI	Teacher Training Institute
TVET	Technical and Vocational Education and Training
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children's Fund
UR	University of Rwanda
UR-CE	University of Rwanda – College of Education
USAID	United States Agency for International Development
VSO	Voluntary Services Overseas
VTC	Vocational Training Centre
VVOB	Vlaamse Vereniging voor Ontwikkelingssamenwerking en Technische Bijstand (Flemish Association for Development Cooperation and Technical Assistance)
WASH	Water, Sanitation and Hygiene
WDA	Workforce Development Authority
WHO	World Health Organization
7YGP	Seven-Year Government Programme
9YBE	Nine Years Basic Education
12YBE	12 Years Basic Education

EXECUTIVE SUMMARY

This Education Sector Strategic Plan (2018/19–2023/24) builds upon the achievements of the previous ESSP (2013/14–2017/18) and accommodates new thinking and policy directions that will support Rwanda's aspirations for transformation from a predominantly agrarian-based, low-income economy to an industrial upper middle-income nation by 2035. This vision is premised on the ability of Rwanda's education system to produce enough and appropriately skilled workforce capable of realising this aspiration, as well as upgrading the skills and competencies of the existing workforce. The impact expected from successfully delivering this ESSP is ***to ensure Rwandan citizens have sufficient and appropriate skills, competences, knowledge and attitudes to drive the continued social and economic transformation of the country and to be competitive in the global market.***

This ESSP has been developed using well-established sector coordination structures, led by the Ministry of Education (MINEDUC) and involving a wide range of stakeholders at central and district level. The three sector working groups for Basic Education, Technical and Vocational Education and Training (TVET) and Higher Education undertook initial work to identify key priorities, and these have fed into an iterative process of consolidation and further prioritisation to produce this document. Extensive consultations on the priorities, outcomes, outputs, indicators and targets took place during its preparation.

Chapter 1. Give an overview, of the context purpose and the methodology used to develop this ESSP.
Chapter 2 provides an overview of the education system, highlights recent progress and notes the key challenges. Rwanda has made significant progress in ensuring all children and young people are able to access basic education; the Millennium Development Goals (MDGs) of universal access to primary education was achieved, as was gender parity in primary and secondary education. But going to school does not necessarily mean learning. Rwanda, along with most countries in sub-Saharan Africa, faces a major challenge in translating gains in access into gains in learning. Achievement levels in Rwandan schools need to be improved in order to provide the necessary human capital to achieve development aspirations. The central theme of this ESSP is to improve learning achievement and to ensure that learning is relevant to the nation's development priorities.

Chapter 3 is the heart of the ESSP and sets out the strategic framework. The ESSP is structured around nine strategic priorities:

1. Enhanced quality of learning outcomes that are relevant to Rwanda's social and economic development.
2. Strengthened Continuous Professional Development and Management of teachers across all levels of education in Rwanda.
3. Strengthened Science, Technology, Engineering and Mathematics (STEM) across all levels of education in Rwanda to increase the relevance of education for urban and rural markets.
4. Enhanced use of Information and Communication Technology (ICT) to transform teaching and learning and support the improvement of quality across all levels of education in Rwanda.
5. Increased access to education programmes, especially at Nursery (pre-primary), Primary, secondary, TVET and Higher education levels in Rwanda.
6. Strengthened modern school infrastructure and facilities across all levels of education in Rwanda.
7. Equitable opportunities for all Rwandan children and young people at all levels of education.
8. More innovative and responsive research and development in relation to community challenges.
9. Strengthened governance and accountability across all levels of education in Rwanda.

The ESSP identifies a total of 17 sector outcomes under nine strategic priorities, with targets that are both ambitious but feasible. Actions to achieve these outcomes are further elaborated in this chapter.

New areas under this ESSP include STEM, ICT, Innovation, Research and Development, all of which are key national priorities. In addition, the Competency-Based Curriculum (CBC) includes entrepreneurship and business development, citizenship and national identity, with an emphasis on critical thinking, creativity and innovation, research, problem-solving and lifelong learning. There is also a strong focus on improving quality through both, regular assessment of learners and teacher continuous professional development (CPD).

The implementation arrangements are set out in Chapter 4. A key challenge for this ESSP, and one that was identified in previous ESSPs, is to improve the coordination between the central authority and district delivery, and to achieve greater alignment between the priorities of the ESSP and those set out in District Development Plans (DDPs). A risk assessment is presented, identifying both generic risks that affect multiple outcomes (e.g. insufficient funds), as well as risks specific to each of the nine strategic priorities and the 18 associated outcomes. Mitigation measures are identified, and each risk is assessed for likelihood and impact on a five-point scale. The overall risk is rated as medium, with higher risk ratings associated with four of the nine strategic priorities.

Chapter 5 describes the Monitoring and Evaluation (M&E) arrangements for the ESSP. Attached at Annex 2 is the Sector Monitoring Matrix, containing all outcomes and related outputs, together with their indicators, baseline values, annual milestones and final targets for 2023/24. A few new measurements are introduced to better capture aspects of education quality. These will measure actual performance rather than inputs: for example, teachers' actual observed competencies are to be measured against standards on a competence framework, giving a more accurate picture of performance that also has a diagnostic dimension that can be used for improvement. The design of this ESSP is in line with international best practice and will require immediate prior action so that new indicators and their measurement become established quickly in the first year of the ESSP.

The projected costs and financing of the ESSP are presented in Chapter 6. Currently, around 14% of total Government expenditure is allocated to education, well below comparator countries and international benchmarks. The financing gap for this ESSP has been estimated across three possible scenarios. In each case the financing gap is in the range of between 13% and 24%, based on projected education budgets at current and recent Government allocations to the sector. This gap is reduced when the education budget is increased to the international benchmark (and as recommended by GPE) of 15%–20% of total expenditure. In order to achieve the goals and aspirations articulated in ESSP 2018/19-2023/24 it is clear that a substantial increase in the education budget will be required, that will bring it into line with international benchmarks.

CHAPTER 1: INTRODUCTION

1.1 Context of ESSP development

Since 1998, the Government of Rwanda (GoR) has been focusing on a development agenda aimed at transforming Rwanda into a middle-income country by the year 2020. The concept note for *Vision 2050* has a target for Rwanda to become an upper middle-income country by 2035 and a high-income country by 2050. *Vision 2020* (*Vision 2050*) are being implemented through a medium-term planning framework for successive five or seven-year periods. This ESSP corresponds with the *National Strategy for Transformation (NST-1)* (Republic of Rwanda, 2017) covering the period 2017 to 2024. It also aligns with *Agenda 2063* (African Union, 2015), a strategic framework for the socio-economic transformation of Africa over the next 50 years through existing initiatives in the continent for growth and sustainable development.

The elaboration of the long and medium-term strategies is an opportune moment for the full integration of global and regional planning commitments, including: The Sustainable Development Goals (SDGs), African Agenda 2063, and the East African Community (EAC) *Vision 2050* (EAC, 2015).

The ESSP has been produced in concert with *NST-1* to ensure complete alignment of goals and outcomes over the next seven years. The central policy proposition for this ESSP is to ensure Rwandan citizens have sufficient and appropriate competencies (skills, knowledge and attitudes) to drive the continued social and economic development of the country.

1.2 Purpose of the ESSP

This ESSP provides the overarching framework for a holistic sector-wide approach to the development and delivery of education services in Rwanda. It also serves as a guiding framework for the elaboration of sub-sector educational plans. The Medium-Term Expenditure Framework (MTEF) will be used as a tool to ensure that budget allocations follow medium- and long-term paths. The use of the MTEF also ensures that educational proposals are set within the national fiscal planning and management framework, with close monitoring and regular evaluation. The ESSP will provide the overarching and guiding framework for the elaboration of logically consistent and sequential annual operational plans and budgets for each of the seven years of its duration.

1.3 Methodology

The elaboration of this ESSP was conducted through a highly participatory and consultative process involving over 250 stakeholders across the entire education sector, who attended workshops or other meetings. Stakeholders included representatives from the private sector, central and decentralised GoR institutions, development partners and civil society. Thirteen consultative workshops took place with the established education sector working groups, consisting of officials from MINEDUC, its subsidiary agencies, districts, Non-Governmental) rganisations (NGOs), Civil Society Organisations (CSOs), and Development Partners, who worked collaboratively to identify a series of nine priority strategic goals for this ESSP period. The results of this process were further developed and elaborated and are reflected in the strategic framework outlined in Chapter 3 and the Sector Monitoring Matrix in Annex 2. Details of all individuals and groups that attended the workshops can be found in Annex 5.

CHAPTER 2: OVERVIEW OF THE EDUCATION SECTOR

2.1 The policy context

2.1.1 Education's alignment to broader Government strategies

Since the 1994 Genocide against the Tutsi, the GoR has made remarkable progress in rebuilding the social and economic fabric of the country. For the past 10 years, successive Rwandan ESSPs have been aligned to the national macroeconomic development programme – the *Economic Development and Poverty Reduction Strategy* (EDPRS). The goals of EDPRS-1 and EDPRS-2 have been to achieve sustainable economic growth and social development. Four thematic priority areas were identified in EDPRS-2 as a focus for prioritisation and planning. These are:

- Economic transformation.
- Rural development.
- Accountable governance.
- Improved productivity and youth employment.

The ESSP 2013/14–2017/18 (MINEDUC, 2013) has contributed substantially and directly to the fourth priority area – *improved productivity and youth employment* – though it also contributes to accountable governance through effective and transparent stewardship of public resources. EDPRS-2 also identifies several cross-cutting and foundational issues that require cross-Government coordination to support the overarching development and thematic goals. These cross-cutting issues are capacity building to enable effective implementation; regional integration; gender and family; environment and sustainability, climate change and disaster management; disability and social inclusion; and HIV/AIDS and non-communicable diseases (MINECOFIN, 2013). The ESSP 2013/14–2017/18 has similarly contributed to several of these foundational themes.

Since 2010, the *Seven-Year Government Programme* (7YGP) has provided a broad programme of action guiding the activities of all sectors over the period 2010–2017. It rests on four broad pillars: good governance, justice, economic development, and social well-being; with education, science and technology being included under the latter (Republic of Rwanda, 2010).

Under this broad programme, successive ESSPs have focused on turning the above national objectives into viable education development programmes. The initial focus has been on getting all children and young people into education and enabling them to complete nine years of free education of good quality under the Nine Years Basic Education (9YBE) initiative. This has substantially increased enrolment in primary and lower secondary education. Since 2012, this has been expanded to 12 years of free quality education. The education objectives within the 7YGP are to strengthen the quality of education, to promote Rwanda's cultural values, and to develop graduates who are self-reliant job creators who add value to their products for both the local and foreign markets (Republic of Rwanda, 2010; MINEDUC, 2013).

Since 2010, there has been increased prioritisation and fast-tracking of three policy options:

- A focus on good quality education which is relevant to the national, social, economic and cultural development needs of Rwandans (the achievement of this policy option is expected to result in comparative advantage for Rwanda in both regional and international labour markets).
- Ensuring that children and youth who are out of school and out of training get education and training.
- For Rwanda to be an active member of the East African region, sharing experiences in education, innovation, research and development, and aligning the curriculum to the EAC curriculum framework.

The *NST-1 2017–2024* (Republic of Rwanda, 2017), is the main implementation strategy for the remainder of *Vision 2020* and the first seven years of *Vision 2050*. It combines the previous 7YGP and the EDPRS into one coherent strategy. It will also serve as a strategy for making progress towards achieving the SDGs, the Africa Union *Agenda 2063*, and the EAC *Vision 2050. NST-1* has three main pillars:

1. Economic transformation.
2. Social transformation.
3. Transformational governance.

The second pillar includes an overarching goal to 'develop Rwandans into a capable and skilled people with quality standards of living and a stable and secure society', and one of its six priority strategies is to 'enhance the demographic dividend through improved access to quality education' (Republic of Rwanda, 2017).

Building on what has already been achieved, the overall thrust of Rwanda's development trajectory is the aspiration to become an upper middle-income country by 2035 and a high-income country by 2050, and an intention to provide high quality livelihoods and living standards to Rwandan citizens by 2050.

2.1.2 Education Sector Policy Framework

The national education goals and objectives in the Rwandan *Education Sector Policy* (MINEDUC, 2003) provide the philosophical basis of the role of education in the country and are the basis for developing all education development programmes. The core objectives and messages echoed in the education policy framework are:

- To educate a self resilient citizen who is free from all kinds of discrimination, including gender-based discrimination, exclusion and favouritism.
- To contribute to the promotion of a culture of peace and to emphasise Rwandan values, particularly *agaciro* (self-dignity), *kwigira* (self-reliance) and *ubumwe* (unity), and the universal values of justice, peace, tolerance, respect for human rights, gender equality, solidarity and democracy.
- To dispense a holistic moral, intellectual, social, physical and professional education through the promotion of individual competencies and aptitudes in the service of national reconstruction and the sustainable development of the country.
- To promote science and technology with special attention to ICT and digital competencies.
- To develop in the Rwandese citizen autonomy of thought, patriotic spirit, a sense of civic pride, a love of work well done and global awareness.
- To transform the Rwandese population into human capital for development through acquisition of lifelong learning skill.
- To eliminate all the causes and obstacles which can lead to disparity in education be it by gender, disability, geographical or social group.

These core objectives are further underpinned by eight specific policy objectives (see Box 1)

Box 1: Education policy objectives

- To ensure that education is available and accessible to all Rwandese people.
- To improve the quality and relevance of education.
- To promote the teaching of science and technology, with a special focus on ICT and usage of digital content in all subjects.
- To promote the four languages of Kinyarwanda, English, French and Swahili in the country, with English as the language of instruction for teaching and learning at all levels except pre-primary and lower primary, where Kinyarwanda is used.
- To promote an integral, comprehensive education oriented towards the respect of human rights and adapted to the present situation of the country.
- To inculcate in children a sense of, and to sensitise them to, the importance of the environment, hygiene and health and protection against HIV/AIDS.
- To improve the capacity for planning, management and administration of education.
- To promote research as a mobilising factor for national development and to harmonise the research agenda.

The above objectives are intended to produce citizens who are lifelong learners. To promote development skills, the core emphasis includes national values, attitudes, functional competencies and professional knowledge and skills. These skills are necessary for Rwanda to attain the desired knowledge and technology-based economy.

2.1.3 Education sector policies

Building on the *Education Sector Policy*, several sub-sector and thematic policies and plans have been developed over recent years. The systematic and effective implementation of these policies will contribute to the operationalisation of the new ESSP and ultimately to the achievement of the objectives of the *NST-1* and the SDGs. These policies and frameworks include the:

- Draft Revised Special Needs and Inclusive Education Policy (2017);
- Draft Girls' Education Policy (2017);
- Draft Curriculum and Assessment Policy (2016)
- Early Childhood Development Policy (2016) and accompanying Strategic Plan;
- Information and Communication Technology (ICT) in Education Policy (2016) and accompanying Implementation Framework;
- Draft Teacher Development and Management Policy (2016) and accompanying Strategic Plan;
- Competence-Based Curriculum Framework (2015)
- Technical and Vocational Education and Training (TVET) Policy (2015) and accompanying Strategic Plan;
- Workplace Learning Policy (2015);
- Higher Education Policy (2014);
- National Employment Programme (2014)
- Rwanda Private Sector Development and Youth Employment Strategy (2013–2018)
- Nine-Year Basic Education Strategy (2008); and
- National Science, Technology and Innovation Policy (2005, reviewed in 2013/14 to also include a five-year strategic plan).

There are two policies awaiting Cabinet approval – the Special Educational Needs and Inclusive Education Policy, and the Sports Policy (MINEDUC, 2016*a*) as well as the Policy on the National Innovation Fund developed by the National Science and Technology Commission (NSTC). In addition to the draft policies mentioned above, policies are currently being drafted on Teaching and Learning Materials and Language, which, along with the Draft Teacher Development and Management Policy, are critical areas for improving learning achievement – Rwanda's current priority challenge.

2.1.4 International commitments

Rwanda has achieved significant success against the education MDGs, achieving the goal of universal primary education, with a Net Enrolment Rate (NER) of 97.6% (MINEDUC, 2016*b*). Rwanda also boasts the highest Primary Enrolment Rates in East Africa, as well as gender parity at pre-primary, primary and secondary levels. Rwanda is committed to the SDGs, Ministry of Education is the lead for SDG 4, which states:

> 'Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all.'

This is central to the ambition of the ESSP 2018/19–2023/24. Targets under SDG 4 cover every level of education from pre-primary through to tertiary education, including a target that by 2030 all girls and boys will complete free, equitable and quality primary and secondary education, leading to relevant and effective learning outcomes. Targets also make reference to skills development, education for global citizenship and education for sustainable development. Gender and equity remain cross-cutting themes. Education, learning and skills are related directly or indirectly to many other SDGs. For example:

- Education and skills for a healthy environment (SDGs 4, 12 and 13).
- Education and skills for healthy lives (SDGs 3, 4 and 5).
- Skills for employability (SDGs 4 and 8).
- Education for global citizenship (SDGs 4 and 12).

2.2 Education sector institutional overview

MINEDUC assumes the lead responsibility for policy formulation, educational planning, coordination and M&E at the national level, and is the lead Ministry for the education sector, with responsibility for policy formulation, coordination and regulation through setting norms and standards for the education sector. MINEDUC's mission is *to transform Rwandan citizens into skilled human capital for the socio-economic development of the country by ensuring equitable access to quality education, focusing on combating illiteracy, promotion of science and technology, critical thinking, and positive values*.

MINEDUC works closely with semi-autonomous Government agencies and with other Government Ministries at central and decentralised levels (see Annex 4 for further details of roles and responsibilities). These include the Rwanda Education Board (REB), the Workforce Development Authority (WDA), the Rwanda Polytechnic (RP), the Higher Education Council (HEC), the University of Rwanda (UR) and the National Commission for UNESCO (CNRU).

2.3 Progress in the sector

The significant progress made by the GoR towards Rwanda's education policy objectives, as well as the international commitments to Education for All (EFA) and the MDGs, is widely recognised. The commitment to provide universal, compulsory and free nine years' basic education for all children has had a significant impact on increasing access, and this is now being expanded to 12 years' basic education. The curriculum has undergone a major reform, with a new competence-based curriculum being phased in from January 2016.
Similarly, though at a lower rate, the TVET and higher education sub-sectors have made moderate progress in terms of access and quality.

This section provides an overview of the current status of the education sector, especially regarding the achievements due to the implementation of the last ESSP for 2013/14 to 2017/18, with its focus on expanding access to education at all levels, improving the quality of education and training, and strengthening the relevance of education and training to meet labour market demands.

This ESSP uses MINEDUC Education Management Information System (EMIS) data (MINEDUC, 2016*b*), together with information from the *Enquête Intégrale sur les Conditions de Vie des Ménages* (*Household Living Conditions Survey,* EICV4) (NISR, 2016), the findings of the Joint Review of the

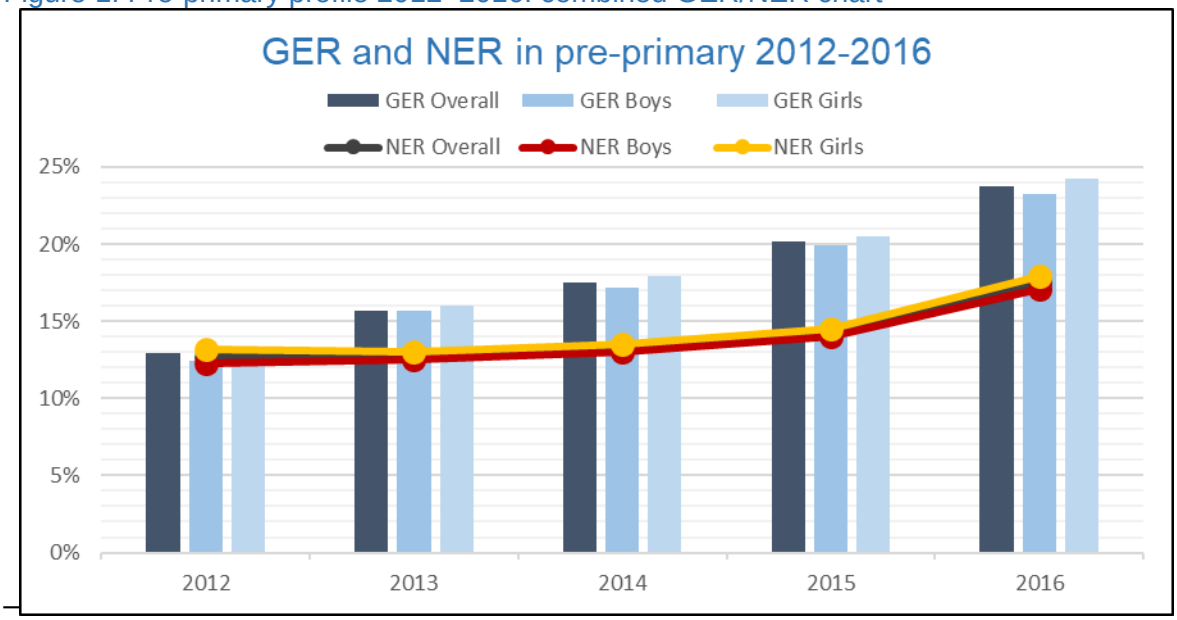
Education Sector (MINEDUC, 2017*a* and 2016*a*), and the 2016 *Mid-Term Review of the ESSP 2013/14–2017/18* (MINEDUC, 2016*e*) to provide an overview of the current status of the sector, and the successes of the last ESSP.

2.3.1 Pre-primary and primary education

Access and retention

Access to pre-primary education has been increasing year on year. There were two public pre-schools in Rwanda in 2011; this has risen to 1,474 in 2016. The gross enrolment rate (GER) in pre-primary increased from 12.9% in 2012 to 23.7% in 2016 (MINEDUC, 2016*b*). Although indications are that enrolment in pre-primary education continues to increase, this has fallen short of both the ESSP target for 2016 and the target of 29.9% set for 2017/18. The Net Enrolment Rate (NER) increased much more gradually, rising from 14.2% in 2012 to just 17.5% in 2016 (MINEDUC, 2016*b*). MINEDUC is therefore unlikely to achieve the target of 28% for 2017/18 (MINEDUC, 2013). This discrepancy between GER and NER is a cause for concern, as it indicates children outside the intended age group continue to enrol in pre-primary education and therefore will already be over- or under-age on transfer to primary school.

Figure 1: Pre-primary profile 2012–2016: combined GER/NER chart



Source: MINEDUC (2016*b*).

Enrolment rates in primary school have remained fairly constant since 2012, with just a slight increase in NER: from 96.5% to 97.7% in 2016. At the same time, however, there has been a more marked increase in GER, from 123.2% to 139.6% in 2016, which is inconsistent with the ESSP aim to reduce the GER (MINEDUC, 2016*b*; MINEDUC, 2013). The GER has remained persistently above the targets set and will not reach the target of 100% by 2017/18. This shows that there continues to be a problem of many children in primary education being outside the intended age range, which is caused by children being over- or under-age when starting, together with the problem of children not progressing through the grades and repeating years. Latest available repetition rates are for 2015, with an increase to 18% from 12.5% in 2012 – again, not meeting the ESSP targets (MINEDUC, 2016*b*; MINEDUC, 2013).

Table 1: Primary enrolment trends

Primary enrolment trends	2012	2013	2014	2015	2016
Enrolment	2,394,674	2,402,164	2,399,439	2,450,705	2,546,263
GER	**123.2%**	**138.5%**	**134.3%**	**135.3%**	**139.6%**
Boys	121.7%	137.5%	133.2%	134.8%	140.1%
Girls	124.8%	139.4%	135.5%	135.8%	139.2%
NER	**96.5%**	**96.6%**	**96.8%**	**96.9%**	**97.7%**
Boys	95%	95.7%	96.2%	96.3%	97.3%
Girls	98%	97.5%	97.3%	97.4%	98%
No. of schools (all types)	**2,594**	**2,650**	**2,711**	**2,752**	**2,842**

Sources: MINEDUC (2012) and MINEDUC (2016*b*).

Problems with retention are reflected in the primary completion rate, which has continuously declined in recent years, from 72.7% in 2012 to 60.4% in 2015, and although showing improvement to 65.2% in 2016, issues of quality remain a challenge. Whilst the overall percentage for children dropping out was 5.7% for 2015, and is in line with ESSP targets for 2017/18, the numbers of children recorded as being enrolled in each grade level in 2015 shows a substantial reduction for 2016 when comparing the numbers in the next grade level (i.e. those in Primary Grade 1 (P1) in 2015 would be expected to be in Primary Grade 2 (P2) in 2016 and so on) (MINEDUC, 2016*b*; MINEDUC, 2013). This means they are not progressing through the system as they should.

Reducing the GER by ensuring right-aged initial enrolment and steady progression through the system remains a fundamental challenge.

Quality and learning

The numbers of children in pre-primary classrooms in 2016 varied from 28 to 61 children per classroom, with the highest rates tending to be in the districts furthest from Kigali, with an average pupil–teacher ratio of 32:1 (MINEDUC, 2016*b*).

In primary classes, the average class size is 43, against an ESSP target of 40 for 2017/18, but pupil–teacher ratios are higher, at 58:1. These rates vary across and within districts and reflect the practice of double-shifting. Despite over 93% of teachers being qualified, the ratio of pupils to qualified teacher is 62:1, which is not likely to meet the ESSP target of 48:1 for 2017/2018 (MINEDUC, 2013).

An assessment of the learning achievements in Rwandan schools was conducted in 2011 and 2014, with the aim of providing an overview of the levels of learning in literacy and numeracy of P2 and P5 pupils. The 2014 results (see Table 2) showed 45.3% of P2 students achieved the grade-level competency in literacy and 32.9% in numeracy. There was no significant difference at P5, with 44.1% achieving literacy and 38.3% being competent in numeracy. Broad differences between urban schools and rural schools were revealed, and also between private urban schools and urban Government schools. There were also differences in the over-age group of children, who performed better at P2 but fared less well at P5. The challenge of ensuring all students are not only in school but learning clearly needs to be addressed. Table 2 shows the results of Learning Achievement in Rwanda Schools (LARS 2,2014).

Table 2: LARS2 average scores by level, school type and location

Type of school	P2 Literacy	P2 Numeracy	P5 Literacy	P5 Numeracy
All schools	**45.3%**	**32.9%**	**44.1%**	**38.3%**
All urban schools	58.2%	40.7%	67.7%	57.9%
All rural schools	43.7%	31.9%	40.9%	35.6%
Private schools (urban)	72.9%	46.7%	85.6%	75.5%
Government-aided (urban)	50.7%	37.9%	56.4%	46.7%
Government-aided (rural)	44.8%	32.2%	39.2%	35.1%
Public (rural)	41.6%	31.2%	44.1%	36.3%

Source: REB (2016).

The introduction of the competence-based curriculum from 2016 is expected to meet the needs of a more diverse school population, rather than an academic elite, and has been designed to be responsive to the needs of the learners, society and the labour market. With a holistic, learner-centred approach the curriculum demands major changes in teaching methodology and the use of a wider range of assessment techniques, including more of a focus on formative or ongoing continuous assessment. This has implications for all teacher training, and the necessary provision of support and guidance provided to schools to ensure the implementation. The application of activity-based learning and the need to ensure all levels of ability are participating and achieving means teachers will need to be prepared to differentiate and work collaboratively to become more inclusive. Inclusion issues will therefore need to be integrated across all activities, and especially into all trainings to enable this process of change.

Equity

There are approximately an equal number of boys and girls attending both pre-primary and primary education, showing gender parity at these levels. It must be remembered, however, that average data may hide pockets of disparity according to location, socio-economic status and other factors. The *Education Statistical Yearbook* (MINEDUC, 2016*b*) data highlight that although girls are less likely to repeat than boys, they do lose some of their advantage in lower secondary school, where they perform at a slightly lower level than boys. However, overall, they do progress through the system more efficiently than boys.

With regard to children with disabilities, in 2016 out of a total of 185,666 children enrolled in pre-primary education, just 1,545 children were identified as having a disability (MINEDUC, 2016*b*). This represents fewer than 1% of the enrolled students. The *2012 Population and Housing Census* (NISR, 2012) show 5% of the population in Rwanda are identified as having a disability, however it does not show the percentage of school age population that need to be catered for. In pre-primary education the types of disability listed in the data above were hearing, vision, physical, speaking, learning, and this compared similarly to numbers in 2015, with an overall increase of just 40 children identified as having a disability. The data reveal the majority as having a physical disability, but a large proportion of the total number were reported as having a disability associated with speaking.

In primary schools, however, data reveal those with disabilities to be 0.75% of the total number of children enrolled, a percentage which has not changed significantly over the last three years. Again, in this instance children with physical disabilities form the majority of the total number. However, those with speaking impairments form just 3.7% of the total number, compared to 23.8% in pre-primary (MINEDUC, 2016*b*).

Access to pre-primary education is uneven across Rwanda, especially between urban and rural areas. To target these disparities, MINEDUC and UNICEF have identified the 10 districts that are most lagging behind in pre-school provision. Based on EICV-4 data, these are (in order of rank): Gisagara, Rutsiro, Nyamasheke, Nyaruguru, Ngoma, Burera, Nyabihu, Kirehe, Gicumbi and Ngororero. Access is also linked to wealth, with indications – as shown in the *2017 Education Sector Analysis* (MINEDUC,2017) – being that children in the richest quintile are more likely to access pre-primary education than children from the three poorest quintiles.

The high primary education NER of 97.7% (MINEDUC, 2016*b*) does not show urban/rural and district disparities, which are in turn related to consumption-level quintiles. EICV-4 data show a 91.2% net attendance rate (NAR) in urban areas, compared to 87.9% in rural areas. Children from urban areas are not only more likely to be enrolled but are more likely to stay in school and have less likelihood of repeating grades. Disparities between districts show the 10 districts with the lowest NAR, in order of rank, to be: Rubavu, Gisagara, Nyanza, Nyagatare, Kayonza, Nyabihu, Nyarugenge, Nyaruguru, Huye and Ngoma, (NISR, 2016*a*). Children from the lowest wealth quintiles have higher repetition rates and are more likely to be over-age on entry to primary school than those from the wealthiest quintiles (24% and 4%, respectively) (NISR, 2016*a*). Disparities in learning outcomes are shown in Table 2.

2.3.2 Secondary education

Access

The transition rate between the final year of primary and the first year of secondary is not on track, as against the ESSP target. This is due to high repetition and dropout rates in primary, as well as increasing numbers of over-age children in primary.

Table 3: Secondary enrolment trends

Year	2012	2013	2014	2015	2016
Enrolment	534,712	566,370	565,312	543,936	553,739
GER	**38.0%**	**41.5%**	**40.7%**	**38.0%**	**37.2%**
Boys	37%	40.3%	39.3%	36.9%	35.8%
Girls	40%	42.5%	42.1%	39.1%	38.5%
NER	**28%**	**36.4%**	**35.7%**	**28.3%**	**32.9%**
Boys	26%	34.1%	33.6%	26.4%	31.2%
Girls	30%	38.5%	37.7%	30.0%	34.6%
No of schools (all types)	**1,466**	**1,502**	**1,521**	**1,543**	**1,575**

Sources: MINEDUC (2012) and MINEDUC (2016*b*).

Enrolment rates at secondary level (both lower and upper) have remained fairly constant since 2012, with a slight reduction in GER, from 38% in 2012 to 37.2% in 2016. At the same time, there has been a slight increase in NER, from 28% to 32.9% (MINEDUC, 2016*b*). Whilst this shows a move in the right direction, it also shows that over 60% of the age group are not attending secondary school. Although it is recognised that some of these children will be over-age in primary school, enrolment and retention at secondary level for the majority of the population remains a challenge. Data for lower secondary level reveal a GER for 2016 of 42.5% and an NER of 22.6%, both of which indicate that levels are falling far short of reaching the 2017/18 respective targets of 86% and 40% (MINEDUC, 2016*b*; MINEDUC, 2013). Data reveal that there is a signfiicant problem with retention shown by a continuous decrease in the numbers of children progressing to the next grade each year. However, at upper secondary level the GER was 31.2% in 2016, which is on track for the ESSP target of 32%. However, this is not reflected in the NER, which, at 23.5% in 2016, is unlikely to reach the target of 42% (MINEDUC, 2016*b*; MINEDUC, 2013).

Quality

Overall, there are 33 pupils per classroom. However, this average masks discrepancies between districts and will vary according to subject and grade level. To monitor discrepancies, from 2017 the percentage of schools meeting the standard pupil–classroom ratio (PCR) will be calculated in every district. 69.2% teachers are qualified, of which 71.2% are male (MINEDUC, 2016*b*).

Equity

There have consistently been slightly more girls than boys enrolled at secondary level, with girls being 52.9% of those enrolled in 2016, compared to 47.1% boys. This will need to be monitored to make sure the gap between boys and girls reflects proportion within the corresponding population. There are more girls than boys enrolled in all fields of upper secondary education (science, languages, humanities, teacher education), except technical secondary education which has a higher rate of boys (MINEDUC, 2016*b*).

The numbers of students with a disability form just 1% of the total enrolled in secondary education in 2016 (MINEDUC, 2016*b*). This raises again a needof identification of of learners with disability basing on the total number of people with disability in the population. An issue that will be soloved by the SN&IE Policy.

Whilst there have been advances in access to secondary school since 2010, EICV-4 survey data reveal attendance is still predominant in urban compared to rural areas (39% and 19%, respectively). Enrolment is closely linked to economic status, with EICV-4 data showing the NAR at secondary school being heavily skewed to learners from the wealthiest quintile (Q5), with 40% attending secondary education, compared to just 11% from the lowest consumption quintile (Q1). By province, Kigali maintains the highest secondary school attendance (around 37% in both EICV-3 and EICV-4),

with Southern and Western Provinces having the lowest (about 20% each). The lowest ranked districts by NAR were: Rutsiro, Gisagara, Burera, Ngororero, Nyanza, Gatsibo, Nyamasheke, Kirehe, Ngoma, Nyabihu (NISR, 2016*a*).

2.3.3 TVET

The TVET sub-sector has developed a comprehensive policy framework and institutional and organisation infrastructure for delivery of the TVET policy (2015) and accompanying strategy, as well as a *National Policy on Workplace Learning to Prepare Rwandan Youth for Employment (Workplace Learning Policy)* (MIFOTRA, 2015) The new WDA and RP law (2017) specifies TVET institutional mandates, structures, roles and responsibilities. The focus of all these policy frameworks is for Rwanda to move towards a demand-driven, labour market-oriented system of training, with programmes producing the skills required in the world of work – employed and self-employed.

Access

There has been a continuous increase in the number of TVET schools and students. However, the number of male students is always greater than that of females. Table 4 shows the enrolment Enrolment trends in Vocational Training Centres (VTCs), Technical Secondary Schools (TSSs) and polytechnics.

Table 4: TVET Enrolment trends from 2012 to 2016

Year	**2012**	**2013**	**2014**	**2015**	**2016**
Enrolment (all categories)	**74,320**	**83,893**	**93,024**	**94,373**	**93,158**
Male	54.3%	56.9%	56.3%	58.2%	58.2%
Female	45.7%	43.1%	43.7%	41.8%	41.8%
TVET providers (all categories)	**278**	**308**	**365**	**383**	**394**

Source: MINEDUC (2012) and MINEDUC (2016*b*).

Of the three categories, the TSS share of the students was 65,583, followed by VTCs, with 18,585. In the period between 2012 and 2016 the number of TVET providers increased from 278 centres to 394 centres. Overall, there has been a steady increase in the numbers enrolled in these programmes, albeit with a slight decline in 2016 in TSSs. However, the ESSP target will not be met. Overall enrolment has increased by 25%, from 74,320 in 2012 to 93,158 in 2016, but this has been against an ESSP target of 134,185, which required an 80% expansion. Informal TVET, which is provided by industries, is not included in this official statistic and, if it was considered, thus need to be considered in future Statistics, the current enrolment figures would move upwards, estimated to be 116,292 students. EICV-4 data (NISR, 2016) indicate that the share of the population enrolled in TVET courses increased slightly from 2.06% in EICV-3 (2011) to 2.46% in EICV-4 (2013).

Quality and relevance

The effectiveness of TVET is reported through the *National Tracer Survey and Employer Satisfaction Survey for TVET Graduates* (WDA, 2016). It showed that 75% of employers report being satisfied with the skills of TVET graduates, one percentage point below the ESSP target of 76% (MINEDUC, 2013). However, the *Rwanda Private Sector Development Strategy* (MINICOM, 2013) states that the percentage of employers identifying limited skills of educated workforce as a major constraint to productivity has doubled since 2006, and calls for urgent measures of intervention.

Equity

Gender dynamics in TVET have seen little change over the last five years, with the percentage of female students reducing slightly, from 45.7% in 2012 to 41.8% in 2016. The *2017 Education Sector Analysis* (MINEDUC,2017) shows significant differences between the sexes in choice of subject, heavily influenced by traditional gender roles.

Out of the 18,585 trainees enrolled in VTCs 290 (1.56% of trainees) have some forms of disability and 51.38% of them are female. In addition, the data indicate that 3,235 students enrolled in VTC are orphans and 47.91% of them do not have fathers and 22.23% do not have both parents. The number of orphans in VTCs has decreased, from 6,276 in 2015 to 3,235 in 2016.

TVET attendance is predominant in urban rather than in rural areas and it is highest in Kigali than elsewhere (NISR, 2016). When age is considered, access to TVET for younger individuals is still limited (about 2%), whilst the highest TVET school attendance was observed among the population aged between 20 and 24 years (5%) (NISR, 2016). There was a drastic decrease among the older cohort of those aged between 25 and 29 years (from 12% in EICV-3 to 3% in EICV-4), an indication that access to TVET is getting more common among the younger individuals than the older ones.

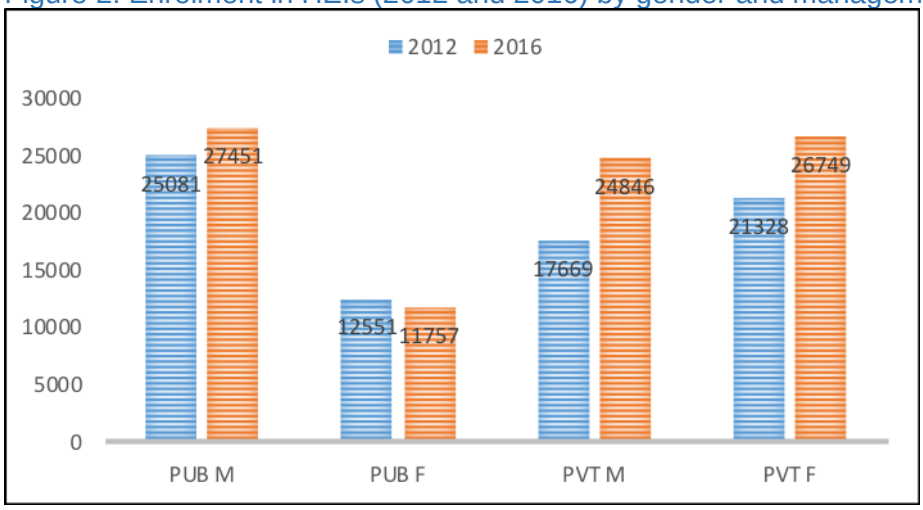
Access to TVET is more prevalent among the population in the wealthiest consumption quintiles compared to those in the poorest ones. For example, while TVET access in the poorest quintile was recorded as 1.2%, it was 3.75% for the richest quintile (NISR, 2016).

2.3.4 Higher education

Access

Total enrolment in higher education institutions (HEIs) grew by 18% between 2012 and 2016, reaching a total enrolment of 90,803. This represents a total of 787 persons enrolled in HEIs per 100,000 of the population. Figure 3 shows that growth has been very largely driven by the expansion of private HEIs, which account for 89% of the expansion. Private HEIs now account for 57% of total higher education enrolment.

Figure 2: Enrolment in HEIs (2012 and 2016) by gender and management



Source: MINEDUC (2016*b*).

Quality and relevance

A *Tracer Study of Graduates from Higher Learning Institutes and Employers' Satisfaction of Graduates' Competencies* (HEC, 2015) conducted to assess graduates' competences, relevance of higher education, and employers' satisfaction with graduates, found that HEIs had inadequate facilities, limited research capacity and had weak links with industry or to internships. The proportion of academic staff with PhDs is about 15%, which makes it difficult for HEIs to conduct impactful research and contribute meaningfully to the national science system. Whilst 80% of employers were satisfied with university graduates' skills, issues were raised regarding levels of practical skills, language proficiency (in English and/or French) and general knowledge.

HEC has undertaken a survey to assess the quality of provision by Rwanda's HEIs. The *Report of the Ranking of HEIs in Rwanda* (HEC, 2016) assessed and ranked all 28 public and private HEIs against four broad criteria: infrastructure, faculty and research, curriculum and service delivery and industry interface. Each was awarded a composite score out of 1,000. UR was ranked the highest (scoring 592), with the lowest HEI scoring 171. The average score across all 28 HEIs was 343.

Equity

Males continue to dominate higher education. Gender parity in higher education has declined from a gender parity index (GPI) of 0.79 in 2012 to 0.74 in 2016. The gender gap is far more marked in public HEIs, where the GPI has fallen from 0.50 in 2012 to 0.43 in 2016. This discrepancy may be

due to the greater flexibility offered by private HEIs (part-time study, evening and weekend courses, etc.).

Female enrolment in private HEIs (see Figure 3) continues to exceed that for males, with the GPI for private HEIs now standing at 1.08, though this too has fallen from the 2012 level of 1.21. The most popular field of study is social science, business and law, with 45.2% of the total number of students enrolled, including 55.5% of all enrolled females. This is the only field attracting significantly more females than males. All other fields have far greater representation of males, except health and welfare, which has an almost equal number, in small quantities (MINEDUC, 2016*b*).

Students with disabilities are 432, or 0.48%, of all students enrolled in tertiary education having some form of disability. The largest group is those with physical disabilities, being 134, or 31% of the total, and 101 having visual impairments, or 23.4% of the total. A higher percentage of disability is observed among males (55%) compared to females (45%) (MINEDUC, 2016*b*).

Whilst access to higher learning education among the population aged 16 to 30 remains more prevalent in the urban population (8.5%), with Kigali city continuing to have the highest tertiary attendance, of 8.6%, advances have been seen in other provinces, especially Southern and Eastern Provinces (from 0.9% in EICV-3 to 2.1% in EICV-4 in each province) (NISR, 2016*a*).

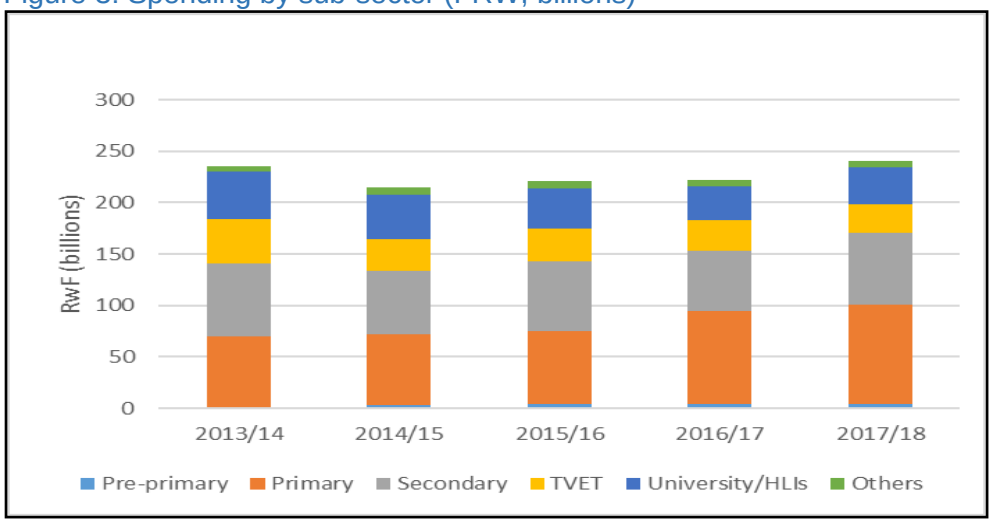
2.3.5 Overview of resources

Budget allocation by sub-sector

MINEDUC's budget has been fairly stable in recent years. In 2017/18, the sector has an estimated budget of just under 241 billion Rwandan francs (FRW) (Figure 4), which at 13.1% of the GoR's national budget puts it slightly under international guidelines, which suggest that 15%–20% of Government expenditure should be devoted to education. In 2017/18, the largest proportion of the budget, 40%, is allocated to primary education (Figure 5). This is an expansion of the allocation to the primary sub-sector, which has historically received roughly the same allocation as secondary education (around 30% for each). In 2017/18, the secondary sub-sector has maintained this proportion, whilst there has been a reduction in allocation for higher education and TVET, to 15% and 12%, respectively. The relatively balanced spending between the levels of education reflects Rwanda's current ESSP (MINEDUC, 2003), which seeks to increase access at all levels of education and to prioritise labour market skills.

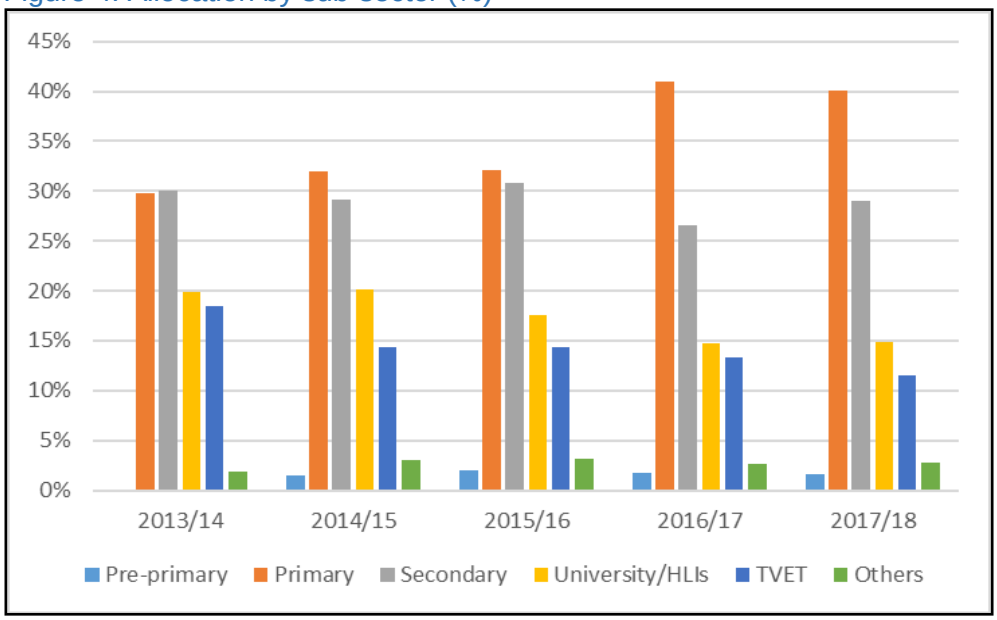
However, a larger proportion of spending at the lower levels of education is welcome, as this is where the largest proportion of students are enrolled. International guidelines recommend at least 45% of the budget be allocated to primary education. The GoR *Early Childhood Development Policy* (MINEDUC, 2016*f*) also recognises that investments made at the pre-primary level are among the most cost-effective, but this is yet to be reflected in budget allocations, with this sub-sector receiving only 1.7% of the budget allocation in 2017/18. Similarly, considering the new policy option of orienting 60% of lower secondary education graduates into quality TVET programmes; as well as the implementation of the Rwanda TVET Qualification Framework (RTQF), competence-based curriculum, quality standards, a trainer's strategy and modernising TVET infrastructure, it will be difficult to achieve the overarching previously stated TVET policy objectives without additional financial resources.

Figure 3: Spending by sub-sector (FRW, billions)



Source: MINEDUC (2017*a*).

Figure 4: Allocation by sub-sector (%)



Source: MINEDUC (2017*a*).

External contributions reflect Government priorities and support is given on- and off-budget. In 2016/17, donors contributed approximately an additional FRW 32 billion in off-budget projects, with 36% going to pre-primary, primary and secondary education, 12% to higher education and 52% to TVET.

Equity

Considerations of equity can be reflected in different ways.

GoR has a draft *Girls' Education Policy* (2017) (MINEDUC, 2017*b*) and a *Draft Revised Special Needs and Inclusive Education Policy* (2017) (MINEDUC, 2017*c*), which both update the previous 2008 versions. These recognise that additional resources are often needed to enable all students to access education. In 2016, enrolments are close to gender parity at the pre-primary and primary level, but girls outnumber boys in secondary education (MINEDUC, 2016*b*). MINEDUC keeps statistics of enrolment of pupils with disabilities at every level, which is commendable.

Equity can also be analysed with regard to wealth. In 2013/14, the primary education NAR was higher for the higher wealth quintiles: it stood at 82.4% for those in the bottom quintile (Q1) and at 92.1% for

those in the top quintile (Q5), whilst the promotion rate in primary school was 66.4% for those in the bottom quintile (Q1) and 79% for those in the top (Q5) (NISR, 2016).

2.4 Key challenges in the sector

Despite considerable progress made in the education sector over the last five years, some key challenges remain. These are priorities that need to be addressed in this ESSP. The *2017 Education Sector Analysis* (MINEDUC,2017) outlines five key challenges, including the following:

Challenge 1: Insufficient teacher competencies in subject content, pedagogy and languages of instruction (English) threaten to jeopardise curriculum delivery and inclusion, and ultimately negatively impact on student learning outcomes.

Whilst considerable progress has been made in relation to access, particularly at primary and in 12 YBE, the quality of education still faces some challenges. For example, the primary education completion rate declined from 72.7% in 2012 to 65.2% in 2016. Similarly, the repetition rate increased from 12.7% in 2012 to 18.4% in 2016. Dropout rates increased between 2012 and 2014, but have since been dropping (MINEDUC, 2016*b* and MINEDUC, 2015). Without stronger foundations in literacy and numeracy, learners will not be able to progress to secondary and tertiary education, and in most cases, will also struggle with technical and vocational courses.

Closely linked to quality is the issue of relevance. With Rwanda becoming increasingly integrated into the EAC, ensuring that school, TVET and higher education graduates leave education with relevant skills and competencies that are widely in demand and recognised across the region and internationally is a challenge. TVET also needs to be seen as a viable education pathway. Private sector growth and competitiveness in Rwanda is hampered by low levels of productivity and skills in the workforce. Several studies (WDA, 2016; HEC, 2015) have pointed to challenges relating to the employability of the graduates from upper secondary and TVET institutions and HEIs. This impacts negatively on Rwanda's competitiveness, both regionally and internationally. Global evidence (see Lippman *et al.*, 2015), including evidence from Rwanda from the National Employment Programme *Rwanda Private Sector Development Strategy* (MINICOM, 2013), indicates that employers, both in the public and private sector, place a high value on a core set of broad business skills, including communication (written and oral), critical thinking, problem-solving and teamwork.

STEM and ICT are core GoR priorities for improving the relevance of education. However, there is currently a shortage of adequately qualified teachers and lecturers, and of laboratory equipment and materials in schools, TVET institutions and HEIs. An *ICT in Education Policy* (MINEDUC, 2016*d*) was adopted in 2016, which focuses on developing digital content aligned to the curriculum; increased ICT penetration and usage in education through smart classrooms; the development of education leadership and training courses for teachers in and through ICT; and enhanced teaching, learning and research through ICT. However, only 32% of primary and 51% of secondary schools are connected to the electrical grid and 13% of secondary schools have an Internet connection (MINEDUC, 2016*b*).

Ensuring teachers, trainers and lecturers have the knowledge and skills to implement the new competence-based curriculum will be the biggest success factor in relation to providing quality education and is therefore the main priority for this ESSP.

Challenge 2: GoR currently invests below the recommended 15%–20% of the overall Government budget to education, which creates a risk to the sustainable expansion of quality education.

The current allocation of 13.1% is slightly under international guidelines. Insufficient funds are a risk to all education programmes. With the ambition to continue to expand access as well as increase the quality of education, it is essential that key priorities are decided based on projected resources and that available resources are prioritised for the outcomes that have the highest value for money.

Challenge 3: The current mechanisms and tools to monitor progress (e.g. through the measurement of key composite indicators to enable more effective monitoring of the ESSP) are not strong, which poses a major risk to the provision of equitable access to relevant, quality education.

Although GoR has nurtured and invested in improving technical and physical resource capacity in the education sector, there is a need to continuously support and strengthen the gains realised so far.

New indicators will need to be measured and collected to track progress, especially linked to quality and relevance. Disaggregated data are also required for key indicators to better target interventions as, whilst considerable progress has been made in increasing access to education, this has not been even across wealth quintiles, gender, different socio-economic groups or amongst children and young people with Special Educational Needs (SEN). Disparities in both access and quality also remain between urban and rural communities, and across districts.

Challenge 4: Limited coordination between ESSP and district plans through *performance contract* poses a risk to education sector progress*.*

There are indications that many districts do not have a district education strategic plan, and within DDPs very few districts mention education beyond infrastructure. Good and timely coordination between ESSPs' objectives and priorities and DDPs, along with collaboration with key ministries and other stakeholders is critical to achieving the national goals of education.

The decentralisation process in Rwanda has devolved greater levels of accountability and decision-making to districts and schools but there remains a need to strengthen governance and accountability at district and school level, and to improve school management and inspection – especially around issues of teaching and learning. The *2016 MTR of the ESSP* (MINEDUC, 2016*e*) identifies a system weakness in regard to monitoring the quality of learning, and reinforces that responsibility for creating conditions for schools to flourish and children to learn effectively is heavily weighted towards district administrators, over whom central Government agencies have limited influence.

The role of District Education Officers (DEOs) and Sector Education Officers (SEOs) is therefore the critical link between central education planning, monitoring and implementation at school level. Limited cohesion between central and district-level planning and monitoring is a critical factor both in the overall efficiency of the system, and in the implementation of the ESSP.

A further challenge is how to build the capacity of school leaders so that they can provide appropriate support to teachers to enable them to improve teaching and learning. This needs to be coupled with the strengthening of the district inspection function to enable districts to provide greater oversight of schools, colleges and TVET institutions, to gather data on teachers' competencies and how they are performing, and to provide support to schools and teachers who are struggling. It will also require greater community involvement in schools through the establishment of active School General Assemblies. This is strongly linked to addressing Challenge 1.

Challenge 5: Insufficient cooperation between the public and private sector in education poses a moderate risk for coherent expansion and quality – particularly for pre-primary, TVET and higher education.

Low levels of access to pre-primary education, TVET and higher education remain a concern, with the private sector having potential for a greater role. However, the role of the private sector needs to go beyond issues of access and system expansion, requiring close engagement with the statutory policy planners and quality assurance authorities. This will require the creation of sufficient incentives for private sector participation in education and ensuring providers meet the required standards.

CHAPTER 3: THE STRATEGIC FRAMEWORK

3.1 Sector strategic priorities and outcomes

This chapter sets out the strategic framework for the education sector. This is based on a hierarchy that at the highest level sets the overarching strategic priorities of the sector, each of which is broken down into a number of outcomes to be achieved, which are in turn informed by multiple outputs: lower-level, sub-sector results that in combination are expected to deliver the desired objectives.

Box 2: ESSP vision and strategic priorities

The vision of the ESSP is: ***To ensure Rwandan citizens have sufficient and appropriate competencies (skills, knowledge and attitudes) to drive the continued social and economic transformation of the country***
This vision is elaborated through nine strategic priorities**:**
1. Enhanced quality learning outcomes that are relevant to Rwanda's social and economic development. 2. Strengthened CPD and management of teachers across all levels of education in Rwanda. 3. Strengthened STEM across all levels of education in Rwanda to increase the relevance of education for urban and rural markets. 4. Enhanced use of ICT to transform teaching and learning, and to support the improvement of quality across all levels of education in Rwanda. 5. Increased access to education programmes, especially at pre-primary, secondary, TVET and higher education levels, in Rwanda. 6. Strengthened modern school infrastructure and facilities across all levels of education in Rwanda. 7. Equitable opportunities for all Rwandan children and young people at all levels of education. 8. More innovative and responsive research and development in relation to community challenges. 9. Strengthened governance and accountability across all levels of education in Rwanda.

The ESSP has been formulated around nine strategic priorities (see Box 2). These reflect the wider social and economic development aspirations of Rwanda, currently articulated in EDPRS-2 and *Vision 2020*, and re-affirmed and extended in *NST-1* and *Vision 2050*. They also take into account the SDG 4 targets for 2030. The strategic priorities have been formulated based on assessment of progress under ESSP 2013/14 – 2017/18, the challenges identified in the *2017 Education Sector Analysis* (MINEDUC,2007) and an extensive and collaborative consultative process with over 250 education stakeholders. New areas under this ESSP include STEM, ICT, research and innovation, all of which are key national priorities.

Table 5 provides an overview of the nine strategic priorities and 17 associated outcomes. It is followed by a more detailed narrative of the rationale behind each strategic priority, what results/outcomes are expected, and what the key activities are for realising the expected outcomes.

Table 5: ESSP strategic priorities and outcomes

Strategic priority	Outcomes
1. Enhanced quality of learning outcomes that are relevant to Rwanda's social and economic development.	**1.1** All learners achieve basic levels of literacy and numeracy in early grades and beyond. **1.2** All learners enter primary school at the correct age and successfully complete 12 years of basic education. **1.3** TVET and HEI programmes are responsive to both labour market needs and Rwanda's social and economic development.
2. Strengthened CPD and management of teachers across all levels of education in Rwanda.	**2.1** All schoolteachers, TVET instructors and higher education lecturers have appropriate levels of skills and competencies to deliver the curriculum. **2.2** Improved management, welfare and deployment of teachers in order to attract and retain high quality teachers in the teaching profession.
3. Strengthened STEM across all levels of education in Rwanda to increase the relevance of education for urban and rural markets.	**3.1** STEM strengthened across all levels of education.
4. Enhanced use of ICT to transform teaching and learning and support the improvement of quality across all levels of education in Rwanda.	**4.1** ICT strengthened across all levels of education.
5. Increased access to education programmes, especially at pre-primary, secondary, TVET and higher education levels, in Rwanda.	**5.1** All children complete school readiness programmes. **5.2** Increased number of students enrolled in TVET and higher education programmes. **5.3** Increased adult literacy and numeracy.
6. Strengthened modern school infrastructure and facilities across all levels of education in Rwanda.	**6.1** All schools, TVET and higher education institutions have sufficient modern infrastructure, facilities and resources.
7. Equitable opportunities for all Rwandan children and young people at all levels of education.	**7.1** Ensure gender parity in participation and achievement at all levels of education. **7.2** Increased participation and achievement of children and young people with disabilities and SEN at all levels of education.
8. More innovative and responsive research and development in relation to community challenges.	**8.1** Increased research and development that responds to community challenges with innovative approaches **8.2** Enable the country to be an active contributor to the global knowledge economy
9. Strengthened governance and accountability across all levels of education in Rwanda.	**9.1** Improved leadership in schools, TVET and higher education institutions, as well as administration, management and support services. **9.2** Improved public–private partnerships (PPPs) in education. **9.3** Improved linking of central and decentralised education planning.

3.2 Activities planned to achieve outcomes

Strategic Priority 1: Enhanced quality of learning outcomes that are relevant to Rwanda's social and economic development

The previous chapter has highlighted Rwanda's strong progress in ensuring access for all children to basic education. The major challenge for the next seven years is to replicate the pace of progress in access in the drive to raise learning outcomes. It is essential that children acquire basic skills in literacy and numeracy in the early grades as this form the basis for all future learning. Evidence (Nag *et al.*, 2014) shows this is especially important for those who learn in a foreign language of instruction in later years. The single biggest determinant of learning at any given level is prior learning, and children who fail to establish the foundational building blocks of basic literacy and numeracy are at great risk of falling further and further behind as they progress through the system.Although foundational skills are key, there also needs to be a focus on enhancing the quality of teaching and learning at all levels of the system to ensure that children and young people are leaving education with relevant skills. A strong, vibrant and inclusive TVET and higher education system is critical to national development. The focus under this ESSP will be to raise the quality of graduates and post-graduates, aligning programmes to regional and international standards and benchmarks. Under this ESSP, progress will be made in applying rigorous quality assurance processes to all HEIs, public and private alike, raising the numbers of HEI academic staff who have doctorates and ensuring all staff have the necessary pedagogical skills. Rwanda's ambitions for increased regional integration mean that HEIs need to become regionally aligned and competitive, offering unique opportunities for both foreign students to study in Rwanda and for Rwandese students to pursue studies abroad. Regional benchmarking is therefore critical.

Outcome 1.1: All learners achieve basic levels of literacy and numeracy in early grades and beyond

The importance of establishing literacy and numeracy in the early grades is critical, as it is these skills that provide the foundation for all future learning. Without this basis, learners are unable to progress through the system and continue into the world of work, and thereby contribute to the nation's economy. Currently in Rwanda there are children enrolled in the early grades who do not progress beyond P1 and P2 due to repetition. Because literacy is fundamental to academic learning, it is not surprising that evidence shows (Nag *et al.*, 2014) that children who learn to read and write are much more likely to stay in school.

Developing strong literacy skills and basic concepts in Kinyarwanda is also an essential pre-requisite for learners to be able to succeed when they transition to English as the language of instruction at P4. There is strong international evidence (Nag *et al.*, 2014) that shows that the more children develop academically and cognitively in their first language at an age-appropriate level, the more successful they will be in learning in a second language. The *2017 Education Sector Analysis* (MINEDUC,2017) reports LARS (2014) results at P2 showing 45.3% of the sample achieved the expected competency in literacy, and just 32.9% achieved the appropriate level in numeracy. This ESSP therefore has a strong focus on ensuring learners acquire the foundational skills of literacy and numeracy in pre-primary and P1–P3 which are critical for all future learning. This will be accomplished through the professional development of teachers and provision of materials for early grades.

Activities planned during this ESSP
Planned activities that will take place to support the achievement of this outcome include the following:

- **Development of standards for pre-primary education (including for assessment) and use of these standards by pre-primary teachers**

This will enable better linking of teaching to the outcomes of pre-primary education. Standards will be used to identify and take action with any learners who are demonstrating any difficulties. It is anticipated that these initiatives will significantly impact on learning.

- **Capacity building of teachers in early grade literacy and numeracy, including using learning resources to support teaching**

Teachers in P1–P3 classes will be trained and supported to become competent teachers of literacy and numeracy to ensure every learner acquires basic literacy skills in Kinyarwanda and English and develops basic numeracy concepts. This will take place through in-service training, together with follow-up school-based mentoring and assessment of teachers' competency in classroom practice.

- **Provision of a standard package of P1–P3 teaching and learning resources to all schools**

Good teaching is essential for learners to progress well, but learners also need relevant and appropriate materials to practise their newly acquired skills, especially with regard to high quality reading materials. This ESSP will therefore identify a standard package of materials for all P1–P3 classes and will provide this package to all schools. This will ensure all classes have the identified package, as a minimum, and is intended to instil an interest in books and a habit of reading in the early grades.

- **Use of LARS assessment tools at district and sector levels**

Efforts will concentrate on monitoring and ensuring learning is taking place through the regular use of LARS. LARS will focus on P3, P6 and S3 and use Kinyarwanda and English to assess the literacy and numeracy proficiencies of learners.

Outcome 1.2: All learners enter primary school at the correct age and successfully complete 12 years of basic education

Whilst Rwanda has been very successful in achieving high levels of primary enrolment (NER 97.7% in 2015), a high level of repetition (18.4% in 2015) and some dropout (5.7% in 2015) persist across primary and lower secondary levels (MINEDUC, 2015). Late entry to school, coupled with increased repetition rates at primary level, means many children are retained in primary beyond the expected age. This has led to higher numbers of learners in primary schools, which impacts on class size and availability of resources, and reduces overall efficiency.

The latest EMIS data indicate that across all districts the primary PCR is in the range of from 63 to 98.3 (MINEDUC, 2016*b*). The GER was expected to move closer to 100% during the previous ESSP but it continued to increase. At the same time, the primary completion rate fell continuously between 2012 and 2015, and has just started to rise again in 2016 (MINEDUC, 2015). Repetition is linked to high absenteeism, as children fall behind and therefore need to repeat. The pressure for schools to achieve high pass rates in the upper divisions in P6 means learners are not encouraged to progress from P5 if they are not expected to do well in the exam. This results in high repetition and dropout in P5. It should be noted that as the GER has continued to rise in primary schools (to 139.6% in 2016 (MINEDUC, 2016*b*), and these children will transition to secondary school during this ESSP period, the GER in lower secondary is expected to continue to increase to accommodate them.
LARS II data (REB, 2016) show that low performing schools appear to limit the performance of their high performing students, whilst high performing schools lift their lower performing students. This means the lowest achieving pupils in the best schools succeed on a par with the highest achieving pupils in the most challenged schools.

During this ESSP, there will be a focus on both making sure learners enrol in primary school at the right time, as well as on ensuring all learners are learning and are therefore able to progress through the system as expected.

Activities planned during this ESSP

Planned activities that will take place to support the achievement of this outcome include the following:

- **Increase in infrastructure to achieve PCR standards in all schools**

This ESSP will aim to ensure class sizes are maintained at a manageable level for quality education to take place, by increasing infrastructure and targeting the PCR, with a view to maintaining a standard across all sub-sectors. This will prevent large class sizes and ensure all teachers are able to monitor learning progress, and will ensure an appropriate level of learning is taking place in their classroom. As shown in the *2017 Education Sector Analysis* (MINEDUC,2007) districts such as Nyanza, Ngororero and Gisagara have the highest PCR, and therefore require targeted classroom construction interventions.

- **Increase in number of teachers effectively using formative assessment**

Schools will be encouraged to use formative assessment in the classroom. It is clear that it is not helpful to wait for the end-of-year exam results to find out whether learners are learning as expected: it leads to a reliance on repetition as the only strategy for learners who do not meet the expected learning outcomes at the end of a grade level. Therefore, teachers will be trained and supported to continually monitor the level of learning that is taking place in their classrooms, and to plan lessons and learning accordingly. This in turn will boost learners' confidence and motivation as they will become aware of their own rate of progression.

Outcome 1.3: TVET and HEI programmes are responsive to both labour market needs and Rwanda's social and economic development

Expanding TVET enrolment and making it a more attractive and viable alternative educational pathway is critical to supporting GoR's *Vision 2020, Vision 2050* and *NST-1* priorities for socio-economic development. A priority in TVET will be to ensure relevance to the labour market, through the provision of an innovative, responsive training system. Success will be monitored through graduate transition rates into the labour market and employers' satisfaction with the skills graduates demonstrate. Rwanda is one of the fastest growing economies in Africa and available data indicate that 70% of the TVET graduates and 67% of higher education graduates are able to secure paid employment, and that employers' satisfaction levels are high (MINEDUC, 2016*e*). A key to success through this ESSP period will be to identify the changing requirements of employers to ensure training provides the relevant bridge to the world of work. Provision of careers guidance and counselling services will be provided at all TVET institutions to orient trainees towards potential opportunities in the rapidly changing Rwandan labour market.

The planned expansion of TVET will be accompanied by measures to ensure that TVET programmes are responsive to both labour market needs and the social and economic development of Rwanda. In order to determine the right skills required by the labour market, the roles and coordination mechanism of WDA, RP, the Sectors Skills Councils, the Capacity Development and Employment Services Board, and the private sector will be improved to facilitate improved workplace exposure for TVET students. The use of the RTQF and the competence-based curriculum will ensure improved employer satisfaction with graduates, as well as producing talented entrepreneurs that can incubate and generate new ideas and innovations – thus creating future jobs. There will also be a focus on improving applied research, science and technology, targeting innovation in economic sectors, and increased use of ICT in all TVET programmes. This will be supported and monitored by an improved TVET quality assurance system. These interventions will ensure that Rwanda moves from an agricultural-based economy towards a service- and industry-based economy, as envisaged by *Vision 2050*.

The planned expansion of higher education will place a continued emphasis on fields of study that contribute directly to broader development needs in Rwanda. This will ensure that higher education graduates are not just of a high calibre, but that they have the skills required for the modern economy. Research capacity will be strengthened to ensure a strong alignment between courses and industry and commerce. Partnerships between HEIs and business will be developed in both programme design and delivery, improving the relevance of programmes. International collaboration will be promoted. Research will play an important role in promoting the relevance of higher education. In addition to a strong focus on the critical areas for economic transformation, HEIs will also become more responsive to community needs and challenges.

Activities planned during this ESSP

Planned activities that will take place to support the achievement of this outcome include the following:

- **Increase in uptake of TVET as a post-basic option**

This ESSP will continue investment in TVET, with the aim of ensuring 60% of students leaving 9YBE access high quality, demand-driven, competence-based TVET programmes in TSSs or VTCs. Under the previous ESSP, there was a steady increase in overall numbers enrolled in formal TVET, from 74,320 in 2012 to 93,158 in 2016 (MINEDUC, 2016*b*) However, the target of 134,185 was not met. The graduates of the TSSs will also be oriented towards higher-level specialised TVET courses offered by polytechnics. The expected increased enrolment will be a shared responsibility between the public and private sectors. This will ensure that Rwanda attains adequate and skilled human resources to address the imbalance in the supply and demand of skilled labour.

Expanding TVET enrolment and making it a more attractive and viable alternative educational pathway is critical to supporting *Vision 2020* priorities for economic development. GoR will create awareness programmes at national and district levels to sensitise parents and students to the opportunities offered by TVET, and to alert employers to the value added by graduates of TVET programmes. In addition, the recognition of prior learning approach will be used to attract mature TVET students with many years of practical field experience but without recognised qualifications. This will provide learners with the opportunities to learn at different levels, depending on their needs.

- **Creation of clear pathways into different levels of TVET**

The RTQF specifies different occupational levels and occupational standards, indicating the learning outcomes in terms of what a learner is able to do as result of the learning process. Horizontal and vertical mobility between general education and TVET, and vice versa, and within the TVET system itself, is essential to respond to technological progress and professionalise the workforce. A key activity is to ensure that clear pathways into different levels of TVET within the education system are created. Within the TVET system, through the implementation of the RTQF and appropriate career guidance in schools, students will have the ability to move freely between technical and academic streams, and also between different levels and types of qualifications. Increased use of the recently approved RTQF will also ensure that TVET qualifications are equated with other forms of education, and that they open career pathways. The main proposed activities under this strategy will be the completion of the remaining occupational curricula.

- **Increase the availability of competence-based, responsive TVET curricula**

By mid-2017, 116 competence-based occupational curricula were being finalised. RP and WDA estimate that there are about 290 occupational curricula that need to be developed for all trades at all the seven TVET levels. Development of these remaining curricula so that they are strongly linked to RTQF will be a key activity during this ESSP.

- **Increase in the number of TVET graduates who have the required skills and competencies at graduation**

To increase TVET responsiveness to both labour markets and the socio-economic development of Rwanda, this ESSP will ensure that TVET employers' satisfaction with graduates improves from 75% to 90% by 2024. The increased utilisation of the TVET policy, strategy, Workplace Learning Policy, RTQF, the occupational competence-based curriculum and the new TVET laws and institutional

infrastructure is expected to result in improved satisfaction levels. As a result, employment opportunities for TVET graduates are expected to reach 85% by 2024.

- **Establishment of partnerships with private sector in design and delivery of courses**

Partnerships between HEIs and business will be developed in both programme design and delivery, improving the relevance of programmes. International collaboration will be promoted. This will require greater levels of engagement with potential employers and labour markets and an increased role for industry and employers in the development of policy and curricula, as well as in the governance, financing and provision of education – particularly at pre-primary, TVET and higher education levels.

- **Increase in HEI enrolment in agreed priority programmes**

This ESSP will encourage more students to enrol in engineering, manufacturing, construction, agriculture, health, education and other agreed critical areas that are relevant to Rwanda's socio-economic development. This will ensure not just that higher education graduates are of a high calibre, but that they have the high-demand skills needed for the modern economy. Financial incentives for the poorest students who choose to enrol in such courses will be considered on a needs basis.

- **Increase in research capacity at HEIs in priority areas, including STEM**

HEIs' research capacity will be strengthened through talent development, and strong alignment between courses and industry and commerce will be ensured. This ESSP will create targeted financial resources to promote research.

- **Research collaboration between national, regional and international HEIs**

Research will play an important role in promoting the relevance of higher education. In addition to a strong focus on the critical areas for economic transformation, HEIs will also become more responsive to community needs and challenges.

The established schools of excellence, TVET, higher education and other institutions, such as the National Science and Technology Commission (NSTC), will be encouraged and supported to promote regional and international collaborative research, thus facilitating the transfer of best practice.

Strategic Priority 2: Strengthened CPD and management of teachers across all levels of education in Rwanda

The *2017 Education Sector Analysis* (MINEDUC, 2017) has demonstrated that Rwanda has made great achievements in terms of pre-service teacher development. Available EMIS data indicate that 93% of all primary teachers and 69.2% of secondary teachers are qualified. However, having these trained and qualified teachers in schools is not translating into effective learning by students, as evidenced by the 2014 LARS results (REB, 2016). To mitigate this challenge, this ESSP plans to introduce a comprehensive cluster and school based CPD for all categories of teachers. The new approach of CPD for teachers will focus on enhancing the professional competencies of teachers that are required for delivering the new competence-based curriculum, which is linked to *Vision 2020* and *Vision 2050.* The new curriculum is based on a socio-constructivist approach to learning. Therefore, the key components of the CPD for teachers will include a focus on literacy and numeracy; active learning and practising of continuous assessment; and English language proficiency in primary education. A sub-component of this strategic priority is also to improve teacher management practices. This includes the deployment, staffing norms, transfers, retention and incentivisation strategies.

Outcome 2.1: All school teachers, TVET instructors and higher education lecturers have appropriate competencies to deliver the curriculum

Improving the quality of teaching is paramount in order to improve learning outcomes. The introduction of the competence-based curriculum requires a very different pedagogy and approach in the classroom compared to the knowledge-based curriculum. If implementation is to be successful,

teachers, trainers and lecturers require more support than just a short training course to develop these skills. In parallel to the development of this ESSP is an ongoing initiative to develop teachers', trainers' and lecturers' competence-based frameworks for professional standards which are linked to the new competence-based curriculum. These new frameworks will have significant implications for how teachers are trained in both pre-service and in-service programmes. However, the immediate priority is to improve the pedagogical competencies of the existing teachers, trainers and lecturers so that the values, principles and students' competencies specified in the new Rwandan education curricula are achieved as intended.

Improving learning outcomes needs to be recognised as a national priority, with all stakeholders across the system being accountable to support the continual process of improvement and development that is required. Under the new CPD initiative, and with appropriate support, teachers, trainers and lecturers are expected to assume responsibility for their own professional growth as individuals and as members of a learning community. The design of the new CPD initiative will ensure proximity to classrooms and regular engagement of teachers, trainers and lecturers; prioritise competencies in all areas of teachers' professional standards, which includes proficiency in ICT and languages of curriculum instruction; and promotion of active learning and inclusion strategies. The minimum mandatory number of days that teachers, trainers and lecturers are required to spend each year undertaking CPD, and the modalities of the CPD provision, will be specified. In addition to teachers' responsibilities, District Directors of Education (DDEs), DEOs, SEOs and head teachers need to be empowered to monitor learning.

Activities planned during this ESSP

Planned activities that will take place to support the achievement of this outcome include the following:

- **Skill all newly qualified teachers to deliver the competence-based curriculum**

This activity will focus on measures to improve pre-service teacher development. Currently there about 9,262 student teachers in 16 Teacher Training Colleges (TTCs) and 276 new entrants at UR College of Education (UR-CE). Stakeholder consultations suggest there are major concerns about the existing pre-service teacher education programmes. For example, the existing pre-service teacher education curriculum and training leads to, unexhausted pedagogies, and teachers' use of English language and ICT are inadequate to improve students learning experiences.

It is anticipated that this ESSP will support ongoing activities to re-conceptualise the curriculum for pre-service teachers, trainers and lecturers so that newly qualified teachers have the competencies required to deliver the competence-based curriculum across all levels in education. TTCs will be provided with copies of school textbooks and the competence-based curriculum, to align their programmes accordingly.

- **Provide school-based mentoring for all newly recruited teachers**

Newly appointed teachers, trainers and lecturers will participate in school-/institution-based coaching and mentoring schemes for the first two years of their career. The most experienced and effective teachers, trainers and lecturers will be identified and will conduct innovative school and cluster-based mentoring programmes that aim to promote teachers' competencies.

- **Increase the English language proficiency of all teachers and lecturers**

There are two reasons why this activity needs to be fast-tracked and resourced adequately. First, the majority of Rwandan teachers need not only English language training but also support to teach well in English. Sufficient skills to teach in English are particularly critical for P4–P6 teachers and for secondary, TVET, tertiary and higher education trainers and lecturers. However, the urgent priority of this ESSP is to improve the English proficiency of P1–P3 English language teachers, as well as P4–P6 teachers. There could be a general English language audit to determine the entry level of individual teachers. Identification, development and resourcing of teachers with appropriate English language materials are some of the key activities planned.

Secondly, with Rwanda's membership of the EAC, accession to the Commonwealth of Nations and new international partnerships, the use of English has become more prominent and the need for literacy in English language is greater. Additionally, the Government has made STEM and ICT priority areas in education, and views English as the gateway to the global knowledge economy. The sector-wide shift to English-medium education is thus a bold and ambitious plan to help meet the goals of harmonising education curricula with other EAC member states and promoting STEM and ICT in education so as to further stimulate economic development and support poverty eradication.

- **Increase the number of teachers practising school-based CPD linked to competence-based curriculum**

This activity will focus on teachers already in schools rather than those in pre-service training. As described earlier, various sub-sector-level teacher competency frameworks are currently being developed and should be completed and approved in 2018 – meaning they will be available and in use during this ESSP. It will be critical for teachers to be assessed against the standards and provided with guidance and support to improve. This will include achieving an appropriate level of English to be effective in the language of instruction, upon which the entire system is reliant. Efforts will be scaled up during this ESSP to ensure all teachers, TVET instructors and higher education lecturers are supported to develop their skills and competencies. The use of ICT in the classroom is becoming increasingly important and efforts will need to be made to ensure their competence in using ICT as a tool for learning in the classroom, and in the use of ICT-enabled teaching through the use of different technology facilities.

- **Increase in the use of TVET trainers' qualifications framework and occupational curricula for all trades**

During the last ESSP, the TVET policy and strategy has been reviewed. In addition, the RTQF and occupational curricula are in their final stages of development. Increased use of these policies and frameworks will facilitate activities aimed to improve TVET trainers' technical and pedagogical skills. In Rwanda, there are currently five categories of TVET trainers, of which 29% are certified and accredited. The projected increase in TVET enrolment will mean that an increased number of new TVET trainers will be required, all of whom will require training according to the Rwandan TVET trainers and 'training of trainers' qualification frameworks. For trainers to be certified, they must be competent in both the occupational-related subject and in the necessary pedagogical skills to deliver the competence-based curriculum. Institutionalisation of CPD for TVET trainers is expected to help meet the demands of the fast-changing world of the labour market.

- **Implement TVET quality assurance standards at all levels**

The TVET quality assurance standards, which were approved in 2017, will be fully operationalised to ensure that by 2022, 75% of all TVET institutions have adequate facilities, equipment and competent trainers to deliver the TVET curriculum. The new WDA law 18/10/2016 and RP law 05/06/2017 have re-defined and separated the previous roles of TVET delivery, where WDA had both supervisory and implementation roles. Under the new laws, WDA has an overall supervisory and quality standards role, whilst RP will take on the implementation role.

- **Retain and incentivise qualified and certified TVET instructors**

All TVET trainers will sign a performance-based contract linked to their pay and conditions. Similar to primary and secondary school teachers, the best performing TVET trainers will be given incentives, such as laptops, housing, cows and opportunities to pursue further studies in their areas of specialisation. In addition to these incentives, the process of deployment and utilisation of TVET trainers will be improved.

The challenge of TVET status being seen as inferior to academic programmes will also be addressed through awareness programmes at national and districts levels. Employers will be educated and sensitised about the value added by TVET programmes. Wider reforms to promote research, innovation and technologies within the TVET sub-sector will also improve the image and attractiveness of TVET among both trainees and trainers.

- **Increase in number of HEI academic staff who have pedagogical accreditation**

Whilst almost all academic staff in Rwanda's HEI hold master's degrees, substantially fewer hold a formal qualification in pedagogy. Teaching will remain the core business of HEIs, though higher skills associated with research are also a priority. Providing pedagogical training for all HEI academic staff will be a key activity under this ESSP.

- **Increase in number of HEI academic staff who have PhDs**

There will be an emphasis on promoting access to PhD programmes, particularly in the priority subject areas. Study leave and financial incentives will be used to incentivise high performing academics to pursue PhD programmes. Programmes that target high performing female lecturers and strengthen local provision will be given special consideration. This will increase the capacity of staff to conduct impactful research contributing to the socio-economic transformation of Rwanda.

- **Increase in number of HEI academic staff participating in mentoring programmes**

This ESSP will ensure that academic staff have the opportunity to participate in mentoring programmes within their respective faculties, to raise standards, particularly for newly appointed and early career staff and with a particular focus on STEM. Standards for staff will be benchmarked against regional and international competencies.

A number of approaches underpin both pedagogical and mentoring activities, including the adoption of a competence-based approach and providing appropriate counselling and career guidance services. Encouraging the formation of associations of teaching staff to establish small communities of practice will support their professional development. Staff will have access to effective CPD opportunities, focusing on learner-centred pedagogy – with pedagogical certification becoming mandatory for teaching staff. HEC has mechanisms for assessing the competence of academic staff and these will be applied across all HEIs.

- **Increase in number of HEI courses which are benchmarked against regional/international standards**

Consistent with Rwanda's broader policies towards greater regional and international integration, HEI courses will increasingly become benchmarked against regional and standards, ensuring that Rwanda's higher education sub-sector becomes more regionally and internationally competitive.

Outcome 2.2: Improved management, welfare and deployment of teachers in order to attract and retain high quality teachers in the teaching profession

The *2017 Education Sector Analysis* (MINEDUC, 2017) has illustrated that Rwandan teachers are paid less than other civil servants. In 2011, a decision to raise teachers' salaries by 10%, comprising an annual increase of 3%, was agreed. However, since these increases came into effect, annual inflation in excess of 10% has reduced net pay. As well as remuneration, workload resulting from the expansion of primary education and non-subject specialisation is the main concern of primary teachers. On average, primary teachers spend more than 6.5 hours per day teaching in various grades. Despite this unfavourable situation, attrition rates for primary and secondary teachers in Rwanda are low. However, there are no surveys gauging the job satisfaction levels amongst teachers.

Activities planned during this ESSP

Planned activities that will take place to support the achievement of this outcome include the following:

Increase number of trained teachers in Primary and SecondaryEMIS data indicate a primary pupil–qualified teacher ratio of 62 at primary and 28 at secondary level (MINEDUC, 2016*b*). When the primary ratio is adjusted for the double-shift approach, the rate is reduced to near the expected standard of 40. The *2017 Education Sector Analysis* (MINEDUC, 2017) highlights that these average ratios hide wide disparities between urban and rural areas, type of school, and the wealth of students. Activities will be targeted to reduce these disparities and to ensure that all teachers have required pedagogical skills.

- **Increased use of Teacher Management Information System (TMIS) for effective management and distribution of teachers**

Teacher management and deployment practices will be improved through the use of TMIS, and streamlined at national, district, zonal and school levels. This will also help to reduce disparities in teacher distribution across and within districts. The planned activities will ensure that the EMIS and TMIS are closely integrated to ensure cohesive and systematic planning of education interventions.

- **Improved teachers' welfare in order to attract and retain high quality teachers in the teaching profession**

To maintain and further improve pupil–trained teacher ratios, GoR will compensate the financial losses of teachers resulting from inflation by continuing the non-salary incentives of laptops, housing, cows and career progression opportunities for the best performing teachers. These incentives were introduced during the last ESSP period and will be continued under this plan.

Strategic Priority 3: Strengthened STEM across all levels of education in Rwanda to increase the relevance of education for urban and rural markets

Strengthening and promoting STEM subjects has been a GoR priority in recent years and will continue to be so in this ESSP. It is recognised that the move towards a knowledge-based economy will require the development of scientific and technological skills across all levels, with a priority being to attract more girls into these fields of learning.

Outcome 3.1: STEM strengthened across all levels of education

Early learning is important as it is the foundation for future learning, and science subjects or topics need to be promoted at pre-primary, primary and lower secondary levels to capture learners' interest and stimulate the choice of science subjects at upper secondary level and beyond. Upgrading facilities will require standards to be developed, and schools of excellence particularly will need to comply with these standards. The gender gap is significant at TVET and higher education levels and initiatives will be introduced to encourage girls to participate and to change mindsets, to move away from the current limitations on choice and traditional gender-based options.

Courses at higher education level need to emphasise and prioritise STEM-related disciplines that are critical for the socio-economic development of Rwanda, such as infrastructure, agriculture, ICT, technology, construction, transportation, industry and trade. By the end of this ESSP it is expected that 61% of all upper secondary education graduates will be oriented to pursue STEM-related courses in HEIs.

Activities planned during this ESSP

Planned activities that will take place to support the achievement of this outcome include the following:

- **Greater use of local resources in teaching science in primary schools**

In order for Rwanda to develop as a strong player in STEM, it is necessary for students to develop an interest in these subjects from an early age. This ESSP therefore aims to encourage science in primary schools through the provision of materials and also by strengthening teacher capacity to use locally and readily available resources for scientific investigation in the classroom.

- **Improve laboratory facilities in schools with STEM subjects**

All schools and institutions with STEM subjects will be equipped with modern laboratories and other STEM-related facilities and equipment.

- **Establish STEM schools of excellence in every district**

During the period of this ESSP, at least one upper secondary school of excellence will be established in each district and at least four TVET centres of excellence will be established across the country. These learning institutions will be specialised schools that implement best practice in STEM subjects. The delivery of high-class, regionally aligned and benchmarked education programmes requires sustained investment in infrastructure and facilities, including ICT and e-systems to enable more diverse and expanded delivery of courses. The particular focus on STEM requires adequately equipped laboratories, as well as appropriate incubation and simulation units to support research.

- **Increase in careers guidance provided in lower secondary schools**

Strengthening careers guidance and counselling will be a key activity to promote STEM, especially in lower secondary schools, when early career options are being explored. This will direct learners, and especially girls, into STEM subjects in TVET, as well as through the traditional academic pathways.

- **Increase in number of students especially girls who receive scholarships to pursue higher education courses, especially in STEM subjects**

Based on merit, full scholarships will be awarded to identified needy students, and girls, to promote their enrolment in STEM programmes in higher education. In addition, HEIs will increasingly specialise in STEM-related research and support a range of school-based initiatives that promote STEM at an early age, identify and nurture students with special talents and incentivise performance through awards.

Strategic Priority 4: Enhanced use of ICT to transform teaching and learning and support the improvement of quality across all levels of education in Rwanda

The use of ICT is fundamental to achieving the rapid social and economic development outlined in *Vision 2050*, and its use in education is therefore critical to this aim. Practically, this requires not only hardware, but the facilities in place to support this, such as the provision of electricity and Internet access in schools. However, the provision of equipment is insufficient alone, as the use of ICT in the classroom is only a tool for improving learning. This ESSP therefore recognises the need for ICT provision to be rolled out together with providing teachers with training and support to use appropriate pedagogy that will maximise the use of ICT to transform teaching and learning and improve the quality of learning outcomes.

Outcome 4.1: ICT strengthened across all levels of education

The development of ICT to support quality in education, and the implementation of the new curriculum, is reflected as a Government priority in the *ICT in Education Policy* (MINEDUC, 2016*d*) and accompanying *Implementation Framework*. Whilst the overall aim is to develop competence to meet industry needs, the use of digitalised curriculum material and flexible distance learning packages will not only be more cost-effective but will allow a wider range of learners to participate. Training of teachers will allow ICT to be used as a tool to support the implementation of the new curriculum and will move the system from a teacher-centred to a learner-centred approach.

The increased use of ICT is dependent on the related expansion of basic services and infrastructure. 2016 EMIS data show that just 32% of primary and 51% of secondary schools are connected to the electrical grid, and only 19% of secondary schools have an Internet connection (MINEDUC, 2016*b*). As the development of basic services extends across the country, TVET and tertiary education will be able to increase their expansion to a wider audience through online and distance programmes.

Whilst ICT skills are increasingly important as a source of information and communication, if investment in hardware takes place without the development of teaching skills across all levels to use technology as a tool for learning, it will be counterproductive. To capitalise on the provision of hardware, teachers will therefore be trained to effectively use ICT in the classroom.

Activities planned during this ESSP

Planned activities that will take place to support the achievement of this outcome include the following:

- **Equip primary, secondary, TVET and higher education institutions with smart classrooms**

It is estimated that about 21% of primary schools, 17.8% of secondary schools and 22.9% of TVET institutions have smart classrooms (MINEDUC, 2016*b*). Smart classrooms will be established and increased across all levels of education during this ESSP. This will build on the provision of one laptop per child in the previous ESSP. In line with the overall development of infrastructure, primary schools will be provided with a projector, digitalised content and Internet connectivity, and with adequate appropriate storage. In secondary schools, two smart classrooms will be provided, each with computers, a projector, digitalised content, and Internet connectivity. Provision and levels of ICT infrastructure for TVET and higher education institutions will be determined by RP and HEC.

- **Enhance teaching skills in ICT across all levels**

Teachers will be trained not only in computer skills, but also in the ability to use ICT as a tool to improve learning and to encourage a more learner-centred approach. Training will include all teachers at primary and secondary level. Similarly, TVET trainers and HEI lecturers' competencies to use multi-media in the delivery of lessons, including online learning, will be promoted. This will include the use of technology to support improvements in pedagogy.

- **Develop and use digitalised content for all levels of education**

To enhance quality improvement in teaching, digitalised content will be developed for pre-primary, primary and secondary education. It is anticipated that this will reduce the need for textbooks. In support of the acceleration of the necessary growth in TVET, these courses will be digitalised and made available to learnersacross the country. Similarly, HEIs will establish multi-mode approaches to deliver programmes, with increased opportunities for online and distance learning.

Strategic Priority 5: Increased access to education programmes, especially at pre-primary, secondary, TVET and higher education levels, in Rwanda

Expansion of pre-primary education will allow children to be better prepared for learning on entry to primary school. Evidence shows that pre-schooling particularly benefits poorer and more vulnerable children (UNESCO, 2016). Rwanda's ambition is consistent with SDG 4 targets that require all girls and boys to access pre-primary programmes, complete both primary and secondary education, and achieve appropriate learning outcomes.

Over the past decade, access to free primary education has greatly improved. 2016 EMIS data recorded a primary education NER of 97.7%, while pre-primary and secondary education achieved 17.5% and 32.9%, respectively (MINEDUC, 2016*b*). The priority will be to further expand equitable access to pre-primary and secondary education.

This ESSP will continue investment in TVET, with the aim of ensuring 60% of students completing 9YBE access high quality, demand-driven, competence-based TVET programmes in TSSs and VTCs. The graduates of the TSSs will also be oriented towards higher-level specialised TVET courses offered by national polytechnics. This will ensure that Rwanda attains adequate and skilled human resources to address the imbalance between the supply of, and demand for, skilled labour. Skills identification in productive sectors of the economy, such as agriculture, infrastructure, natural resources, investment, trade and industry, ICT, health and education, will be fast-tracked through tracer studies, and required skills will be developed and enhanced.

This ESSP aims to see a continued increase in enrolment in higher education, from a current base of 787 per 100,000 inhabitants to 1,190 per 100,000 inhabitants. Diverse approaches to programme delivery are expected to provide students with increased opportunity to access programmes, with the potential for greater participation by students from lower income quintiles.

Outcome 5.1: All learners successfully complete school readiness programmes

With a primary GER of 139.6% (2016), there are many over-age learners in primary schools, because of late enrolment and/or repetition (MINEDUC, 2016*b*). Repetition rates have steadily increased over the last five years, contributing to large class sizes. The challenges faced under the previous ESSP remain and improving school readiness and learning in early grades are at the centre of activities to break this damaging cycle.

High repetition rates at P1 are an indication that many children are not ready for school. It is therefore essential that pre-primary education is expanded to provide a preparation programme for children to enter school ready to learn. School readiness is widely accepted as a measure of how prepared a child is to succeed in school, cognitively, socially and emotionally. School readiness programmes tend to have a greater impact on disadvantaged children and can close the gap between them and their more affluent peers. Provision of pre-primary education should thus be part and parcel of plans for economic growth and development, especially as development of human capital, as the key conduit for sustained and viable development, begins in the early grades.

Under this ESSP, priority will be given to ensuring all children get a good start to their education, through participation in school readiness programmes and focusing on early grade literacy and numeracy in primary school. This will build the foundation for future learning for all and will enable children to progress successfully through subsequent levels of schooling.

Activities planned during this ESSP

Planned activities that will take place to support the achievement of this outcome include the following:

- **Increase in number of pre-primary centres**

EMIS data indicate that in 2016 there were 2,757 early childhood development (ECD) centres, proving a total enrolment of 185,666 children, which represented only 17.5% of the official pre-primary population age (MINEDUC, 2016*b*). The expansion of pre-primary education through this ESSP will allow more children to be prepared for learning on entry to primary school. This expansion will take place through existing schools, private providers, community centres and other potential venues, such as churches. The target is to have a pre-primary centre in or linked to every primary school receiving Government support. By the end of this ESSP, it is expected that the pre-primary NER figure will rise to 45%.

- **Increase in number of pre-primary schools that have qualified and salaried staff**

Scaling up of pre-school teacher development and including them in the Government payroll is a key priority in this sector plan. In order to ensure quality, the expansion of pre-primary education needs to be supported by qualified and appropriately paid teachers. Teachers are being trained at TTCs, but if they choose to work in pre-primary centres there is no option for them to be included on the Government payroll alongside their counterparts. This is a disincentive for potential teachers to take this training. Options will be explored to overcome this difficulty, including the phasing in of such salaries. If teacher costs are met, this would relieve costs for the poorest families in the first instance.

- **Provide community and parental education programmes for early learning**

As pre-primary education is an emerging sub-sector in Rwanda there is a need to establish and monitor standards of provision, whilst linking with initiatives across the early childhood sector. This will include initiatives to involve parents in being aware of health and nutrition factors to reduce and prevent stunting, as well as collaboration with the Ministry of Gender and Family Promotion (MIGEPROF). Community and parental education programmes will be provided to raise awareness of the importance of pre-primary education, and also of early learning, to enable parents to support the work of the pre-primary education centres at home.

Outcome 5.2: Increased number of students enrolled in primary, secondary, TVET and higher education programmes

The higher education sector in Rwanda is moving away from traditional full-time residential programmes to more diverse approaches that will enable a cost-effective expansion of the sector. Enrolment in higher education in sub-Saharan Africa averages a mere 6% of young people, compared to an average of 25% in more developed economies. Under this ESSP, higher education enrolment is expected to increase from the current 787 per 100,000 inhabitants to 1,190 per 100,000 inhabitants. This ambition includes a far higher enrolment of women and a more even distribution of opportunities for young people in more remote rural areas and from the lower income categories.

A key strategy for growth is for HEIs to become more regionally competitive, attracting foreign students to study in Rwanda or to pursue open and distance e-learning (ODeL) programmes. A number of activities have been identified to support this, including market research and marketing of new programmes; more flexible, seasonal admission; establishing competitive fee-structures; and developing online systems for admissions and course delivery.

Activities planned during this ESSP
Planned activities that will take place to support the achievement of this outcome include the following:

- **Increased enrolment in TVET**

See activities under Outcomes 1.3 and 9.2.

- **Make 50% of all HEI programmes available through ODeL**

All HEIs will establish multi-mode approaches to delivery of programmes, with the aim of ensuring that 50% of programmes are available through ODeL by 2022/23.

- **Increase in availability of modular and part-time higher education programmes**

An increasing number of programmes will be made available through modular, part-time study. The combined use of online and distance learning through regional centres will ensure a more even distribution of HEI programmes. In the context of constrained financial resources, collaboration between HEIs is both an opportunity and a necessity in order to maximise coverage, encourage focus and avoid costly duplication.

Outcome 5.3: Increased adult literacy and numeracy

A literate population is a recognised necessity in order to develop a skilled workforce and the SDGs promote literacy as an integral part of lifelong learning. EMIS data show that in 2016 there were 126,165 adults (76,872 female) accessing adult literacy programmes. The trend in adult literacy shows that the number of learners decreased in the period from 2012 to 2015, but it increased from 95,829 in 2015 to 126,165 in 2016. Overall, the number of adult literacy centres and instructors has declined over the same period (MINEDUC, 2016*b*).

The targets set to increase adult literacy and numeracy through the provision of adult education have not been met during the previous ESSP period and therefore efforts need to be made to improve both access to, and the quality of, these services during this ESSP. The fast pace of development in Rwanda, coupled with the ever-increasing pace of change in technology, will mean low-literate and low-skilled youth and adults will be increasingly excluded from full participation in their communities, in society and in the labour market. This ESSP will therefore strengthen the adult literacy programme and drive demand through an intensified awareness campaign. Libraries and resources to provide reading materials for neo-literates to continue their learning and to develop literate environments will also be established.

Activities planned during this ESSP
Planned activities that will take place to support the achievement of this outcome include the following:

- **Increase in enrolment in adult literacy programmes**

The development of a literate and numerate adult workforce is essential for the development of Rwanda's economy. This ESSP will provide awareness-raising activities to re-engage communities and increase enrolment in literacy programmes. This will be supported by an increase in the number of available instructors.

- **Provide greater access to reading materials for neo-literates**

The importance of continuing to practice cannot be stressed enough, both for those who are engaged in adult education programmes and for those who have completed courses and are neo-literates. For many, their motivation is driven by the availability of materials. Libraries with suitable and appropriate materials for neo-literates will therefore be established in every sector through this ESSP. It is anticipated that this will develop literate environments and encourage reading across society. This could link to pre-primary activities, with the encouragement of community and parents as regards getting involved in their children's early learning.

- **Train more adult literacy instructors**

2016 EMIS data indicate that there are 5,725 adult education instructors, serving 4,654 centres (MINEDUC, 2016*b*). To realise the Government target of ensuring 84% of the population aged 15 years plus are literate by the end of this ESSP, the professional competence of the existing teachers will be improved through appropriate CPD programmes. Additional instructors will also be recruited and trained, to match the increased focus on adult education.

Strategic Priority 6: Strengthened modern school infrastructure and facilities across all levels of education in Rwanda

Providing a high-quality education obviously requires the infrastructure, facilities and resources that are necessary to achieve this. This not only includes providing sufficient schools and classrooms to maintain a standard class size across the sub-sectors, it also includes continually maintaining and improving the learning environment. The move towards more inclusive education also means renovations and new buildings need to be completed in accordance with universal design principles and in keeping with national accessibility standards.

Whist an adequate supply of appropriate teaching and learning materials, including textbooks and reading materials, obviously has a significant bearing on quality, it is important to also consider how and when they are being used, to maximise effectiveness. This in turn depends on teacher training and support, and a system for continual replacement of books and other consumable learning materials. The specific development of STEM and ICT facilities across the sector has been dealt with under Strategic Priorities 3 and 4, respectively, discussed above.

Outcome 6.1: All schools, TVET and higher education institutions have sufficient modern infrastructure, facilities and resources

In advance of this ESSP a standard core package of infrastructure, facilities and resources is to be developed and validated, against which schools can be measured. This will establish a baseline and ensure minimum standards are established equitably across schools and TVET institutions. The establishment of these minimum standards will be undertaken in coordination with plans for nationwide development of other sectors, including the provision of essential service facilities, such as electricity and water supplies, which are expected to be present in all schools and TVET institutions during this ESSP period. School facilities are currently reported on individually, and there is no indication as to whether it is the same or different schools that have these essential services and facilities, such as water, electricity, toilets, etc. Identifying the number of schools that have the complete core package of facilities will therefore enable and ensure an equitable approach to planning.

The proposed expansion of TVET requires ensuring institutions comply with standards of infrastructure and resources are provided to ensure quality learning outcomes. In order to provide sufficient places to meet the demand, the emphasis will be on provision through both formal and informal channels. Particular attention needs to be paid to ensuring coverage in rural and hard-to-reach areas.

The proposed expansion of higher education must be undertaken in keeping with the continued development and application of standards for infrastructure and facilities across all HEIs. This will require not only ensuring sufficient and appropriate facilities at HEIs but also delivering an increased number of programmes through ODeL. Investment in virtual learning opportunities will further enable Rwanda's HEIs to become more regionally competitive and will similarly enhance the quality of full-time intra-mural programmes.

Activities planned during this ESSP
Planned activities that will take place to support the achievement of this outcome include the following:

- **Equip schools to meet minimum standards, including for electricity, water, toilets and hand-washing facilities**

In order to improve the quality of learning, it is important that schools are equipped to meet minimum standards in their facilities and resources. This will mean that within this ESSP there will be an increase in the number of schools that will have electricity, water and sanitation facilities. STEM facilities are covered under Strategic Priority 3, and ICT – including smart classrooms – is covered under Strategic Priority 4.

- **Increase investment in TVET and HEI infrastructure and facilities**

In regard to TVET, the provision of adequate infrastructure will be provided to facilitate teaching and learning through the implementation of the competence-based curriculum. This will include the establishment of four TVET centres of excellence, benchmarked against regional and international standards, supported by a gender-sensitive business plan to promote increased female participation.

The delivery of high-class, regionally aligned and benchmarked higher education programmes will require sustained investment in infrastructure and facilities to expand delivery through a diverse range of modalities. Investment is required to ensure the required standards for STEM and research can be met.

Strategic Priority 7: Equitable opportunities for all Rwandan children and young people at all levels of education

This ESSP is aligned to the SDG targets which aim to eliminate gender disparities in education and ensure equal access to all levels of education and vocational training for the vulnerable, including learners with SEN or any other disadvantage. This is a cross-cutting issue and this ESSP will respond to the increased inclusion and participation of all learners as an integral part of all activities. Although gender parity has been achieved at primary level, there is a widening gender gap with higher numbers of girls being retained through the system.

Multiple factors can result in increased disadvantage in relation to equitable access, participation and learning across the sub-sectors. These factors intersect and overlap, making it important to not look at each factor in isolation, and to look beyond data that report national averages. Equity and inclusiveness are embedded within the competence-based curriculum values which underpin the curriculum itself, and inclusive education is a cross-cutting element across all subjects and all levels of education. Through this ESSP, capacity will be developed throughout the system, to meet the needs of all learners and to develop a real culture of inclusion which welcomes diversity and difference.

Outcome 7.1: Ensure gender parity in participation and achievement at all levels of education

Whilst there is gender parity in enrolment at primary level, boys continue to enrol at a later age than girls and have higher dropout and repetition rates. Although girls therefore proceed through the system faster, overall, they continue to achieve lower learning outcomes. For example, on completion of primary school, many girls pass the exam at P6 but are not represented in the higher divisions, where there are greater numbers of boys. This impacts on girls' access and participation when continuing through to further studies.

There continues to be under-representation of female learners in TVET programmes. During this ESSP, female learners will be encouraged not only to enrol but also to expand their choices away from traditional gender roles, especially in the take-up of scientific and technical courses. At tertiary level, access to public university is very competitive, and is dependent on achieving high examination results. As boys tend to perform better than girls in exams, the majority of places are awarded to

boys. Consequently, more girls attend private universities, but this is less likely to be an option for less wealthy students. Factors of distance and time also impact on girls' continued participation in education. Providing female learners with opportunities to pursue higher learning through distance, online and part-time modalities will help to mitigate these constraints.

It is anticipated that during this ESSP the draft revised Girls Education policy will be approved, and implementation will therefore need to follow accordingly. In-service training will be provided for teachers in gender-responsive pedagogy to begin to respond to needs at classroom level. There is a need to encourage women into secondary teaching in greater numbers, and to highlight successful women in other sectors as role models.

Activities planned during this ESSP

Planned activities that will take place to support the achievement of this outcome include the following:

- **Raise public awareness of the different barriers to boys and girls completing and achieving in education**

This ESSP, with its focus on learning, will promote improvements in girls' learning outcomes and ensure their representation in the higher divisions of examination results. Public communications campaigns will raise awareness of the different challenges boys and girls face in succeeding in education, whilst breaking down traditional stereotypical attitudes to gender subject choices and work opportunities.

- **Increase the number of teachers trained in gender-responsive pedagogy**

Teacher training in gender-responsive pedagogy will allow teachers to respond positively to gender differences to create a more level playing field for girls and boys in regard to reaching their full potential. School clubs will also be used as an outlet for gender-awareness activities and to systematically address comprehensive sexual education.

- **Increase the percentage of female TVET trainees and trainers**

The development of village/rural-based TVET institutions offering courses specific to local-level/rural economies will be a key measure to provide increased opportunities for participation, especially for girls in rural communities. Successful female role models will play an active role in promoting the socio-economic returns of TVET to improve girls' enrolment and motivation. In addition, an intensive public awareness campaign will educate and sensitise communities about the relevance of TVET and the need to enrol youth, both female and male in TVET programmes. Compulsory careers guidance and counselling will be provided in all schools (public and private) to provide information to youth about the advantages of TVET, to enable them to make informed career choices, without gender stereotyping.

- **Adopt and implement gender policies in HEIs**

Higher education lags behind other sub-sectors in terms of gender parity. In order to be more proactive, HEIs will develop institution-specific gender policies. HEIs will establish mentorship and career guidance programmes for women and actively seek to ensure more women are recruited and retained as faculty staff.

Outcome 7.2: Increase the participation and achievement of children with disabilities and SEN at all levels of education

Learners with SEN include those with and without disabilities. Whilst data currently show the numbers of learners by type of disability, it must be remembered that not all LwD have SEN, whilst some learners without disabilities have SEN. However, both globally and within Rwanda, people and children with disabilities continue to be a highly stigmatised group, with one of the lowest levels of access and participation in education of any marginalised group. Limited awareness about the rights of children and young people with disabilities to access and participate in education on an equal basis requires persistent awareness-raising campaigns to change attitudes, both within the system and public, and to identify and minimise the barriers that prevent these children from participating in school.

Equity and inclusiveness are embedded within the curriculum values which underpin the curriculum itself, and inclusive education is a cross-cutting element across all sectors and subjects. There is thus a requirement for all schools to become more inclusive in their approach, to ensure all children and young people are enrolled and participating. This will entail districts and school leaders supporting and providing leadership for inclusive education – especially articulating consistent messages and challenging non-inclusive practices. Inclusive schools of excellence will promote good practice and should be used to support other schools to develop accordingly.

Within the education system, identification of learners with SEN remain a challenge and therefore need to be improved to ensure that leaners are supported. Strengthening the system to ensure the participation of LwD, and to identify and meet the needs of the wider group of learners with SEN, will require collaboration with other ministries to develop a clear system of identification and referral, working towards providing a tiered system of support based on educational needs. In order to ensure the needs of all learners can be met, there is a need to not only look at visible disabilities, which may or may not have an impact on learning, but alsofocus on the identification and removal of barriers to learning.

Within the education system there is a need for all teachers, trainers and higher education lecturers to be trained (both in pre-service and in in-service programmes) and supported so as to be able to include a diverse range of learners in their classrooms, whilst also training a cadre of specialists who can support learners and their regular teachers in mainstream classrooms. Where children and young people with severe learning needs are educated in special placements, in accordance with the *Draft Revised Special Needs and Inclusive Education Policy* (MINEDUC, 2017*c*), these institutions will need to comply with Government standards and be subject to regular inspection. There also needs to be outreach work to support the inclusion of LwD and learners with SEN in mainstream schools. Clear guidelines need to be set to ensure entitlement to these special placements, and numbers of facilities need to be expanded to ensure equitable coverage. Similarly, clear guidelines need to be developed to ensure entitlement and support mechanisms for learners with SEN to participate in national examinations at all levels. A curriculum has been developed and validated to meet the needs of learners with severe mental disabilities. The need to be more responsive to learner needs will be reflected across TVET institutions and HEIs. Learners with SEN face significant barriers to access and participation at these levels, and measures will be put in place to overcome these situational and institutional barriers.

SEN activities are monitored through the comprehensive sector monitoring systems

Activities planned during this ESSP

Planned activities that will take place to support the achievement of this outcome include the following:

- **All schools run community campaigns to change attitudes towards the right to education of LwD**

Schools will be supported to organise awareness campaigns within the communities in which they are located to change attitudes towards people and children and young people with disabilities, and especially with regard to their right to education. This will include baseline and endline monitoring of enrolment and attendance data of learners with SEN.

- **Increase in number of schools, TVET and higher education institutions that meet standards of accessibility for LwD**

All newly constructed facilities will meet universal design and national accessibility standards, whilst any renovations will incorporate accessibility needs. Schools, TVET and higher education institutions will plan to adapt buildings as part of an ongoing move towards increased inclusion and will include these modifications in district and institution development planning. This will include baseline and endline monitoring of enrolment and attendance data of children with SEN.

- **Give schools, TVET and higher education institutions access to adapted teaching and learning materials for learners with SEN**

Teaching and learning materials will be adapted to ensure full participation in learning by all learners. This will include providing explanations of diagrams and illustrations, use of simple language, and materials in different formats, such as large-print books, braille and simplified texts.

- **All TTCs and Teacher Training Institutes (TTIs) include a component on inclusive education and teachers are also provided with in-service and CPD opportunities**

Developing a system that ensures the participation and learning of all requires teachers to have tools to identify those who may be facing difficulties in learning, together with simple classroom strategies to reduce or minimise these barriers. To meet the needs of all learners and implement the competence-based curriculum, all teachers need to be trained in the basic principles of inclusive education and to differentiate according to the diversity of learner needs in the classroom. A component on inclusive education will be incorporated into all pre-service training and will be mandatory for all trainees.

- **All schools have at least one teacher who is competent in inclusive education**

The staged approach to supporting learners with SEN, as specified in the revised *Draft Revised Special Needs and Inclusive Education Policy* (MINEDUC, 2017*c*), requires every school to have a teacher who is competent in and responsible for inclusive education. This ESSP will provide these teachers with additional training and support to enable them to support other teachers in the identification of learners with SEN and lesson planning to meet their needs.

- **All teachers identify learners with SEN and take action to ensure needs are met**

In order for the system to become more inclusive, and in keeping with the new curriculum framework, all teachers will be required to identify learners with SEN and take the necessary action to meet their needs. In-service training and CPD opportunities will be provided related to the content of the GoR's *Guide to Inclusive Education* (MINEDUC, 2016*c*), to embed this inclusive practice throughout the system.

- **Provide additional special schools and/or special units within schools for children and young people with severe learning needs**

Whilst it is expected that the vast majority of learners' needs will be met in inclusive mainstream schools, there will remain a small minority whose severity of learning needs require specialist intervention which cannot be met in mainstream schools. Some expansion and development of specialised placements will be required to meet demand as public attitudes change.

- **Increase in the supply of assistive devices and services to support access and learning of LwD and those with SEN**

In collaboration with other ministries, a system of referrals will be developed to ensure the provision of assistive devices to learners. Schools need to be supported to embrace diversity and difference, and to recognise and acknowledge that not all learners can achieve the same academic standards.

- **Increase in the number of children and young people with SEN sitting national exams**

Clear guidelines will be developed and put in place to ensure an equal right to support for, and any additional resources for, learners with SEN, to ensure their participation in public examinations, including alternative formats.

Strategic Priority 8: More innovative and responsive research and development in relation to community challenges

Rwanda's continued development needs to be evidence-based, and there is therefore a need to develop research capacity linked to industry, and the vision for the economic and development transformation of Rwanda. The increased focus on STEM, ICT and connectivity will allow increased

research opportunities to be undertaken in more remote areas. There is a need for HEIs to ensure that their teaching is based on research.

Outcome 8.1: Increased research and development that responds to community challenges with innovative approaches

The establishment of increased research capabilities within HEIs to meet international and regional standards will allow Rwanda to improve its position and visibility as a centre of excellence both at home and in the region. This will include the promotion of innovative and responsive research as a mobilising factor for national development.

Outcome 8.2: Increased number of cited publications emanating from collaborative research in Rwanda as well as number of patents which will demonstrate the impact of the country in the global knowledge economy

Activities planned during this ESSP
Planned activities that will take place to support the achievement of this outcome include the following:

- **Increase the number of locally produced and published research/studies that are relevant to the socio-economic development of Rwanda**

A national research agenda will be developed aligned to the SDGs and the socio-economic development of Rwanda. HEIs will then ensure that their research and studies are aligned with the national agenda and that new research is prioritised based on the themes listed in the agenda and looking at innovative approaches to contribute to Rwanda's future development.

Strategic Priority 9: Strengthened governance and accountability across all levels of education in Rwanda

As outlined in UNESCO's *2017/18 Global Education Monitoring Report* (UNESCO, 2017), accountability is critical to achieving SDG 4, and effective accountability mechanisms help to promote better teaching and learning. A core focus of this ESSP is to improve learning outcomes through improving the quality of education (see Strategic Priority 1). To achieve this, it is essential to monitor progress and ensure efficiency and effectiveness across the system. Quality assurance and monitoring of progress will be strengthened at every level of the system. At the school level, inspectors, sector and district officials will monitor not only the provision of education, but the implementation of the competence-based curriculum, in terms of teacher competency and especially learner achievement. A school should serve the community within which it is situated, and communities will be empowered to monitor, develop and support their school to ensure it meets all learners' needs, with head teachers and teachers being held accountable for ensuring learning outcomes are achieved. Head teachers will be trained and supported in school leadership to ensure they have sufficient skills to support the CPD of their teaching staff and to plan for school improvement and development.

At the TVET level, governance and management will be improved across the system through the introduction of adequate legal and regulatory frameworks, capacity building and innovative financing. The enhanced institutional framework will provide clearly defined roles and responsibilities to ensure good leadership, organisational management, planning and facilities management. During this ESSP, the number of TVET managers trained and certified will increase, which will also significantly strengthen the TVET system.

The aspirations for regional integration and competitiveness require higher education to apply international standards of management and quality assurance. Maintaining standards with limited budgets, in the face of growing demand and across a diverse range of providers, is a major challenge, requiring the continued development and application of laws, policies, and regulations. The overarching responsibility for this rests with HEC. The ability of HEIs to generate their own resources is essential for long-term sustainability.

To improve planning at all levels, real-time data will be collected, and districts and schools will be supported to use these data to maintain learning achievement. This will allow early intervention and reduce the need for grade repetition. The development of an equitable system requires data to be further disaggregated by gender, disability and district.

Outcome 9.1: Improved leadership in schools, TVET and higher education institutions, as well as administration, management and support services

The development of strong school leadership is fundamental in order to improve quality within schools. Evidence shows that strong school leadership is second only to teaching among school-related factors in its impact on student learning, and significantly impacts on the development of high-quality teaching (see, for example, Glewwe and Muralidharan (2015)). High-quality leaders are especially important in schools serving the most disadvantaged. Head teachers need to be skilled as a focal point for the CPD of their teachers and for overall school development. They also need to be able to identify the strengths and weaknesses of their teachers and provide support and advice on pedagogy, subject matter, inclusion and other cross-cutting issues. Head teachers in Rwanda largely play an administrative role. The challenge under this ESSP is to transform their role so that they can become true leaders of their schools. This requires training, capacity building and support, but is expected to result in more effective professional learning communities and positive learning environments. The basic principles that underpin the importance of school leadership apply equally to TVET and higher education institutions.

Activities planned during this ESSP
Planned activities that will take place to support the achievement of this outcome include the following:

- **Increase in the number of schools, TVET and HEI leaders trained and mentored in leadership**

Districts will need to prioritise the oversight of schools to foster a continuous ethos of improvement in learning outcomes across all schools. This will include the school-based CPD of headteachers and teachers through school-based mentorship and the establishment of district CPD Committees. It is expected that stakeholders at all levels will be empowered to take responsibility for accountability, including community involvement in monitoring.

TVET providers will be monitored through quality assurance systems to ensure all providers comply with the standards set in the TVET framework. The development of a well-structured and coordinated capacity-building programme will aim to improve the staff leadership, organisational management and planning skills of TVET managers.

Effective quality assurance processes will be used to monitor all HEIs, maintaining standards against regionally accepted benchmarks. The HEC has already undertaken a comprehensive ranking of Rwanda's HEIs, which provides a solid baseline to collectively and individually track future performance.

Outcome 9.2: Improved PPPs in education

Private financing already dominates the higher education sub-sector, with the majority (57%) of total higher education enrolment being in private institutions. Levels of public finance for higher education cannot be expected to increase in the coming period. At pre-primary level, rapid and sustainable expansion is urgently needed, and PPPs offer a way of doing this without the need for significant new infrastructure development. In the TVET sub-sector, working more closely with the private sector will help expand access, as well as providing students with access to more work-based placements, which will increase the relevance of TVET.

Activities planned during this ESSP

Planned activities that will take place to support the achievement of this outcome include the following:

- **Encouragement of PPPs to expand cost-effective provision (including infrastructure) at pre-primary level**

This will include the construction of new facilities and the exploration of creative ways to have schools and communities work together to use pre-existing community facilities, such as churches and community centres for pre-primary education.

- **Strengthening links between TVET institutions, local communities and private sector, particularly in financing and work placements**

EMIS data show that 57% of VTCs are privately run, as compared to 36% run publicly, and 7% which are Government-aided. The expansion of TVET will depend on the development of PPPs. The focus will be on building stronger links with communities and employers in the private sector to enable more students to study through a wider range of financing options and to give these students access to work-based placements during their courses, thus improving the relevance of their learning.

- **Creation of credible income-generating strategies in public HEIs**

The higher education sector is highly reliant on private financing, and longer-term sustainability requires continued and greater capacity to leverage private resources. Securing longer term progress requires HEIs to develop effective income-generation strategies, including links with industry, work placements, fee-earning consultancy, research and project collaboration. Leadership needs to be business oriented and HEIs need to be places that have and that instil an entrepreneurial spirit, skills and values. The increasing development and delivery of short-term, market-oriented courses will ensure HEIs meet market demand and apply principles of cost-recovery to new programmes.

Outcome 9.3: Improved linking of central and decentralised education planning

Current situation and challenge

Many districts do not have any kind of district education strategic plan and within DDPs very few districts mention education beyond infrastructure (CfBT Education Trust, 2015). Good and timely coordination between ESSPs' objectives and priorities and DDPs, along with collaboration with key ministries and other stakeholders, is critical to achieving the national education goals. In order to improve the quality and increase learning outcomes across the system there is a need to strengthen M&E mechanism. This should be used for planning as well as to provide feedback for individual and whole school improvement. The quality assurance of schools requires a well-structured system of supportive inspection and oversight, with feedback provided with a view to improve teaching and learning. Inspection needs to be aligned to the new curriculum and conducted in a supportive manner.

Activities planned during this ESSP

Planned activities that will take place to support the achievement of this outcome include the following:

- **Developing and implementing an ESSP implementation communications strategy to ensure greater linkages between district education plans and ESSP priorities**

A summary version of the ESSP, will be widely disseminated at district level. ESSP implementation communications strategy will be developed. This will outline key actions which will help to ensure district plans and budgets are aligned with this ESSP, and that mayors', DEOs' and SEOs' *performance contract* c also align with the ESSP priorities and outcomes, with a particular focus on educational quality, school leadership and community engagement – rather than mainly focusing on infrastructure. Capacity development activities in support of this will be mapped out and provided as part of this ESSP implementation communications strategy.

Education will have a distinctive component within the *performance contract*, rather than being a sub-

component under social activities, thus making progress easier to track. Support and training will be provided to DDEs, DEOs, SEOs and School General Assembly Councils (SGACs) on performance monitoring and M&E planning to enable this to happen.

When undertaking school inspections, inspectors will consider approaches to teaching and pedagogy, effective learning, inclusion, gender-related and other cross-cutting issues, as well as factors related to the physical environment. Their inspection reports will then be used for planning at both national and district levels. District planning will be aligned to ESSP priorities across the sector and based on evidence from inspection reports and data. Under the new initiatives, the DDPs and mayors' *performance contract* will be required to make explicit reference to ESSP priorities, activities and school performance indicators. The establishment of a real-time data collection system, protocols for data collection, and reporting and training for teachers and inspectors on how to use it, will drive the improvement agenda and inform school-level performance development plans. This will allow early intervention for schools and children and young people who are struggling.

There will be enhanced technical and physical resource capacity of TVET quality assurance officers to inspect, mentor and coach TVET institution managers, and the number of inspectors will be increased in line with the expansion in the number of institutions and staff. TVET M&E and quality assurance frameworks will be integrated to create one system that can generate one composite institutional quality indicator. All leaders of HEIs will be assessed against agreed leadership standards.

Figure 5: High-level results chain

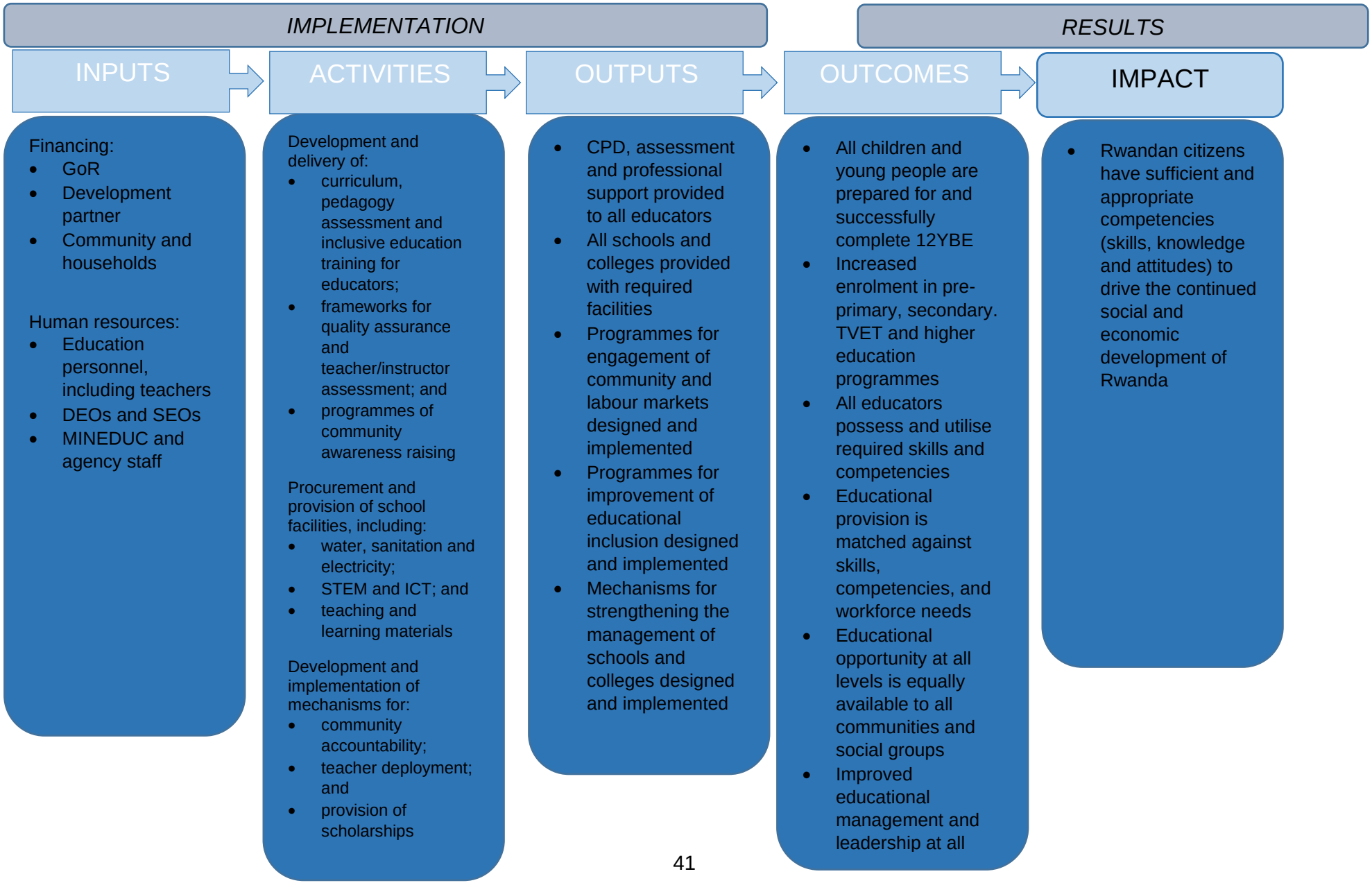


Table 6 outlines a causal chain linking the educational challenges identified at the end of Chapter 2 with the Strategic Priorities introduced in Chapter 3 and showing how key activities under the Strategic Priorities are expected to have impact in line with the high-level results chain in Figure 6.

Table 6: ESSP causal chain and links to Strategic Priorities

Education challenge: Insufficient teacher competencies, resulting in low levels of learning and inefficiencies	
Cause	**Solution**
• Previous curriculum outdated and not relevant to 21st century skills and learning • Teachers have not had sufficient professional development to make the language of instruction transition from French to English • Outdated training in pedagogical approaches • Limited supporting infrastructure (e.g. water and sanitation facilities, science and ICT laboratories) • Low levels of teacher motivation	**CPD of teachers (Strategic Priority 2)** • Training on competence-based curriculum • Mentoring of teachers • Improving English language skills of teachers • Improving teacher motivation through non-financial incentives **Improved and more relevant learning (Strategic Priority 1)** • Better use of formative assessment • Use of learning data to target interventions **STEM (Strategic Priority 3), ICT (Strategic Priority 4), modern infrastructure (Strategic Priority 6) and research/innovation (Strategic Priority 8)** • Making learning more relevant and linked to 21st century skills • Ensuring basic school standards in relation to water, sanitation, etc. to encourage children to attend and remain in school
Education challenge: Lack of process and tools to measure key competence indicators	
Cause	**Solution**
• National examinations have been the main way of measuring learning at P6, S3 and Secondary 6 (S6) but do not take place in the early grades • New competence-based curriculum is being introduced but currently no tools available to measure progress against it	**CPD of teachers (Strategic Priority 1), improved learning (Strategic Priority 2) and improved governance (Strategic Priority 9)** • New competence-based assessments through LARS at P3, P6 and S3, and national examinations will enable better monitoring of progress in learning
Challenge: Limited coordination between central and decentralised planning	
Cause	**Solution**
• Many District plans hardly mention education and if they do the focus is often on infrastructure • Limited support from central level for decentralised education delivery •	**Improved governance (Strategic Priority 9)** • A summary version of the ESSP will be disseminated to all districts • MINEDUC will develop a communications strategy for ESSP implementation that will be shared with districts • Capacity development activities in support of this will be mapped out

	and provided as part of the ESSP implementation communications strategy • All Districts will develop district education plans which mirror the strategic priorities, outcomes and outputs in the ESSP • Education will have a distinctive component within the *performance contract* (aligned to ESSP priorities),
Education challenge: Insufficient collaboration between private and public sectors in education	
Cause	**Solution**
• Insufficient enabling environment for PPPs • Limited awareness of, and incentives for, private sector involvement in education • Limited leverage of corporate social responsibility	**Increased access (Strategic Priority 5), research and innovation (Strategic Priority 8) and improved governance (Strategic Priority9)** • Developing more PPPs, including in relation to increasing access to pre-primary education, industrial placements for TVET and further expansion of higher education
Cross-cutting challenge: equity	
Cause	**Solution**
• Gender parity in access at primary, but gaps start at secondary – especially in relation to learning outcomes • Low numbers of children with disabilities and SEN are across all levels of education • Some disparities between districts on key education indicators	**Equity (Strategic Priority 7) and cross-cutting activities under other strategic priorities** • Collecting disaggregated data (by gender, disability and district wherever possible) and using these data to target interventions
Low output in research and innovation from HEI	
Cause	**Solution**
• Absence of research culture, few PhDs, lack of capacity to publish and write winning research grants proposals	• Capacity building, PhD training, incentives to do research, government support for PPPs and triple helix initiatives through frameworks such as tax rebates to private sector and industries for supporting R&D in HEIs

Table 7 outlines a logframe for the ESSP period. As the ESSP will formally start in 2017/18 and there are many new initiatives that are still in early stages of planning, detailed inputs and activities for each of the outputs are still being developed by MINEDUC and its agencies. More detailed sub-sector strategies and implementation plans are in the process of being developed by the education sub-sector working groups (SSWGs). They will be fully aligned to the ESSP priorities but will provide more detailed outputs, activities and inputs and a clear timeframe for implementation over the seven-year ESSP period. A more developed logframe and bottom-up costed implementation plan for each year of the plan will be developed as part of the annual operational planning cycle in which MINEDUC and its agencies partake.

Table 7: Logframe – strategic priorities, outcomes and expected outputs

STRATEGIC PRIORITY 1: ENHANCED QUALITY OF LEARNING OUTCOMES THAT ARE RELEVANT TO RWANDA'S SOCIAL AND ECONOMIC DEVELOPMENT		
No.	**Outcomes**	**Outputs**
1.1	**All learners achieve basic levels of literacy and numeracy in early years and beyond**	1.1.1 Assessment standards for pre-primary developed and in use 1.1.2 Increase in number of teachers with raised capacity in early grade literacy and numeracy 1.1.3 All schools have standard package of P1-P3 teaching and learning resources 1.1.4 LARS assessment tools us at district and sector levels
1.2	**All learners enter primary school at the correct age and successfully complete 12 years' basic education**	1.2.1 PCR standards achieved in all schools through increased infrastructure 1.2.2 Increase in number of teachers effectively using formative assessment
1.3	**TVET and HEI programmes are responsive to both labour market needs and the social and economic development of Rwanda**	1.3.1 Uptake of TVET as post-basic option increased 1.3.2 Clear pathways into different levels of TVET within education system created 1.3.3 availability of competence based responsive TVET curricular increased 1.3.4 Number of TVET graduates who have required skills and competencies at graduation increased. 1.3.5 Partnerships established with private sector in design and delivery of courses 1.3.6 HEI enrolment in agreed priority programmes increased 1.3.7 research capacity at HEIs in priority areas including STEM increased 1.3.8 collaborative research between national, regional and international HEIs increased
STRATEGIC PRIORITY 2: STRENGTHENED CONTINUOUS PROFESSIONAL DEVELOPMENT AND MANAGEMENT OF TEACHERS ACROSS ALL LEVELS OF EDUCATION IN RWANDA		
No.	**Outcomes**	**Outputs**
2.1	**All school teachers, TVET instructors and higher education lecturers have appropriate levels of skills and competencies to deliver the curriculum**	2.1.1 All newly recruited /trained teachers skilled to deliver the competence-based curriculum 2.1.2 All newly recruited q/trained teachers benefit from school-based mentoring 2.1.3 English language proficiency of P4-S6 teachers, and English language teachers in P1-P3 increased 2.1.4 number of teachers practice school-based CPD on competence-based curriculum increased 2.1.5 Increase the use of TVET trainers' qualifications framework and occupational curricular for all trades increased 2.1.6 TVET quality assurance standards implemented at all levels 2.1.7 Qualified and certified TVET instructors retained and incentivised 2.1.8 Number of HEI academic staff having pedagogical accreditation increased 2.1.9 Number of HEI academic staff who have PhDs increased 2.1.10 Number of HEI academic staff participate in mentoring programmes increased 2.1.11 Number HEI courses benchmarked against regional/international standards increased

2.2	**Improve management and deployment of teachers in order to attract and retain high quality teachers in the teaching profession**	2.2.1 Increase in pupil-trained teacher ratio in primary and secondary
STRATEGIC PRIORITY 3: STRENGTHENED STEM ACROSS ALL LEVELS OF EDUCATION IN RWANDA TO INCREASE THE RELEVANCE OF EDUCATION		
No.	**Outcomes**	**Outputs**
3.1	**STEM strengthened across all levels of education**	3.1.1 use of local resources in teaching science in primary schools improved 3.1.2 laboratory facilities in STEM schools increased 3.1.3 STEM Schools of Excellence established in every district 3.1.4 Careers guidance provided in lower secondary school increased 3.1.5 Number of poorer students and girls receive scholarships to pursue higher education courses especially STEM increased
STRATEGIC PRIORITY 4: ENHANCED USE OF ICT IN TEACHING AND LEARNING TO SUPPORT THE IMPROVEMENT OF QUALITY ACROSS ALL LEVELS OF EDUCATION IN RWANDA		
No.	**Outcomes**	**Outputs**
4.1	**ICT strengthened across all levels of education**	4.1.1 Primary and secondary schools as well as TVET and higher education institutions are equipped with smart classrooms 4.1.2 Enhanced teaching skills in ICT across all levels 4.1.3 Digitalised content for TVET curricula available and in use 4.1.4 HEI programmes digitalised and available online.
STRATEGIC PRIORITY 5: INCREASED ACCESS TO EDUCATION PROGRAMMES ESPECIALLY AT PRE-PRIMARY, TVET AND HIGHER EDUCATION		
No.	**Outcomes**	**Outputs**
5.1	**All children complete school readiness programmes**	5.1.1 Increased number of pre-primary schools 5.1.2 Increase in number of pre-primary schools trained and salaried staff 5.1.3 Community and parental education programmes for early learning provided
5.2	**Increased number of students enrolled in TVET and higher education programmes**	5.2.1 Enrolment in TVET increased. 5.2.2 50% of all HEI programmes available through ODeL 5.2.3 Availability of modular and part-time higher education programmes increased 5.2.4 Bridging (foundational year) programmes for school/TVET leavers, particularly in STEM subjects increased.
5.3	**Increased litaracy rate**	5.3.1 Decrease the number of illiterate people 5.3.2 Increased access to reading materials for neo-literates 5.3.3 Increased numbers of adult literacy instructors appropriately trained

STRATEGIC PRIORITY 6: STRENGTHENED MODERN SCHOOL INFRASTRUCTURE AND FACILITIES ACROSS ALL LEVELS OF EDUCATION IN RWANDA		
	Outcomes	**Outputs**
6.1	**All schools, TVET institutions and HEIs have appropriate infrastructure, facilities and resources**	6.1.1 Number of schools which have electricity increased 6.1.2 Number of schools which have water and sanitation facilities increased 6.1.3 Investment in TVET and HEI infrastructure and facilities increased
STRATEGIC PRIORITY 7: EQUITABLE OPPORTUNITIES FOR ALL RWANDAN CHILDREN AND YOUNG PEOPLE TO ALL LEVELS OF EDUCATION		
No.	**Outcomes**	**Outputs**
7.1	**Ensure gender parity to participation and achievement at all levels**	7.1.1 Public awareness of the different barriers for boys and girls completing education raised 7.1.2 Number of teachers trained in gender-responsive pedagogy increased 7.1.3 Percentage of female TVET trainees and trainers increased 7.1.4 HEIs adopt and implement Girls Education
7.2	**Increased participation and achievement of children with SEN at all levels**	7.2.1 Community campaigns conducted in all schools to change attitudes towards education of LwD 7.2.2 Number of schools/colleges that meet standards of accessibility for LwD increased. 7.2.3 Number of schools/TVET institutions and HEIs have adapted teaching and learning materials for learners with SEN increased. 7.2.4 All TTCs and TTIs include component on inclusive education and teachers are also provided with in-service and CPD opportunities 7.2.5 All schools have at least one teacher competent in inclusive education 7.2.6 All teachers identify learners with SEN and take action to ensure needs are met 7.2.7 Additional special provided in schools and/or special units within schools for children with severe learning needs 7.2.8 Supply of assistive devices and services to support access and learning of LwD and those with SEN increased. 7.2.9 Number of children with SEN sitting for national exams increased.
7.3	**Increased participation and achievement of children from poorer income quintiles at all levels**	7.3.1 Use of EICV and other households survey, data disaggregated by income quintiles to target retention through primary school and transitioning to secondary school and beyond 7.3.2 Number of learners from poorer income quintiles completing primary and secondary increased. 7.3.3 Remedial support provided to the learners with learning difficulties and slow learners to raise their perfomance

STRATEGIC PRIORITY 8: MORE INNOVATIVE AND RESPONSIVE RESEARCH AND DEVELOPMENT TO COMMUNITY CHALLENGES		
No.	**Outcomes**	**Outputs**
8.1	**Increased research and development that responds to community challenges with innovative approaches**	8.1.1 Number of locally produced and published research/studies that are relevant to the socio-economic development of Rwanda increased.
STRATEGIC PRIORITY 9: STRENGTHENED GOVERNANCE AND ACCOUNTABILITY ACROSS ALL LEVELS OF EDUCATION		
No.	**Outcomes**	**Outputs**
9.1	**Improved leadership in schools, TVET and higher education institutions, as well as administration, management and support services**	9.1.1 Number of school, TVET and HEI leaders trained and mentored in leadership increased.
9.2	**Improved public-private partnerships in education**	9.2.1 Encourage public-private partnerships to expand cost-effective provision (including . infrastructure) at pre-primary leve , TVET and HEIs 9.2.2 More TVET institutions linked with local communities and private sector, particularly in financing and work placements strengthened 9.2.3 Credible income-generating strategies developed in Public HEIs.
9.3	**Improved linking of central and decentralised education planning**	9.3.1 Increase in number of district education plans and Mayor *imihigo* which are aligned to ESSP priorities 9.3.2 All schools, TVET and higher education institutions have active and supportive systems of accountability and are inspected regularly supported by real-time data

3.3 Mainstreaming of cross-cutting issues

The Rwandan education system faces a number of challenges which are not limited to one sub-sector but are present throughout the system. They relate to the following cross-cutting issues:

- Gender, SEN and inclusive education.,
- School health, hygiene, sanitation, environmental protection and climate change,
- HIV/AIDS prevention, life skills and sports,
- Institutional capacity building,
- Regional integration and international benchmarking.

The above themes are relevant at all levels of education and require close partnership with different Government ministries and other stakeholders to ensure coherence. This section provides details on each of these cross-cutting issues and ways of mainstreaming them as part of the delivery of education services in Rwanda.

3.3.1 Gender, SEN and inclusive education

In this ESSP, the provision of equitable learning opportunities to all, and in particular to girls, children and youth with disabilities, and other pupils that demonstrate special attention, has been considered as one of the key sector strategic priorities, with its own related outcomes. Policy priorities, desired outcomes and activities to achieve these outcomes are covered in Section 3.1. Overall, all learning institutions are expected to be inclusive in their approach, to ensure all children and young people are enrolled and progress in their education. The new competence-based curriculum for all the sub-sectors of education has adequate measures for promoting inclusive and equitable education.

3.3.2 School health, hygiene, sanitation, environmental protection and climate change

These factors are all interrelated, and efficient implementation of them will result in improved learners' well-being. A standard package covering all these factors will be developed through the schools' quality assurance system. This will cover the development of school farms; sanitation facilities; access to clean water; nutrition; de-worming provisions; the waste disposal system; and use of energy. The Government will develop a national school feeding/gardening programme that is owned by communities, including the provision of milk to primary pupils. This will be achieved in collaboration with the Ministry of Agriculture (MINAGRI), development partners and districts. The competence-based curriculum will also ensure that learners acquire adequate understanding and positive implementation strategies in respect of environmental factors affecting climate change. The key focus will be the acquisition of the knowledge and skills necessary to mitigate environmental risks and for environmental responsibility to be taken by all.

3.3.3 HIV/AIDS, life skills and sport

Schools are one of the principal forums through which HIV/AIDS can be prevented. This central role is part of a multi-sectoral response to HIV/AIDS prevention through increasing awareness and enabling a positive attitude to HIV/AIDS via the curriculum, teacher training, peer education, debating and life skills clubs. The development of life skills and peace education are important aspects of personal development and are integrated into the teachings of different subjects. However, it is important that students understand the connections and coherence between HIV/AIDS, life skills and sports. There will be collaboration with the Ministry of Health (MoH) on this and on other initiatives to support good health practices in the home and at school. Schools and learning institutions will be required to have adequate playgrounds and facilities to positively engage children and youth as part of their co-curriculum learning programmes. In addition, they will also be encouraged to offer more guidance and counselling services; life skills development programmes; peace education; and creative arts and drama.

3.3.4 Institutional capacity building

Institutional capacity building and system strengthening are key cross-cutting issues that are critical to the development of an efficient and cohesive, harmonised education system that uses a sector-wide approach. The strategic priorities, desired outcomes and implementation strategies for strengthening capacity among staff at all levels of education management to support high quality, efficient planning, delivery and monitoring of education services are reflected in Chapter 3, particularly in the sections discussing Strategic Priority 9 and its associated outcomes.

3.3.5 Regional integration and international benchmarking

Regional integration and international benchmarking of quality standards are integral parts of Rwanda's plans for economic development. They form the sixth pillar of Rwanda's *Vision 2020* and are embodied in Rwanda's decision to join the EAC in 2007. Since joining the EAC, there has been deliberate and concerted effort to ensure cooperation in education through the harmonisation of educational aims and objectives, curricula, examinations, qualification frameworks and accreditation systems. In the previous ESSP, Rwanda worked with regional counterparts and other relevant EAC statutory bodies, such as the East African Commission for Science and Technology (EASTCO), to organise periodic high-level policy fora for deeper integration and exchange of innovations and good practice in various sub-sectors of education. In addition, there has been a flexible exchange of experts, such as English trainers, language teachers and mentors to support the regional integration.

This ESSP will continue previous initiatives through the establishment of a coordinated support strategy that is based on an agreed-upon results framework with key performance indicators and targets to measure progress in regional cooperation (regional roadmap matrix). The February 2017 ministerial SDG 4 regional forum for East Africa, held in Dar Es Salam, re-affirmed the need for closer cooperation in education.

To realise the wider social and economic development aspirations of Rwanda it is critical that Rwandan citizens have sufficient and appropriate skills, competencies, knowledge and attitudes. The best strategy to develop these competencies and to gain comparative advantage is through robust inclusive, high quality and relevant education that is benchmarked with regional and international standards. The GoR will ensure that education provision, such as curricula, training, qualification frameworks and accreditation systems for all levels, and in particular for TVET and higher education, will meet international standards. Many of the strategic priorities and associated outcomes and activities have a strong focus on regional and international integration.

CHAPTER 4: IMPLEMENTATION

4.1 Summary

This ESSP provides the overarching strategic framework and rationale behind the sector priorities for the next seven years. It applies costings (Chapter 6) to these outcomes and outputs, taking into account the continued running cost of the sector in terms of salaries and other fixed and regular expenditures. Actual implementation of the ESSP will be carried out through various entities with responsibility for service delivery: at the central level, MINEDUC, REB, WDA, HEC, UR, RP and the Rwandan National Commission for UNESCO (CNRU), and at the decentralised levels the 30 districts and their respective sectors and the many points of delivery,– schools, TVET and higher education institutions. Detailed programmes and budgets for implementation will be developed by these institutions in their annual workplans. The ESSP provides the starting point for this level of planning and the priorities established in the ESSP will be taken forward in these respective institutional plans.

4.2 Sequencing of interventions

The full sequencing of interventions will be developed in the respective institutions' (MINEDUC, REB, WDA, HEC, UR, RP and CNRU) business plans and annual workplans. A detailed strategy for higher education is currently being prepared with support from the Swedish International Development Cooperation Agency (Sida).

A number of prior activities are required to establish or further develop processes that will be used to monitor performance of the ESSP. These are described in more detail in Chapter 5 (M&E) but it is important to stress the importance of early and rapid progress in rolling out a number of performance assessment frameworks that will provide the necessary benchmarks to measure progress.

4.3 Roles and responsibilities of partners and stakeholders

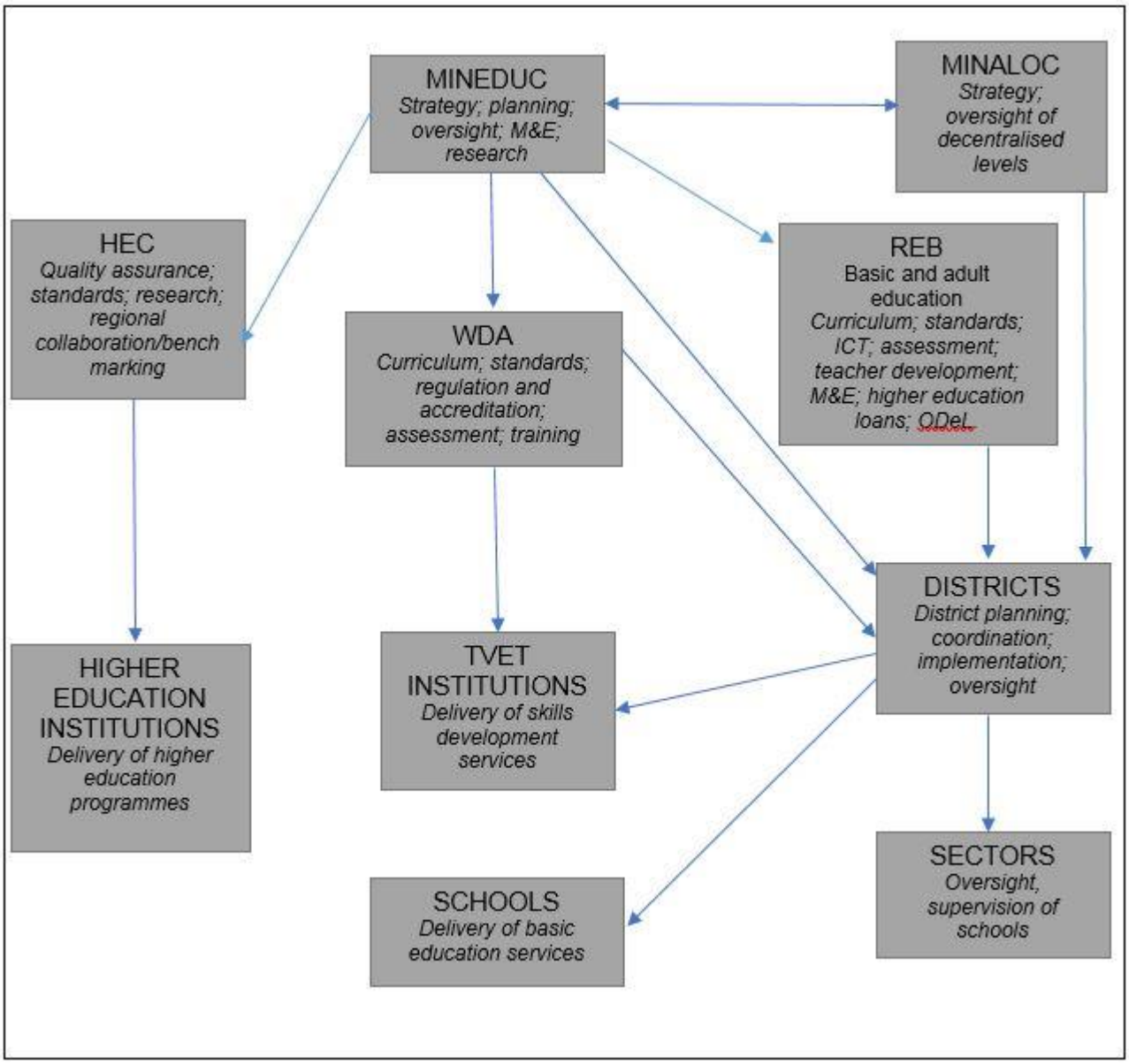
4.3.1 Central level

Delivery of education in Rwanda is shared across a range of stakeholders at central and decentralised levels. Central to effective implementation of policy is MINEDUC and its six agencies: REB, WDA, RP, HEC, UR and CNRU. These agencies work in close cooperation with development partners: major donors, UN organisations, NGOs and CSO, including faith-based and charitable organisations. The private sector is similarly an important player in education. Some of MINEDUC's agencies have recently taken on new or additional responsibilities (e.g. WDA and RP in the area of TVET) and need to have their capacity strengthened to ensure effective implementation of this ESSP.

An institutional overview of the education sector is provided in Annex 4. Figure 7 provides a diagrammatic summary of how the main responsibilities are shared across the key institutions and levels. MINEDUC has overall responsibility for education policy, strategic planning, regulation and monitoring, and as such is the principal owner of the ESSP. MINEDUC has direct responsibility for reporting to MINECOFIN on sector progress and performance, using the key outcome indicators of the ESSP. Further responsibilities rest with the three semi-autonomous agencies, whose respective mandates include the establishment and monitoring of standards, development and promulgation of curriculums, leading on learning assessment and examination, and facilitating staff development through establishing professional standards and provision of professional development opportunities.

Frontline responsibility for delivery of education services rests with the schools, TVET and higher education institutions. In the case of both basic education (schooling from pre-primary to upper secondary) and TVET, immediate oversight of these institutions, rests with District Councils, under the direction of district mayors. Communities play an important role in providing additional oversight and ensuring accountability through the functioning of SGACs.

Figure 6: Roles and responsibilities for ESSP implementation[1]



4.3.2 Decentralised level

Districts play a key role in the delivery of education, providing the link between national policy and strategy and local schools. District priorities and programmes are articulated in DDPs, which include education priorities and activities. Districts are responsible for the recruitment and transfer of teachers, as well as the appointment of head teachers. The DDE is the focal point for education at the district level. District Education Department are part of the local Government establishment at district level and are employed by MINALOC and report to the district mayors. At the sector level, SEOs carry out day-to-day management of education, though they also frequently carry out other work. Districts, along with their respective sectors, provide the routine oversight of schools and teachers.

There is an expected, though not often clearly evident, link between DDPs and the ESSP. Previous ESSPs have identified this as a significant risk and this issue is addressed under Strategic Priority 9 in this ESSP, which aims to improve planning and coordination to ensure alignment of DDPs and the ESSP. This disconnect was frequently referenced during the district-level consultations during the

[1] Under ongoing restructuring, WDA will retain responsibility for quality assurance and standards, and a new body, RP, will be responsible for implementation guidance. TVET schools will be under the ownership of districts. The restructuring process is expected to take up to two years.

development of this ESSP and strategies were proposed to mitigate it. These included the need to develop district Education strategic plan and disminate the ESSP summararised version to decentralised levels. This would provide a clear and accurate guide to effective implementation at the decentralised levels. This district guide to ESSP should summarise the core outcomes and targets of the ESSP, set out how these should be reflected in District Education Strategic Plan (DESPs) and indicate the actions associated with effective monitoring and supervision.

A major driver of performance of staff at all levels of education are the *performance contract*. Ensuring that *performance* contracts for key staff (DDE, DEOs and SEOs) are aligned with ESSP priorities will contribute greatly to achieving the ESSP outcomes and will be particularly influential in supporting improvement in educational quality, school leadership, inclusive education and community engagement.

4.3.3 Allocation of financial resources

The education budget is allocated at the central level and earmarked for each district. The majority of funds have historically been allocated at the central level. However, by 2014/15, earmarked funds overtook the central budget. Major components of earmarked funds include teacher salaries, capitation grants and school feeding. funds. Capitation grants are given via districts to schools based on the number of children in each school, enabling equitable targeting of resources. Districts also receive funds for the construction of classrooms, with funds allocated in line with MINEDUC EMIS and school mapping data, together with consultation with concerned districts to identify districts and schools with a need for infrastructure.

Under Strategic Priority 9, and particularly Outcome 9.3, there is a focus on ensuring better linkages between the ESSP and district education plans. This will help to ensure that where particular districts are underperforming against key education metrics, additional support – and, where appropriate, additional finances – can be provided in a targeted way.

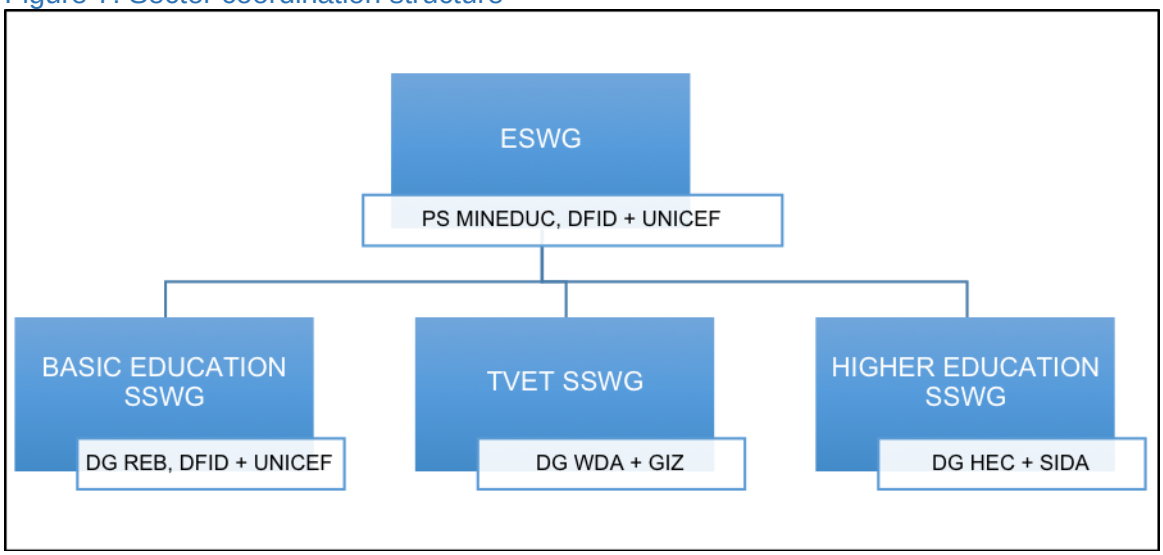
4.4 Coordination and information sharing

Rwanda enjoys strong and open relationships with its development partners, and coordination is well structured and organised through four main sector working groups, each co-chaired by a Director General (DG) on the part of GoR and a senior educationalist from the development partners.

Membership of these working groups is drawn from senior managerial and technical officers from GoR and supporting development partners, NGOs and CSOs. The coordination mechanisms are highly inclusive, with NGOs and CSOs organised under the Rwanda Education NGO Coordination Platform (RENCP). The coordination structure and processes are set out in a memorandum of understanding that embodies a set of partnership principles that commit to openness, transparency and a division of labour that plays to relative strengths and interests and reduces otherwise heavy transaction costs. The effective and collegiate relationships amongst development partners enable a consistent and streamlined dialogue with the central Government agencies, which in turn contributes to greater policy coherence.

At the highest level, coordination is affected through the Education Sector Working Group (ESWG), co-chaired by the Permanent Secretary (PSMINEDUC), UK Department for International Development (DFID) and UNICEF. This meets quarterly, with special *ad hoc* meetings convened as required. Three further SSWGs convene around the three sub-sectors: basic education, TVET and higher education. The SSWGs meet on a regular basis, usually monthly, though *ad hoc* meetings may be convened at other times, as determined by need.

Figure 7: Sector coordination structure



Additional technical working groups are formed under each of the SSWGs: these handle specific areas of interest and priority, some of which are largely associated with externally funded programmes.

4.4.1 Coordination with other Ministries

There are a number of areas where the delivery of certain aspects of education services falls across one or more Government ministry. Effective coordination of planning, implementation and monitoring is essential to ensure efficient use of resources – financial, physical and human – and to avoid wasteful duplication of effort. Coordination relies upon both effective formal structures, such as coordinating committees, task forces etc., as well as more informal collaboration on a day-to-day basis between key agents and stakeholders. The main areas of cross-sectoral coordination are summarised in Table 8.

Table 8: Summary of key areas of coordination with other ministries

Area	Ministries with different responsibilities
School readiness [Strategic Priority 5 and Outcome 5.1]	Responsibility for ECD, which covers children from birth to age six, and therefore includes early childhood education from ages four to six), falls across several ministries, including MoH. MIGEPROF, MINAGRI and MINALOC. Delivery of pre-schooling can be within ECD centres or within formal primary schools.
Educational infrastructure, including water and electricity [Strategic Priority 6 and Outcome 6.1]	Overall responsibility for national infrastructure, including the establishment of basic building norms and safety standards, rests with the Ministry of Infrastructure (MININFRA). Issues related to the connection of schools to the electricity grid, as well as water and sanitation facilities, require coordination with MINEDUC. For water and sanitation, MoH is also an important stakeholder.
Gender, children and young people with SEN and LwD [Strategic Priority 7 and Outcomes 7.1 and 7.2]	MIGEPROF is the key policy-making ministry and has overall responsibility for women's empowerment and participation in society. Coordination with MoH on the identification, assessment, inclusion and well-being of children and young people with SEN and LwD is critical.
TVET, higher education and regional integration [Strategic Priority 1 and Outcome 1.3; Strategic Priority 5 and Outcomes 5.2 and 5.3]	MINICOM and MIFOTRA are important partners for TVET and higher education in particular. Effective coordination ensures that the link between education and employment is enhanced. There is a need to ensure clear linkages and coherence between this ESSP and other strategic plans with skills development elements, such as the private sector development strategy, youth employment strategy, etc.

ICT [Strategic Priority 4 and Outcome 4.1]	The Ministry of Information Technology and Communications (MITEC) has overall responsibility for policy and coordination of ICT in Rwanda. ICT will continue to play an increasing role in enhancing the quality of teaching and learning at all levels, and in increasing access to higher education though the increased availability of virtual leaning and online programmes.
PPPs [Strategic Priority 5 and Outcome 9.2]	MINICOM and MIFOTRA are both key to the successful identification and development of PPPs in education. PPPs have a dual purpose: to strengthen the relevance of programmes as well as bringing in additional resources (human, physical and financial).

4.5 Information sharing

The Senior Management Team for Education meets regularly (usually weekly) and reviews progress and issues. It is chaired by the Minister of Education and attended by the Minister of State for Primary and Secondary Education, the Minister of State for TVET, and all DGs., ED and VCs. Others may be requested to make special presentations.

At the technical level, information sharing is done through the ESWG and SSWGs (see above). These are the major fora for information exchange, for the presentation of reports and the groups though which responses to reports are channelled and organised.

Twice yearly, the JRES takes place to review progress and agree priority actions for the coming period. The JRES process is described in Chapter 5 M&E.

Increasing use of IT is now being made on web-based information and MINEDUC, REB, WDA and HEC all have websites which provide open access to policy documents, rules and regulations, resources, including manuals and guidance documents, major reports and regular news updates. The organisation and contents of these websites have improved considerably over the period of the previous ESSP 2013/14–2017/18.

4.6 Risk analysis

4.6.1 Risk assessment

Tables 10 and 11 summarise the main risks associated with each of the sector strategic priorities and each of the sector outcomes and assess both the likelihood (L) of the risk materialising and the potential impact (I) that the risk would have on achieving the outcome. The combination of likelihood and impact provides an overall (O) assessment of the risk, where a score of 5 represents the most serious level of risk and 1 the lowest.

Table 9: Risk assessment explanation

Likelihood of occurring	High	3	4	5
	Medium	2	3	4
	Low	1	2	3
		Low	Medium	High
		Potential impact		

4.6.2 Overall summary of risks

The overall risk assessment for the ESSP is **MEDIUM.** This is based on an aggregation of risks contained in the following tables. The more major risks (rated 4) are associated with Strategic Priorities 1 (quality of learning), 2 (teacher CPD), 7 (equity) and 9 (governance).

Table 10: Overall summary of risks

	5	4	3	2	1	Overall
Generic risks affecting multiple outcomes	3	4	10	1	0	**3.4**
Risk specific outcomes						
Strategic Priority 1: Enhanced quality of learning outcomes that are relevant to Rwanda's social and economic development		1.1, 1.2	1.3			**3.7**
Strategic Priority 2: Strengthened CPD and management of teachers across all levels of education in Rwanda		2.1	2.2			**3.5**
Strategic Priority 3: Strengthened STEM across all levels of education in Rwanda to increase the relevance of education for urban and rural markets			3.1			**3**
Strategic Priority 4: Enhanced use of ICT to transform teaching and learning and support the improvement of quality across all levels of education in Rwanda			4.1			**3**
Strategic Priority 5: Increased access to education programmes, especially at pre-primary, secondary, TVET and higher education levels, in Rwanda		5.1	5.2	5.3		**3**
Strategic Priority 6: Strengthened modern school infrastructure and facilities across all levels of education in Rwanda			6.1			**3**
Strategic Priority 7: Equitable opportunities for all Rwandan children and young people at all levels of education	7.3		7.1; 7.2			**3.7**
Strategic Priority 8: More innovative and responsive research and development in relation to community challenges			8.1			**3**
Strategic Priority 9: Strengthened governance and accountability across all levels of education	9.2; 9.3		9.1			**4.3**

4.6.3 Risk matrix

There are a number of risks that apply to more than one outcome and therefore that have the potential to significantly affect the delivery of education and the extent to which the aspirations of the ESSP will be met. The foremost of these generic risks are given in Table 11. The specific outcomes to which these apply are stated and this is factored into the overall assessment of risk, in combination with the outcome-specific risks identified in Table 12.

Table 11: Generic risks affecting multiple outcomes

#	Identified risk	Severity			Outcomes affected	Mitigation strategies
		L	I	O		
1	Low levels of motivation and remuneration of primary/pre-primary teachers	**M**	**H**	**4**	1.1, 1.2, 2.1, 2.2, 3.1, 5.1, 5.2, 5.3 7.1, 7.2, 7.3 9.1, 9.3	Payments and incentives to teachers increased
2	Financial resources are constrained and insufficient to fully fund the ESSP, resulting in partial and potentially inequitable distribution of benefits	**H**	**H**	**3**	All, especially 1.1, 2.1, 3.1, 4.1, 5.1, 5.2, 6.1, 7.1, 7.2, 7.3, 9.1	See below
3	Decisions on prioritisation of investments in light of constrained resources with insufficient evidence	**M**	**M**	**3**	All	Availability of evidence, including value for money
4	MINEDUC and agencies lack hormonized system to develop and mobilise quickly the required changes to the processing and measurement of key composite indicators to enable more effective monitoring of the ESSP	**M**	**L**	**2**	All, especially quality related 1.1, 1.2, 1.3,	Technical support for improved data collection and management
5	Limited coordination between Government agencies on cross-cutting issues (e.g. gender, health, employment, environment) leads to inefficient implementation	**L**	**L**	**2**	All	Systems strengthened for inter-ministry and intra- agency cooperation through regular coordination meetings and steering groups
6	Limited coordination of development partner activities	**L**	**L**	**2**	All	Close coordination of development partners' inputs allows for improved coverage and overall effectiveness
7	DDPs do not align with the ESSP	**M**	**M**	**3**	All	Improved communication of ESSP, including redacted versions specifically addressing district-level issues. Improved liaison between MINEDUC and MINALOC. DEO training and support in education planning

Table 12: Outcome-specific risks

#	Sector outcome	Identified risks	Severity of risk			Mitigation strategy
			L	I	O	
1.1	All learners achieve basic levels of literacy and numeracy in early grades and beyond	• Insufficient materials at the appropriate level for learners • Insufficient teacher competency • Learners do not attend school readiness program • Limited capacity to deliver using the language of instruction	H	H	5	• Minimum standard package of materials to be supplied • Teachers trained and mentored • Strenghten teacher training in English
1.2	All learners enter primary school at the correct age and successfully complete 12 years of basic education	• Learners continue to drop out • Learners do not understand language of instruction (P4-S6) • GER continues to be high, repetition continues at existing levels • Well-qualified teachers do not take posts in rural areas • Learning achievement for most vulnerable groups remains low	H	M	4	• Communication and public awareness campaign • Provide teachers with incentives to work in rural areas • Remedial programmes for under-performing, learners • Improved teaching and learning outcomes raise motivation to continue • Strengthened English language teaching in early grades
1.3	TVET and HEI programmes are responsive to both labour market needs and Rwanda's social and economic development	• Labour market information not utilised properly, resulting in failure to effectively link course content and delivery to job market • Engagement with business and industry is weak • Low public perceptions of TVET as a preferred option	M	M	3	• Links to labour market signalling/observatory established • Links with industry promoted through cross-ministry initiatives • Communication and public awareness campaigns promote TVET
2.1	All schoolteachers,	• Teachers do not	M	H	4	• Mentoring programmes

#	Sector outcome	Identified risks	Severity of risk			Mitigation strategy
			L	I	O	
	TVET instructors and higher education lecturers have appropriate levels of competencies to deliver the curriculum	easily adopt new pedagogical practices • Teachers' English language skills are lacking • Weak capacity in schools/colleges to use ICT effectively • Competency assessment frameworks under-developed and weakly applied				support teachers to change practices • Teachers provided with mentoring support in English
2.2	Improved management, welfare and deployment of teachers in order to attract and retain high quality teachers in the teaching profession	• Potential for teacher attrition or low teacher motivation • Not being able to attract high quality teachers	**M**	**M**	**3**	• Continue with provision of non-monetary incentives for teachers • Provide CPD opportunities and clear career pathways
3.1	STEM strengthened across all levels of education	• Lack of infrastructure and resources • Limited numbers of learners with sufficient prior learning coming through to higher levels • Teachers, instructors and lecturers lack adequate knowledge and skills • More skilled teachers move to better paying private sector jobs	**M**	**M**	**3**	• Use of locally available teaching/learning resources, especially at earlier grades • Resource sharing and establishment of schools specialising in core subjects • Teacher training, mentoring and CPD opportunities • Incentives to attract and retain high performing teachers • Links with industry enables skill-sharing; using industry expertise and facilities to enhance programmes
4.1	ICT strengthened across all levels of education	• Expensive infrastructure, electrification and connectivity	**H**	**M**	**3**	• Link in with broader GoR activities in ICT and plans for electrification
5.1	All children complete school readiness programmes	• Limited resources to provide quality three years of pre-primary program	**M**	**H**	**4**	• Diversify provision to include formal public schools, private schools and community approaches

#	Sector outcome	Identified risks	Severity of risk			Mitigation strategy
			L	I	O	
		• Failure to attract and retain suitable teaching staff • Lack of teaching and learning resources • Quality of pre-schooling is low and fails to provide desired levels of readiness				• Attract teachers by introducing salary scale and provide capitation grants to improve quality • Engage all stakeholders: DPs, NGOs, CSOs, FBOs to play their role to ensure infrastructure is available to increase access to Pre Primary Education
5.2	Increased number of students enrolled in primary, secondary, TVET and higher education	• Roll-out of ODeL and modular course options insufficient or too slow • Insufficient students exit secondary school with requisite grades for admission to HEIs • Insufficient financial resources; costs too high for poorer students	**M**	**M**	**3**	• Strategies to improve learning at secondary and primary levels are effective • Ensure equitable allocation of grants; HEIs develop cost-sharing and income-generating strategies
5.3	Increased adult literacy and numeracy	• Insufficient demand for classes • Insufficient supply of classes, materials and well-trained tutors	**M**	**L**	**2**	• Communication and public awareness campaign • Strengthen provision to meet demand
6.1	All schools, TVET and higher education institutions have appropriate infrastructure, facilities and resources	• Limited financial resources to provide and maintain investments • Risk that high costs of ICT squeeze out other resources and investment fails to result in improved learning • Insuffient asset management skills • Schools unable to	**M**	**M**	**3**	• Equitable financial distribution and sound prioritisation • Ensure effective initial and ongoing training and support • Maintain feasible proportion in budget • Establish rigorous M&E, and respond to evidence • Institutions have asset management programmes and recurrent budgets for maintenance • Private/community partnerships support schools •

#	Sector outcome	Identified risks	Severity of risk			Mitigation strategy
			L	I	O	
		meet recurrent costs of ICT investments, e.g. electricity, Internet charges, disposables, repairs and upgrades				
7.1	Ensure gender parity in participation and achievement at all levels	• Cultural attitudes towards gender and prevailing social norms prevent girls from participating on an equal basis at higher levels of education	**M**	**M**	**3**	• Communication and public awareness campaigns; teachers trained in gender-responsive pedagogy; mainstream gender issues across the system • Greater number of female staff in HEIs and TVET institutions provide role models
7.2	Increased participation and achievement of children and young people with disabilities and SEN at all levels	• The environment and attitudes towards children and young people with SEN prevent their enrolment and participation • Lack of trained teachers and specialists to provide SEN support in an inclusive environment	**M**	**M**	**3**	• Communication and public awareness campaigns; mainstreaming inclusive education and special needs education across the system • Training and support for teachers
8.1	Increased research and development that responds to community challenges with innovative approaches	• HEI courses do not contain sufficient research and development • Lecturers have insufficient time to undertake research due to teaching commitments and few have PhDs • Absence of research culture • Limited capacity to write research grants and to publish	**M**	**M**	**3**	• Embed research into courses so that students and lecturers have a joint responsibility and incentive to undertake research • Set research tasks as a core task for lecturers • Develop strategies for incentivising research; intergrate research performance indicators in performance contracts; PhD training for staff; capacity building in publishing and grants proposal writing; Improve research infrastructure; Increase targeted and competitive research funding; promote PPPs and Triple Helix initiatives
9.1	Improved leadership in schools, TVET	• Insuficient	**H**	**H**	**5**	• Allocation of adequate budget

#	Sector outcome	Identified risks	Severity of risk			Mitigation strategy
			L	I	O	
	and higher education institutions, as well as administration, management and support services	resources at district and sector level to establish routines for regular school monitoring and supervision • Data and information from schools are not effectively collated, analysed and used for improvement				• Real-time data collection by sector and district officials and strengthened school leadership • Buy-in of senior managers at central and district levels, establish imperative for reporting, with recognition of good performers and sanction/support for poor performers
9.2	Improved PPPs in education	• Insufficient incentives for private sector engagement •	**M**	**H**	**3**	• Engagement of community and religious groups • Close collaboration with MINICOM and MIFOTRA • Incentives, including tax breaks, to encourage private sector investment/sponsorship
9.3	Improved linking of central and decentralised education planning	• District plans and mayor *performance contract* are not aligned to this ESSP	**H**	**H**	**5**	• Disseminate summary version of ESSP Develop District Education Strategic plan and develop communications strategy, with key actions to ensure better linking of central and decentralised education planning

CHAPTER 5: MONITORING AND EVALUATION

5.1 M&E arrangements

5.1.1 Roles, responsibilities and key processes

MINEDUC, through the Directorate General of Education Policy and Planning, assumes the overall lead for M&E. It is responsible for producing the annual Education Statistical Yearbook (ESY), which provides the basic data on enrolment, schools, facilities and teachers. The ESY usefully also shows trend lines that reveal changes in performance on key indicators. The key agencies, REB, WDA, RP and HEC, also undertake substantial M&E activities and report quarterly to MINEDUC. It should be noted that all data for the indicators of this ESSP will be disaggregated where applicable by gender, district and disability.

The JRES provides the high-level monitoring of progress against the targets of the ESSP. These twice-yearly reviews are mandated by MINECOFIN and are a key part of the education sector's accountability for its resources and results.
The backward-looking JRES normally takes place in November or December. As the name implies, this JRES assesses progress against the ESSP/EDPRS targets, reviews budget execution, reviews progress against the recommendations of the previous JRES, identifies priorities for the coming financial year and provides updates on policy development and recent analysis.

The forward looking JRES is usually held around the middle of the year, in June. Its focus is on planning and policy actions, with target setting for the coming year being a key output. The forward looking JRES also specifies any analytical studies or reviews to be undertaken. It also reviews both physical and financial progress.

At the district level, progress on the DDP is regularly monitored through the Joint Action Forums. On a day-to-day basis, there is coordination between the DDEss, MINEDUC school inspectors and central MINEDUC, REB, WDA and RP staff. Whilst there is a generally good level of basic quantitative data form schools and districts, there is a shortage of more qualitative information generated through the regular supervision and inspection visits to schools. This ESSP commits, under Strategic Priority 5: Strengthened Governance and Accountability, to strengthen the monitoring and supervision of schools, developing far closer collaboration between the various actors at district and sector level through introducing new routines based on the collection, reporting and use of real-time data on key indicators. Establishing and utilising competence-based performance frameworks to assess teachers and school leaders will require greater coordination of effort and information across district, regional and central stakeholders.

5.1.2 Coherent implementation and monitoring at central and decentralised levels

This ESSP identifies nine strategic priorities, 17 outcomes and many related activities. Key performance indicators are identified for each of these strategic priorities and will serve as the basis for continuous monitoring of progress. Various system and process implementation structures are covered in Annex 4 of this ESSP, and this includes both central and decentralised levels, both of which have important roles to play in planning, monitoring and evaluation.

Through consultations with the decentralised structures, MINEDUC has developed this ESSP, including the accompanying M&E framework (the Sector Monitoring Matrix). Similarly, it is expected that at district level the decentralised structures led by district mayors, in collaboration with the DDE, DEO and SEO, will also develop district education plans, which are expected to be consistent with the strategic priorities, outcomes and outputs of this ESSP.

The national-level M&E structures and processes of this ESSP will include MINEDUC's Senior Management Team, chaired by the Minister of Education, the ESWG, SSWGs, the JRES mechanism, an MTR of the ESSP and a final review.

Through the above structures and processes, MINEDUC will:

- provide capacity development to ensure the effectiveness of the decentralised structures;
- support implementation and actions identified to address challenges at all levels;
- coordinate progress reports outlining achievements and challenges against the targets in the district education plans;
- inform and adjust the strategic direction of the education system; and
- develop a balanced and equitable education system.

To operationalise this ESSP, each of the MINEDUC implementing agencies and SSWGs will have annual operational plans that are linked to the objectives and outcomes of the ESSP. This will identify responsibilities, budget implications and financial resources that will be allocated. A similar process will be followed at district, sector and school levels. However, within the decentralised system, there will be greater autonomy and flexibility to choose and balance priorities outlined in the ESSP, based on district context and challenges.

All reviews will adopt outcome-based monitoring and will focus on the achievements of the indicators in the Sector Monitoring Matrix (see Annex 2). All levels and sub-sectors will be continuously monitored in a sequential manner so that system-wide achievements are documented in a coherent and cohesive manner.

Capacity development support will be provided by MINEDUC and its agencies to DDEs, DEOs and SEOs at district level so that there is common understanding of what needs to be done and measured. Whilst it is acknowledged that the ESSP is comprehensive in terms of identifying all the challenges facing the education sector, the district plans will identify specific contextual challenges and will set specific action plans geared towards overcoming these challenges.

The national EMIS will create comparative data across all districts that will inform resource allocation and affirmative actions to reduce disparities in achievements. In addition, other feasibility studies and reports, such as the TVET tracer studies, programme/project reports, higher education research, or international global reports, will be used as a source of data for the M&E exercises.

5.1.3 Supplementary indicators

The MTR of the previous ESSP recommended a reduction in the number of key indicators through which performance is measured, and the introduction of a layered approach, with a level of supplementary indicators supporting the priority ones.

Several of the outcomes and related outputs in this ESSP require the development and application of new instruments to better measure performance. This ESSP will have a balance of input-related indicators and outcome-output related indicators that capture actual performance against agreed competencies and standards. Assessment frameworks, based on the ability to be able to effectively deliver the curriculum, for teachers, instructors and lecturers will be developed and used. Specific measures of competencies in ICT and English will be used. Effective leadership will similarly be measured through assessment of actual practice, and not simply the completion of training or possession of a certificate. Finally, a more meaningful composite indicator on the physical status of schools, combining a range of indicators, will be used, reporting the proportion of schools within a range of categories below, at and above an acceptable minimum standard. The further development of these frameworks is a pre-requisite immediate action for all sub-sectors, followed quickly by the relevant orientation and training for those who will use them. This will enable accurate baselines to be established in the first year and annual assessments of improvement to be made thereafter. The indicators to which this applies are summarised in Table 13.

Table 13: Summary of new indicators requiring prior action and baselines

	Indicator	Prior action	Repeat actions
2.1	% of teachers, trainers and lecturers achieving standards on relevant approved competency frameworks	• Complete, test and fully operationalise assessment of teachers, trainers and lecturers on competence-based frameworks • Integrate teachers' competencies in English language and ICT into the overall competency-based frameworks • Ensure linkages with the competence-based curriculum • Train assessors and establish reporting protocols	• Annual assessment of teachers, trainers and lecturers
6.1	% schools, TVET and higher education institutions meeting minimum sub-sector standards	• Need composite indicator to cover multiple components under modern infrastructure and facilities • Develop minimum standards by school/institution level, train assessors and establish reporting protocols	• Annual reporting of schools through SEO, DEO, DDEs inspection and self-reporting through EMIS administrative data
7.2	% of LwD enrolled at all levels of education	• The baseline currently relates to LwD accessing education in each sub-sector but there is lack of LwD data linked to the overall population by age • Schools meeting accessibility standards for LwD should be part of the composite indicator relating to schools/institutions minimum standards • Until the minimum standards are available and operationalised alternative protocols are to be used	• Annual reporting through EMIS
8.1	Number of locally produced and published research/studies that are relevant to socio-economic development of Rwanda	• Baseline needs to be established • Research and studies conducted by HEIs to be linked to the seven priority sectors identified by GoR	• Annual reporting through EMIS
9.3	% of districts with approved performance *contract* in line with ESSP	• Benchmarks for alignment to be established • Baseline to be established	• Linkage data to be captured in EMIS

In addition, there are two indicators that will be measured using the LARS. These are:

- % learners at or above basic proficiency in Kinyarwanda, English in P3; and
- % learners at or above basic proficiency in mathematics in P3.

Unlike the EMIS report, the LARS requires the data to be analysed and presented in a different way. The measurement and monitoring focus of the ESSP will be the achievement targets of the learners' agreed proficiency levels in English language, Kinyarwanda and mathematics. The findings of the LARS report will be used to provide appropriate intervention measures to support learners who are

achieving below the expected targets, as well as to provide extra learning opportunities for those already achieving the expected grades.

5.2 Planned studies and evaluations

The *Forward-Looking Joint Review of the Education Sector Summary Report 2017/18* (MINEDUC, 2017*a*) specified the following education studies for the 2017/18 year:

- a tracer study on the employability of graduates and employers' satisfaction with both TVET and university graduates;
- LARS 3;
- assessment of informal companies providing TVET services and development plans to improve their capacity; and
- a study on teacher absenteeism (part of a regional study).

In addition to the above, the ESSP requires assessment of teachers' proficiency in English. This will be done using an internationally recognised test and the findings will be linked to an assessment of the teachers, trainers and lecturers on their competence-based assessment frameworks.

Two existing initiatives will be accelerated under this ESSP: promoting use of ICT and expanding access to pre-primary education. These require careful monitoring and early assessment of impact, to ground-truth the validity of the policy direction. Underpinning this will be an understanding of the effect on learning: is there evidence that inputs are translating into higher levels of achievement?

This ESSP will see significant investment in ICT. It is essential to assess the impact of these investments on teacher performance and learning outcomes. By 2019/20 the initial impacts of smart classrooms will be evaluated.

An assessment of the relative strengths and weaknesses of different pre-primary education pathways will be undertaken by 2020. This will examine and compare the degree of school readiness of children coming through different pathways and will include a cost–benefit analysis.

In addition, during Year 7 of this ESSP, an MTR will be undertaken to look at progress made and challenges remaining, and to enable appropriate changes to be made to the ESSP to continue making progress and addressing challenges.

5.3 Monitoring matrix

The complete Sector Monitoring Matrix, showing all outcome as well as output indicators and targets, can be found in Annex 2.
Data used in the whole ESSP document is based on 2016 Education statistics since the 2017 statistics were not yet out during the time Education Sector Analysis 2017 was conducted. The ESA informed the ESSP based on 2016 data, while the monitoring matrix was developed after publication of 2017 statistcs. Moreover, the NST1 being a guide for ESSP, the is a need to harmonise the activities and timeline for effective implementation of both.

CHAPTER 6: COST AND FINANCING OF THE ESSP

6.1 Funds available

Funds available for the education sector in the ESSP 2018/29–2023/24 are expected to come from the following sources:

- GoR;
- Development partners (Official Development Assistance (ODA));
- non-Organisation for Economic Co-operation and Development (OECD)/Development Assistance Committee (DAC) development partners;
- the private sector; and
- households and communities.

6.1.1 GoR

The projected allocations from the GoR are detailed in Table 14[2] in billiions, FRW.

Table 14: GoR GDP, national expenditure and allocation to education for 2018/19–2023/24

	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24
GDP real growth (%)	6.2%	6.6%	7.3%	7%	7%	7%
GDP deflator (%)	4.8%	4.6%	6%	6%	6%	6%
GDP (billions, FRW)	8,586	10,160	11,481	12,973	14,660	16,566
Government expenditure (billions, FRW)	2,295	2,602	3,019	3,412	3,856	4,357
Government expenditure (excluding debt service)	2,117	2,417	2,808	3,173	3,586	4,052
Government expenditure (capital)	905	982	1,178	1,331	1,504	1,699
Government expenditure (recurrent)	1,212	1,435	1,631	1,842	2,082	2,353
Education allocation (billions, FRW)	**327**	**359**	**377.4**	**426.5**	**481.9**	**544.6**
Education allocation as % of Government expenditure	14.3%	13.8%	12.5%	12.5%	12.5%	12.5%
Education allocation as % of Government expenditure, excluding debt service	15.5%	14.9%	13.4%	13.4%	13.4%	13.4%
Education allocation as % of GDP	3.8%	3.5%	3.3%	3.3%	3.3%	3.3%

GDP real growth, deflator and GDP for 2018/19 to 2019/2020 accord with the most recent International Monetary Fund (IMF) assessments (IMF, 2017), with the remaining years projected from the average of the last five years. Government expenditure and education allocations for 2018/19–2019/20 are based on the MINECOFIN Budget Framework Paper 2017/19–2019/20, and the remaining years are projected based on trends over the last five years. Actual figures will be released in Annual Budget Laws and mid-year Revised Budget Laws.

[2] The 2018/19 to 2019/20 figures are based on the 2017–2020 MTEF document and the following years are projected based on past trends.

6.1.2 Development partners

MINEDUC requested information on indicative financing for the next ESSP period from development partners and the summary can be seen in Table 15. In total, US$229.5 million, or FRW193.9 billion has been indicatively committed to the ESSP between 2018/19 and 2022/23. Partners were unable to give an indication of funding for 2023/24.

Table 15: Indicative development partner contribution 2018/19–2022/23 (billions, FRW)

Donors	Sub-sector	On-/off-budget	2018/19	2019/20	2020/21	2021/22	2022/23
Bilateral and multilateral partners							
Belgium (APEFE)	TVET	Off	0.78	0.64	0.58	-	-
Germany (Chamber of Skilled Crafts Koblenz)	TVET	Off	-	-	-	-	-
Germany (GIZ)	TVET	Off	6.14	4.29	4.29	4.29	-
Germany (KfW)	TVET	On	6.44	-	-	-	-
Japan (JICA)	Primary	Off	0.42	0.42	-	-	-
	TVET	Off	0.85	0.85	-	-	-
Korea (KOICA)	Sector	On	1.97	1.97	-	-	-
Netherlands	Tertiary	On	2.10	1.62	0.86	-	-
Sweden (Sida)	Tertiary	Off	3.64	7.28	7.28	-	3.64
Switzerland (SDC)	TVET	Off	1.00	-	-	-	-
United Kingdom (DFID)	Primary	On	5.43	-	-	-	-
	Sector	On	8.63	8.38	4.78	-	-
UNICEF	Pre-primary	On	1.00	1.00	1.00	1.00	1.00
	Primary	Off	4.00	4.00	4.00	4.00	4.00
World Bank	Tertiary	On	2.64	2.64	2.64		
	TVET	On	37.96	37.80	-	-	-
Sub-total			**83.00**	**70.89**	**25.43**	**9.29**	**8.64**
CSOs							
A Partner in Education	Pre-primary	Off	0.02	0.02	0.02	0.07	0.07
	Primary	Off	0.02	0.02	0.02	-	-
	Secondary	Off	0.02	0.02	0.02	-	-
ActionAid	Pre-primary	Off	0.08	0.08	0.07	0.06	0.06
	Primary	Off	0.08	0.08	0.07	0.06	0.06
AVSI	Sector	Off	0.06	0.05	0.06	0.05	0.05
Help a Child	Pre-primary	Off	0.15	-	-	-	-
	Primary	Off	0.15	-	-	-	-
	Secondary	Off	0.15	-	-	-	-
Save the Children	Pre-primary	On	0.39	0.39	0.39	0.39	0.39
	Primary	On	0.11	0.11	0.11	0.11	0.11
VVOB	Primary	Off	0.85	0.98	0.96	0.48	-
Wellspring Foundation	Pre-primary	Off	0.16	0.16	0.16	0.18	-
	Primary	Off	0.63	0.60	0.59	0.73	-
	Tertiary	Off	0.14	0.14	0.14	0.14	-
Sub-total			**3.02**	**2.66**	**2.62**	**2.28**	**0.74**
Total			**86.02**	**73.55**	**28.05**	**11.57**	**9.38**
On-budget			78%	73%	35%	13%	16%
Off-budget			22%	27%	65%	87%	84%
Sub-sector allocations							
Pre-primary			2%	2%	6%	15%	16%
Primary			14%	8%	21%	46%	44%
Secondary			0%	0%	0%	0%	0%
Tertiary			10%	16%	39%	1%	39%
TVET			62%	59%	17%	37%	0%
Sectoral			12%	14%	17%	0%	1%

Source: Development partner returned surveys, as at 24 September 2017.

Note: some donors provided indicative financing for a range of years – where this is the case total amounts been averaged across the years; actual disbursement may differ.

It is important to note that many of the bilateral and multilateral partners have programme and funding cycles that do not align with the ESSP; consequently, several significant donors were unable to provide estimates for the next ESSP period.[3] Additionally, many ODA commitments are confirmed on an annual or more short-term basis than the seven -year ESSP, reflecting the tailing off of funding estimates as the ESSP progresses and the absence of estimates for 2023/24. Given these factors, actual ODA contributions are expected to be greater than indicated here. For the purposes of the costing, 2023/24 is allocated the average of 2018/19–2022/23 off-budget estimates. For reference, Table 16 shows historical ODA contributions.

Table 16: Total ODA and number of active development partners 2011/12–2014/15

	2011/12	2012/13	2013/14	2014/15
Total ODA (US$ millions)	45.1	49.3	94.4	71.9
No. of active development partners	9	-	9	10

Source: MINECOFIN ODA Report 2011/12, 2012/13, 2013/14, 2014/15

6.1.3 Non-OECD DAC development partners

Non-OECD/DAC development partners are playing an increasingly significant role in Rwanda, providing concessionary loans and grants for building infrastructure, and this has been reflected in the education sector.

Exact figures are hard to obtain as these partners often pay directly to a contractor/vendor, without channelling it through GoR accounts. However, it is known that WDA is expecting support from EXIM Bank China and EXIM Bank India during 2018/19–2022/23.

6.1.4 Private sector

One of the outcomes of this ESSP is to improve PPPs; this is expected to increase the efficiency of the sector. However, as this chapter is concerned with the costing of the public and Government-supported enrolment, private sector contributions are unaccounted for.

6.1.5 Households and communities

EICV4 data (NISR, 2016) estimate that the average annual household contribution to education is FRW 12,099, or 4% of total household consumption. These funds are typically spent on financial payments to schools, including parent–teacher association fees and exam-related costs, and items such as school uniforms, shoes and notebooks, private tuition, and transportation to school. As these items are not included in the costing of the sector plan, household contributions are unaccounted for.

[3] This includes the US Agency for International Development (USAID), the German Chamber of Skilled Crafts Koblenz and the Global Partnership for Education (GPE).

6.2 Cost by programme

6.2.1 Key assumptions made in the costing

The costing work was based on the strategic priorities described in Chapters 3 and 4 of this document and summarised in the Sector Monitoring Matrix (see Annex 2). Rather than a 'bottom-up', activity-based costing, this is a high-level estimation based on:

- enrolment targets – number of students at each level, capitation grants;
- input ratio targets (teachers, classroom materials and infrastructure) – including teacher salaries, textbooks, classroom construction, Internet and computer provisions; and
- broad estimates of new initiatives, where they are available.

Therefore, actual implementation of the plan should be expected to cost more. The most recent (2017/18–2019/20) MTEFs from MINEDUC, REB, WDA, HEC and UR were used and projected onwards, with a steady increase to account for business-as-usual items.

Population projections are based on National Institute of Statistics of Rwanda (NISR) projections, and corresponding enrolment projections assuming students start at the right age. This is an important issue in terms of the internal efficiency of education, with high potential cost savings that will enable higher resourcing to other priority areas if the high GER can be reduced. Reversing the upward trend of primary GER, however, remains a core priority, and many of the assumptions underpinning the costings of this ESSP are based on that happening. Improvements to current dropout and repetition rates throughout the lifetime of the ESSP and ambitious PCR and pupil–teacher ratios, as set in the targets, are also captured.

All of the scenarios assume annual inflation of 6%.

A full list of assumptions made in the costing work can be found in Annex 3.

6.2.2 Costing by scenario

All scenarios are based on the same enrolment and input ratio targets but vary according to the extent of the **implementation of new initiatives**. This ESSP contains several strategic priorities with targets which require substantial capital investment, as highlighted in Table 17 and detailed in Annex 2. The scenarios therefore vary by the extent to which they will meet the targets set. In each scenario that follows, the annual cost, funding by education level, and funding gap is presented.

The GoR ambition and preferred scenario is Scenario 1. The full cost of this scenario is mapped out and included in the accompanying costed implementation plan.

Table 17: Scenarios based on implementation of new initiatives

Strategic priorities	Funding consequence	Scenario 1: Ambitious implementation	Scenario 2: Pragmatic implementation	Scenario 3: Business-as-usual
3: Strengthened STEM across all levels of education in Rwanda to increase the relevance of education for urban and rural markets	Construction of STEM centres of excellence	100%	50%	0%
4: Enhanced use of ICT to transform teaching and learning and support the improvement of quality across all levels of education in Rwanda	Construction of smart classrooms at primary and secondary levels	100%	50%	0%
5: Increased access to education programmes (all children complete school readiness programmes)	Government provisions for pre-primary, including classroom construction, teacher salaries, capitation grants. (capital and recurrent)	Government provision for three years pre-primary	Government provision for one year pre-primary	Current Government provision for pre-primary
6: Strengthened modern school infrastructure and facilities across all levels of education in Rwanda	Construction of TVET centres of excellence (capital)	100%	50%	0%

6.2.1 Scenario 1 (ambitious): ESSP implemented in full

Table 18: Summary of costing, allocations and financing gap under Scenario 1

	2018/19		2019/20		2020/21		2021/22		2022/23		2023/24		Total ESSP cost (RwF)	
Sub-Sectors	Cost (RwF)	%	Cost (RwF)	%	Cost (RwF)	%	Cost (RwF)	%	Cost (RwF)	%	Cost (RwF)	%		%
Pre-primary	20,072,334,809	5%	25,920,229,871	5%	31,251,430,270	6%	37,097,274,735	6%	75,934,980,380	11%	47,055,315,349	7%	237,331,565,414	7%
Primary	69,831,433,989	17%	74,384,207,086	16%	78,091,569,587	15%	80,857,176,316	13%	83,048,538,734	24%	86,276,581,791	12%	472,489,507,503	14%
Secondary	153,563,564,698	38%	193,960,315,112	41%	239,345,283,480	44%	278,521,749,351	46%	339,250,758,061	48%	356,632,421,719	51%	1,561,274,092,420	46%
TVET	58,838,597,823	15%	65,203,475,966	14%	70,725,765,757	13%	76,288,637,660	13%	79,117,718,463	11%	76,728,611,657	11%	426,902,807,325	12%
Higher education	44,522,613,496	11%	49,528,857,367	10%	49,900,133,701	9%	52,788,093,659	9%	55,955,379,278	8%	59,312,702,035	8%	312,007,779,537	9%
Adult education	24,928,357,654	6%	27,573,831,561	6%	30,299,098,928	6%	33,779,392,290	6%	29,312,133,910	4%	31,942,202,983	5%	177,835,017,325	5%
SNE	-	0%	-	0%	-	0%	-	0%	-	0%	-		-	0%
All	32,990,389,445	8%	39,509,260,487	8%	38,424,814,464	7%	40,730,303,332	7%	43,174,121,532	6%	45,764,568,824		240,593,458,083	7%
Agencies	Cost (RwF)	%	Cost (RwF)	%	Cost (RwF)	%	Cost (RwF)	%	Cost (RwF)	%	Cost (RwF)	%		
MINEDUC	6,928,929,188	2%	14,204,195,060	3%	11,200,555,851	2%	11,872,589,203	2%	12,584,944,555	2%	13,340,041,228	2%	70,131,255,085	2%
REB	179,794,446,140	44%	204,564,438,155	43%	223,590,559,904	42%	234,097,553,715	39%	281,569,862,879	40%	217,481,522,307	31%	1,341,098,383,100	39%
WDA	33,740,464,158	8%	37,220,979,313	8%	39,614,861,538	7%	41,156,024,081	7%	39,912,099,500	6%	40,463,093,054	6%	232,107,521,644	7%
HEC	777,678,955	0%	717,571,250	0%	845,336,753	0%	790,008,893	0%	949,820,375	0%	887,653,992	0%	4,968,070,218	0%
UR	3,199,881,988	1%	3,199,881,988	1%	3,391,874,907	1%	3,595,387,402	1%	3,811,110,646	1%	4,039,777,285	1%	21,237,914,215	1%
District	180,305,891,485	45%	216,173,111,684	45%	259,394,907,233	48%	308,551,064,050	51%	367,244,143,322	52%	427,522,310,480	61%	1,759,191,428,254	51%
Total costs	**404,747,291,914**		**476,080,177,449**		**538,038,096,187**		**600,062,627,343**		**705,793,630,357**		**703,712,404,357**		3,428,434,227,607	
Recurrent costs	313,433,856,763	77%	364,393,408,508	77%	413,526,288,970	77%	472,554,577,807	79%	534,973,231,692	76%	604,884,081,772	86%	2,703,765,445,512	79%
Capital costs	91,313,435,150	23%	111,686,768,942	23%	124,511,807,217	23%	127,508,049,536	21%	170,820,398,666	24%	98,828,322,585	14%	724,668,782,096	21%
Total Resources	346,555,632,592		378,671,498,307		395,709,069,042		436,569,182,893		489,824,595,755		559,637,284,778		2,606,967,263,368	
Financing gap	- 58,191,659,322		- 97,408,679,142		- 142,329,027,145		- 163,493,444,450		-215,969,034,602		-144,075,119,579		- 821,466,964,239	
Financing gap as % of total budget	**-16.8%**		**-25.7%**		**-36.0%**		**-37.4%**		**-44.1%**		**-25.7%**		**-24.0%**	

6.2.2 Scenario 2 (pragmatic): Most new initiatives implemented at half the rate of expansion

Table 19: Summary of costing, allocations and financing gap under Scenario 2

	2018/19		2019/20		2020/21		2021/22		2022/23		2023/24		Total ESSP cost (RwF)	
Sub-Sectors	Cost (RwF)	%	Cost (RwF)	%	Cost (RwF)	%	Cost (RwF)	%	Cost (RwF)	%	Cost (RwF)	%		%
Pre-primary	7,113,002,881	2%	9,133,696,714	2%	10,984,971,882	2%	13,014,923,044	2%	26,043,115,386	4%	16,554,438,813	3%	82,844,148,720	3%
Primary	69,219,519,352	19%	73,729,786,235	17%	77,404,022,300	16%	80,121,869,048	15%	82,276,010,603	26%	85,450,390,545	13%	468,201,598,084	15%
Secondary	135,452,312,152	36%	174,681,808,220	40%	218,995,480,119	44%	256,860,419,008	47%	316,385,719,005	50%	344,628,355,499	52%	1,447,004,094,004	46%
TVET	57,808,155,711	16%	60,793,259,659	14%	69,646,351,191	14%	71,109,999,535	13%	77,671,071,922	12%	75,195,280,249	11%	412,224,118,267	13%
Higher education	44,522,613,496	12%	49,528,857,367	11%	49,900,133,701	10%	52,788,093,659	10%	55,955,379,278	9%	59,312,702,035	9%	312,007,779,537	10%
Adult education	24,928,357,654	7%	27,573,831,561	6%	30,299,098,928	6%	33,779,392,290	6%	29,312,133,910	5%	31,575,636,501	5%	177,468,450,843	6%
SNE	-	0%	-	0%	-	0%	-	0%	-	0%	-		-	0%
All	32,990,389,445	9%	39,509,260,487	9%	38,424,814,464	8%	40,730,303,332	7%	43,174,121,532	7%	45,764,568,824	7%	240,593,458,083	8%
Agencies	Cost (RwF)	%	Cost (RwF)	%	Cost (RwF)	%	Cost (RwF)	%	Cost (RwF)	%	Cost (RwF)	%		
MINEDUC	6,928,929,188	2%	14,204,195,060	3%	11,200,555,851	2%	11,872,589,203	2%	12,584,944,555	2%	13,340,041,228	2%	70,131,255,085	2%
REB	155,389,628,302	42%	176,920,597,256	41%	193,545,891,535	39%	200,834,082,263	37%	223,965,743,554	36%	192,890,411,522	29%	1,143,546,354,431	36%
WDA	33,740,464,158	9%	33,902,670,684	8%	39,549,578,335	8%	37,358,372,310	7%	39,765,395,086	6%	40,307,586,376	6%	224,624,066,949	7%
HEC	777,678,955	0%	717,571,250	0%	845,336,753	0%	790,008,893	0%	949,820,375	0%	887,653,992	0%	4,968,070,218	0%
UR	3,199,881,988	1%	3,199,881,988	1%	3,391,874,907	1%	3,595,387,402	1%	3,811,110,646	1%	4,039,777,285	1%	21,237,914,215	1%
District	171,997,768,099	46%	206,005,584,006	54%	247,121,635,204	62%	293,954,559,845	54%	350,018,888,340	55%	407,404,462,534	62%	1,676,502,898,029	53%
Total costs	**372,034,350,690**		**434,950,500,243**		**495,654,872,586**		**548,404,999,915**		**630,817,551,636**		**658,481,372,466**		3,140,343,647,536	
Recurrent costs	305,125,733,378	82%	354,164,292,903	81%	401,187,733,739	81%	457,819,673,212	83%	517,601,272,296	82%	584,610,727,148	89%	2,620,509,432,675	83%
Capital costs	66,908,617,313	19%	80,786,207,340	19%	94,467,138,847	19%	90,585,326,703	17%	113,216,279,340	18%	73,870,645,318	11%	519,834,214,861	17%
Total Resources	346,555,632,592		378,671,498,307		395,709,069,042		436,569,182,893		489,824,595,755		559,637,284,778		2,606,967,263,368	
Financing gap	- 25,478,718,098		- 56,279,001,936		- 99,945,803,544		- 111,835,817,022		- 140,992,955,881		- 98,844,087,688		- 533,376,384,169	
Financing gap as % of total budget	**-7.4%**		**-14.9%**		**-25.3%**		**-25.6%**		**-28.8%**		**-17.7%**		**-17.0%**	

6.2.3 Scenario 3: Business-as-usual

Table 20: Summary of costing, allocations and financing gap under Scenario 3

	2018/19		2019/20		2020/21		2021/22		2022/23		2023/24		Total ESSP cost (RwF)
Sub-Sectors	Cost (RwF)	%	Cost (RwF)	%	Cost (RwF)	%	Cost (RwF)	%	Cost (RwF)	%	Cost (RwF)	%	
Pre-primary	633,336,916	0%	740,430,136	0%	851,742,688	0%	973,747,198	0%	1,097,182,889	0%	1,304,000,545	0%	5,600,440,373
Primary	68,307,604,715	19%	72,775,365,384	17%	76,416,475,014	16%	79,386,561,781	15%	81,503,482,472	26%	84,624,199,299	13%	463,013,688,665
Secondary	135,475,327,730	38%	174,643,625,540	41%	219,058,420,423	46%	257,154,596,948	48%	316,793,518,730	52%	332,624,289,279	53%	1,435,749,778,649
TVET	53,647,233,760	15%	59,639,403,093	14%	65,050,581,679	14%	69,897,735,232	13%	76,223,458,083	13%	73,660,809,581	12%	398,119,221,428
Higher education	44,522,613,496	12%	49,528,857,367	12%	49,900,133,701	10%	52,788,093,659	10%	55,955,379,278	9%	59,312,702,035	9%	312,007,779,537
Adult education	24,928,357,654	7%	27,573,831,561	6%	30,299,098,928	6%	33,779,392,290	6%	29,312,133,910	5%	31,575,636,501	5%	177,468,450,843
SNE	-	0%	-	0%	-	0%	-	0%	-	0%	-	0%	-
All	32,990,389,445	9%	39,509,260,487	9%	38,424,814,464	8%	40,730,303,332	8%	43,174,121,532	7%	45,764,568,824	7%	240,593,458,083
Agencies	Cost (RwF)	%	Cost (RwF)	%	Cost (RwF)	%	Cost (RwF)	%	Cost (RwF)	%	Cost (RwF)	%	
MINEDUC	6,928,929,188	2%	14,204,195,060	3%	11,200,555,851	2%	11,872,589,203	2%	12,584,944,555	2%	13,340,041,228	2%	70,131,255,085
REB	151,144,682,859	42%	171,526,402,826	40%	187,611,086,109	39%	194,576,013,189	36%	205,967,284,366	34%	173,490,245,401	28%	1,084,315,714,751
WDA	30,609,984,319	8%	33,841,082,756	8%	35,966,887,986	7%	37,219,971,920	7%	39,618,690,673	7%	40,152,079,698	6%	217,408,697,351
HEC	777,678,955	0%	717,571,250	0%	845,336,753	0%	790,008,893	0%	949,820,375	0%	887,653,992	0%	4,968,070,218
UR	3,199,881,988	1%	3,199,881,988	1%	3,391,874,907	1%	3,595,387,402	1%	3,811,110,646	1%	4,039,777,285	1%	21,237,914,215
District	167,843,706,406	47%	200,921,639,687	47%	240,985,525,290	50%	286,656,459,833	54%	341,405,777,200	57%	397,344,968,931	63%	1,635,158,077,348
Total costs	**360,504,863,716**		**424,410,773,568**		**480,001,266,896**		**534,710,430,440**		**604,059,276,894**		**628,866,206,063**		3,032,552,817,577
Recurrent costs	300,313,569,867	83%	348,418,760,657	82%	394,321,057,419	82%	450,383,172,810	84%	508,841,456,742	84%	574,395,726,866	91%	2,576,673,744,361
Capital costs	60,191,293,849	18%	75,992,012,911	18%	85,680,209,478	18%	84,327,257,629	16%	95,217,820,152	16%	54,470,479,197	9%	455,879,073,216
Total Resources	346,555,632,592		378,671,498,307		395,709,069,042		436,569,182,893		489,824,595,755		559,637,284,778		2,606,967,263,368
Financing gap	- 13,949,231,124		- 45,739,275,261		- 84,292,197,854		- 98,141,247,547		- 114,234,681,139		- 69,228,921,285		- 425,585,554,209
Financing gap as % of total budget	**-4.0%**		**-12.1%**		**-21.3%**		**-22.5%**		**-23.3%**		**-12.4%**		**-14.0%**

6.2.4 Summary of scenarios

It can be seen from the scenarios above, and as summarised in Table 21, that without additional resources or reconsideration of input ratio targets, even the 'business-as-usual' scenario incurs a total financing gap of 13%, and the many new initiatives proposed in the ESSP will remain over-ambitious. An emerging finding from the development of this ESSP is that the past trend of a 12%–14% share of national budget allocation to education will not be sufficient to deliver the strategic priorities expressed in this ESSP.

Table 21: Annual cost, recurrent and capital costs and financing gap for each scenario

Scenario	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	Total ESSP cost (FRW)
	Cost (FRW)	Cost (FRW)	Cost (FRW)	Cost (FRW)	Cost (FRW)	Cost (RW)	
Scenario 1	404,747,291,914	476,080,177,449	538,038,096,187	600,062,627,343	705,793,630,357	703,712,404,357	3,428,434,227,607
Recurrent costs (%)	77%	77%	77%	79%	76%	86%	79%
Capital costs (%)	23%	23%	23%	21%	24%	14%	21%
Financing gap	**-17%**	**-26%**	**-36%**	**-37%**	**-44%**	**-26%**	**-24%**
Scenario 2	372,034,350,690	434,950,500,243	495,654,872,586	548,404,999,915	630,817,551,636	658,481,372,466	2,526,897,465,930
Recurrent costs (%)	82%	81%	81%	83%	82%	89%	85%
Capital costs (%)	18%	19%	19%	17%	18%	11%	15%
Financing gap	**-7%**	**-15%**	**-25%**	**-26%**	**-29%**	**-18%**	**-16%**
Scenario 3	360,504,863,716	424,410,773,568	480,001,266,896	534,710,430,440	604,059,276,894	628,866,206,063	2,343,658,316,808
Recurrent costs (%)	83%	82%	82%	84%	84%	91%	87%
Capital costs (%)	17%	18%	18%	16%	16%	9%	13%
Financing gap	**-4%**	**-12%**	**-21%**	**-22%**	**-23%**	**-12%**	**-13%**

6.2.5 Costed multi-year action plan

The action plan projects Scenario 1 in greater detail. As noted above, it does not cost activities or outputs under each strategic priority and outcome: rather, it is a high-level estimation based on estimates of new initiatives and current MTEFs.

6.3 Funds to be mobilised, financing gap and strategies to fill it

In order to close the financing gap, two measures can be employed:

- reduce total costs by using the most cost-effective strategies to achieve targets; and
- find additional forms of financing.

6.3.1 Cost-effective strategies to achieve targets

With regard to cost-effective strategies, it is important to note that the sector already uses some strategies to keep costs low. Classroom construction by 'unconventional' methods, with community supports, and double shifting at schools, are two examples of this. Analysis of the performance of the sector and intended allocations between the sub-sectors show there is potential to employ further cost-effective and efficiency strategies.

- **Strategies to reduce dropout and repetition, especially at the primary level** Analysis of recent EMIS data shows that repetition and dropout at the primary level are highly problematic. Apart from the pedagogical constraints and knowledge loss of students, dropout and repetition translate into wastage of public and household resources. As noted in Section 6.2 above, the costing simulations assume that dropout and repetition will improve over the ESSP period, but this will need immediate attention and focus and cannot be assumed.
- **Re-allocation between sub-sectors; ensuring a higher proportion to pre-primary**
  Review of the recent allocations to sub-sectors and intended allocations in this ESSP reflect GoR's priority to expand education to a 12-year cycle, and therefore to allocate finances to each sub-sector in a balanced way. However, it may be more cost-efficient and equitable to concentrate more resources at the lower end of the schooling cycle. The longer-term benefits of this investment, assuming that it will generate improved early learning outcomes for a greater number, will be felt at subsequent levels, improving the overall efficiency of the sector.

  MINEDUC recognises that investments in the pre-primary sector are amongst the most cost-effective and dedicated 4% of the education budget to it in the last ESSP. However, these commitments have yet to be actualised. In the next ESSP, under Scenario 1, allocating 7% of the total budget to pre-primary can provide a full suite of inputs for three years of pre-primary education. Even in Scenario 2, where pre-primary is provided only for one year, the overall cost allocation is only 2.6%. This would also be an improvement on the current situation. Costs of accessing pre-primary are currently largely borne by communities and parents, which in effect limits participation. Whilst it is commendable that the pre-primary GER has been growing year on year, in 2016 it stood at 23.75%, indicating that the large majority of children are not accessing pre-primary education. Addressing pre-primary participation should be seen as part of the solution to the issue of high repetition rates discussed above. In 2016 the highest repetition rate was in P1, evidenced by a gross intake rate of around 200%, reflecting the lack of school readiness of the majority of the students.

  At the other end of the cycle, the biggest expense by far is the higher education scholarships line item, which on its own is allocated between 9% (Scenario 1) and 11% (Scenario 3) of the total budget. An immediate strategy is to transfer this from the education budget to a private sector operation. It is understood that this recommendation was put forward in 2014 and negotiations have started with the Rwandan Development Bank on the development of this product. This mechanism needs to be finalised so that these resources can be reallocated.
- **Cost-effectiveness and utility of smart classrooms**
  Financing the rapid expansion of SMART classrooms is a significant investment. The effectiveness of the smart classrooms is dependent on schools being able to manage

maintenance costs, including Internet connection costs beyond the first year. This is a significant risk, the consequence of which will be under-utilised resources if recurrent costs are not kept up.

6.3.2 Additional forms of financing

Additional forms of financing can either be raised from additional domestic revenue (Government and non-Government), aid, or innovative partnerships. GoR policy is to reduce dependency on aid. Therefore, this section concentrates on raising domestic revenue and explores partnering with corporations to implement ESSP goals.

Corporate social responsibility partnerships
An increasing trend seen among large corporations operating in Rwanda is an investment in building the skills of local staff, as they are a vital part of the supply chain. Companies such as Heineken[4] and C&H Garments Company[5] have offered internships and training programmes to local communities. Partnerships with international and domestic corporations based in Rwanda should be furthered explored as they present potential for either financial or direct support for implementation of ESSP strategic priorities.

Income-generating activities
The promotion of income-generating activities in TVET and higher education, as well as community participation at all levels of education, are another means of raising additional funds for education.

Additional GoR funding
Government expenditure is largely based on domestic revenues, which in turn are based on tax revenue. Raising tax revenues could increase the total expenditure on education, even if percentage allocations to sectors remain the same. Additionally, the education sector needs to advocate for a higher share of Government expenditure to align with international benchmarks.

- **Raise additional tax revenue.** Rwanda is currently undergoing tax reforms, and this has the potential to raise total tax revenue significantly. However, this is beyond the control and influence of MINEDUC and the education sector. Nonetheless, it is important to be aware of potential revenue streams and the education sector should advocate accordingly. Specific areas in which successful reform could substantially affect tax collection include the following:
    - **Tax exemptions and incentives** – these continue to have a large cost in relation to tax revenues even though there is a large body of work which shows that tax exemptions and incentives are ineffective in affecting investment decisions internationally[6] or in Rwanda.[7]
    - **Property tax** – analysis shows that recently proposed property tax reforms are still not capturing the potential of collections.[8]
- **Prioritise education and allocate higher proportions of expenditure to the education sector.** *NST-1* is a timely opportunity to advocate for higher allocations to education. The Incheon Declaration, to which Rwanda is a signatory, commits governments to allocate 15%–20% of total Government expenditure to education. Additionally, Rwanda will be applying for the next round of GPE funds in 2018, for which one of the eligibility criteria is allocation of 20% of total Government spending. Based on current allocations, Rwanda falls short of meeting these commitments.

Consideration is needed on how the investment under the coming *NST-1* will affect the country's development trajectory. An **investment case** could be made showing how spending in education can lead to higher enrolment, equity and learning. This in turn leads to economic growth through higher

[4] http://www.theheinekencompany.com/sustainability/focus-areas/growing-with-communities
[5] http://wda.gov.rw/en/content/training-offered-c-h-garments-company-enters-third-week
[6] For a discussion of literature in this area, see: Tax Justice Network-Africa and Action Aid International (2012) 'Tax Competition in East Africa: A race to the bottom'.
[7] http://www.ids.ac.uk/news/tax-incentives-and-exemptions-not-necessary-to-attract-investment
[8] https://www.theigc.org/wp-content/uploads/2017/03/Kopanyi-and-Murray-2017-working-paper.pdf

productivity, employment and tax revenue collection. Rwanda has achieved health outcomes similar to those of a middle-income country, whilst education outcomes lag behind. A healthier population provides huge potential for development, as well as raising citizens' expectations. A better educated population is a pre-requisite for progress towards social and economic transformation. This ESSP is a chance to boost investments in education to ensure Rwanda has a sound foundation from which to continue its growth. An education resource mobilisation strategy will be developed as part of the ESSP implementation activities.

ANNEXES

Annex 1: List of references

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Annex 2: Rwanda education sector monitoring matrix 2017/18 – 2023/24

Note: data for many of the indicators included in this ESSP are drawn from the *Education Statistical Yearbook* (MINEDUC, 2017*b*) are already disaggregated where applicable by gender, district and disability. Definitions of key indicators are given on pages 8-11 of the MINEDUC *Education Statistical Yearbook* (MINEDUC, 2017*b*). For more details, click here: https://bit.ly/2NIkexl

NST1 reference year	**2016/17**	**2017/18**	**2018/19**	**2019/20**	**2020/21**	**2021/22**	**2022/23**	**2023/24**	**Data Sources**	**Notes**
Year of data collection	**2017**	**2018**	**2019**	**2020**	**2021**	**2022**	**2023**	**2024**		
Sector Priority 1: Enhanced quality of learning outcomes that are relevant to Rwanda's social and economic development										
Sector outcome 1.1: All learners achieve basic levels of literacy and numeracy in early grades and beyond										
% learners at or above basic proficiency in Kinyarwanda in P3	54.9%	56.3%	58.6%	60.9%	63.3%	65.6%	67.9%	70.2%	REB (LARS)	LARS are expected to be conducted every two years
% learners at or above basic proficiency in Maths in P3	40.7%	44.2%	47.80%	51.30%	54.9%	58.40%	62.00%	65.5%	REB (LARS)	
% learners at or above basic proficiency in English in P6	56.4%	59.3%	62.1%	65.0%	67.8%	70.7%	73.5%	76.4%	REB (LARS)	
% learners at or above basic proficiency in Maths in P6	59.0%	62.2%	65.5%	68.7%	72.0%	75.2%	78.5%	81.7%	REB (LARS)	
% learners achieving at least minimum proficiency in English in S3	71.3%	73.9%	76.40%	79.0%	81.50%	84.10%	86.60%	89.2%	REB (LARS)	

NST1 reference year	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	Data Sources	Notes
Year of data collection	**2017**	**2018**	**2019**	**2020**	**2021**	**2022**	**2023**	**2024**		
% learners achieving at least minimum proficiency in numeracy in S3	78.8%	80.6%	82.4%	84.2%	85.9%	87.0%	88.1%	89.2%	REB(LARS)	NST1
Sector outcome 1.2: All learners enter primary school at the correct age and successfully complete 12 years' basic education										
Net intake rate in P1 (NIR P1)	79.5%	81.3%	83.2%	85.0%	86.9%	88.7%	90.6%	92.4%	EMIS report	
Net intake rate in S1 (NIR S1)	11.2%	14.5%	17.9%	21.2%	24.6%	27.9%	31.3%	34.6%	EMIS report	
Primary dropout rate (national average of all grades)	5.6%	5.0%	4.3%	3.7%	3.2%	2.5%	1.8%	1.2%	EMIS report	NST1
Primary repetition rates (national average of all grades)	16.4%	14.5%	12.5%	10.6%	8.7%	6.8%	4.8%	2.9%	EMIS report	
Gross In take rate in P6	79.3%	80.8%	82.3%	83.8%	85.4%	86.9%	88.4%	89.9%	EMIS report	
% transition from primary to lower secondary education	74.5%	77.0%	79.6%	82.1%	84.6%	87.1%	89.7%	92.2%	EMIS report	
Upper secondary repetition rate	3%	2.8%	2.5%	2.2%	1.9%	1.6%	1.3%	1.0%	EMIS report	
Lower secondary dropout rate	6.3%	5.6%	5.0%	4.3%	4.0%	3.3%	2.7%	1.70%	EMIS report	NST1
% transition from lower secondary to upper secondary	85.1%	86.5%	87.9%	89.3%	90.8%	92.2%	93.6%	95.0%	EMIS report	
% transition from upper secondary to tertiary	47.2%	49.3%	51.5%	53.6%	55.8%	57.9%	60.1%	62.2%	EMIS report	Unfished EDPRS2
Lower secondary repetition rate	7.30%	6.7%	6.2%	5.6%	5.0%	4.4%	3.9%	3.3%	EMIS report	

NST1 reference year	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	Data Sources	Notes
Year of data collection	**2017**	**2018**	**2019**	**2020**	**2021**	**2022**	**2023**	**2024**		
Upper secondary school dropout rate	2.5%	2.4%	2.3%	2.2%	2.0%	1.8%	1.6%	1.0%	EMIS report	NST1
Gross In take rate in S3 (GIR S3)	36.6%	39.4%	42.1%	44.9%	47.7%	50.5%	53.2%	56.0%	EMIS report	
Gross In take rate in S6 (GIR S6)	28.9%	31.3%	34.4%	37.9%	40.7%	43.8%	46.9%	50.1%	EMIS report	
Sector outcome 1.3: TVET and HEI programmes are responsive to both labour market needs and Rwanda's social and economic development										
% employers satisfied with TVET graduates	75.1%	77.3%	79.5%	81.7%	83.8%	86.0%	88.2%	90.4%	TVET tracer study (WDA)	TVET Tracer survey of 2016
% TVET graduates employed within 6 months of graduation (female/male)	70.0%	72.3%P	74.6%	76.9%	79.3%	81.6%	83.9%	86.20%	RP	NST1
% of HEI graduates particpating in the labour force	5.00%	5.50%	6.00%	6.50%	7.00%	7.50%	8.00%	8.50%	HEC tracer study/Labor force survey	
% employers satisfied with HEI graduates	67%	69.7%	72.3%	75.0%	77.7%	80.4%	83.0%	85.7%	HEC tracer study (2015)	Data collected every 3 years
% HEI graduates employed within 6 months of graduation (female/male)	41.4%	42.5%	43.7%	44.8%	45.9%	47.1%	48.2%	49.3%	HEC tracer study (2015)	
% of HEI programmes officially benchmarked against regional and international standards	1.0%	3.9%	6.8%	9.7%	12.6%	15.6%	18.5%	21.4%	HEC Report	
Sector Priority 2: Strengthened continuous professional development and management of teachers across all levels of education in Rwanda										
Sector outcome 2.1: All school teachers, TVET instructors and higher education lecturers have appropriate levels of skills and competencies to deliver the curriculum										

NST1 reference year	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	Data Sources	Notes
Year of data collection	**2017**	**2018**	**2019**	**2020**	**2021**	**2022**	**2023**	**2024**		
% of teachers achieving standards on relevant approved compentency framework Pre-primary	30.0%	39.7%	49.4%	59.1%	68.9%	78.6%	88.3%	98.0%	REB Report	
% of teachers achieving standards on relevant approved compentency framework primary	42.4%	50.3%	58.30%	66.2%	74.20%	82.10%	90.10%	98%	REB Report	
% of teachers in achieving standards on relevant approved compentency framework Secondary	52%	58.6%	65.1%	71.7%	78.3%	84.9%	91.4%	98%	REB Report	
% of Trainers in achieving standards on relevant approved compentency framework TVET	29%	38%	48%	57%	66%	76%	85%	86%	WDA/RP	
% of Lecturers in achieving standards on relevant approved compentency framework Higher	20%	25%	29%	33%	38%	42%	46%	50%	HEC /UR	
Sector outcome 2.2: Improved management, welfare and deployment of teachers in order to attract and retain high quality teachers in the teaching profession										
Qualified teacher ratio in Pre-primary	43	43	42	42	41	41	40	40	EMIS report	Standards to be maintained in pre-primary and secondary;
Qualified teacher ratio in primary	59	58	57	56	55	54	53	52	EMIS report	

NST1 reference year	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	Data Sources	Notes
Year of data collection	**2017**	**2018**	**2019**	**2020**	**2021**	**2022**	**2023**	**2024**		
Qualified teacher ratio in Secondary	26	27	28	29	31	32	33	34	EMIS report	single shift ratio at primary
Trained teacher ratio in Pre-primary	88	84	80	76	72	68	64	60	EMIS report	
Trained teacher ratio in primary	62	61	59	58	56	55	53	52	EMIS report/NST1	
Trained teacher ratio in Secondary	36	35	34	33	33	32	31	30	EMIS report	
Trained Teacher ratio in TVET	16	17	19	20	21	22	24	25	WDA and RP report	
% of HEI staff qualified to PhD level	21.4%	22.3%	23.2%	24.1%	25.0%	25.9%	26.8%	27.7%	HEC/UR	
Sector Priority 3: Strengthened STEM across all levels of education in Rwanda to increase the relevance of education for urban and rural markets										
Sector outcome 3.1: STEM strengthened across all levels of education										
% of learners enrolled in STEM related subjects: Upper Secondary	56.8%	57.6%	58.4%	59.2%	59.9%	60.7%	61.5%	62.3%	EMIS report	
% of students enrolled in STEM related courses as proportion of total students in Higher education and TVET	39.5%	45.3%	51.1%	56.9%	62.6%	68.4%	74.2%	80.0%	EMIS report	NST1
% of learners enrolled in STEM related subjects in Higher education	28.6%	31.7%	34.9%	38.0%	41.2%	44.3%	47.5%	50.6%	EMIS report	
% of Science teachers who are qualified	64.3%	69.4%	75.0%	79.6%	84.7%	90.0%	94.9%	100.0%	EMIS report	

NST1 reference year	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	Data Sources	Notes
Year of data collection	**2017**	**2018**	**2019**	**2020**	**2021**	**2022**	**2023**	**2024**		
% of female research and development personnel in Science field in hgher education	17.8%	18.3%	18.8%	19.3%	19.8%	20.3%	20.8%	21.3%	NCST Report	
% of Primary schools with sciences kits	37.0%	41.0%	45.0%	49.0%	53.0%	57.0%	61.0%	65.0%	EMIS Reports	
% of secondary schools with sciences kits	66.2%	71.0%	75.8%	80.6%	85.5%	90.3%	95.1%	100.0%	EMIS Reports	
% of schools with equiped science laboratories	21.6%	27.2%	32.8%	38.4%	44.1%	49.7%	55.3%	61.0%	EMIS Reports	
Sector Priority 4: Enhanced use of ICT to transform teaching and learning and support the improvement of quality across all levels of education in Rwanda										
Sector outcome 4.1: ICT strengthened across all levels of education										
% of primary schools with internet connectivity	25.1%	32.9%	40.8%	48.6%	56.5%	64.3%	72.2%	80.00%	EMIS report	
% secondary Schools with internet connectivity	41.3%	46.9%	52.5%	58.1%	63.8%	69.4%	75.0%	80.60%	EMIS report	
% of TVET with internet connectivity	37.0%	46.0%	55.0%	64.0%	73.0%	82.0%	91.0%	100%	EMIS report	
% of HEI programmes available through ODeL	10.0%	12.6%	15.3%	17.9%	20.6%	23.2%	25.9%	28.5%	UR	
Student-computer ratio at levels of education: Primary	11:1	10:1	8:1	7:1	5:1	4:1	2:1	1:1	EMIS report	

NST1 reference year	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	Data Sources	Notes
Year of data collection	**2017**	**2018**	**2019**	**2020**	**2021**	**2022**	**2023**	**2024**		
Student-computer ratio at levels of education: secondary	9:1	8:1	7:1	6:1	4:1	3:1	2:1	1:1	EMIS report	
Student-computer ratio at levels of education: TVET	14:1	12:1	10:1	8:1	7:1	5:1	3:1	1:1	EMIS report	
Student-computer ratio at levels of education: Higher	4:1	4:1	3:1	3:1	2:1	2:1	1:1	1:1	EMIS report	
% of schools with access to computers: Primary	69.2%	72.0%	74.9%	77.7%	82.6%	85.4%	88.3%	89.1%	EMIS report	
% of schools with access to computers: secondary	84.7%	84.9%	85.1%	85.3%	85.5%	85.7%	85.9%	86.1%	EMIS report	
% of secondary schools with computer labs	45.0%	48.7%	52.3%	56.0%	59.7%	63.4%	67.1%	70.8%	EMIS report	
% of primary schools equipped with at least 2 SMART classrooms	10.0%	21.2%	32.5%	43.7%	55.0%	66.2%	77.5%	88.8%	REB Report	
% of secondary schools equipped with at least 2 SMART classrooms	6.0%	17.8%	29.5%	41.3%	53.0%	64.8%	76.5%	88.3%	REB Report	
% of TVET schools equipped with at least 2 SMART classrooms	15.0%	22.8%	30.7%	38.5%	46.4%	54.2%	62.1%	70.0%	RP Report	

NST1 reference year	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	Data Sources	Notes
Year of data collection	**2017**	**2018**	**2019**	**2020**	**2021**	**2022**	**2023**	**2024**		
% of higher institutions equipped with at least 2 SMART classrooms	23%	34%	45%	56%	67%	78%	89%	100%	HEC report	
% of primary schools with digital content		5.0%	12.0%	19.0%	26.0%	33.0%	40.0%	47.0%	EMIS report	
% of secondary schools with digital content		10.0%	25.0%	40.0%	55.0%	70.0%	85.0%	100.0%	REB Report	
% of TVET schools with digital content		20.0%	31.7%	43.3%	55.0%	66.7%	78.3%	90.0%	RP Report	
% of higher education institutions with digital content	23.0%	34.0%	45.0%	56.0%	67.0%	78.0%	89.0%	100.0%	HEC report	
Sector Priority 5: Increased access to education programmes especially at pre-primary, secondary TVET and higher education levels in Rwanda										
Sector outcome 5.1: All children complete school readiness programmes										
% children New entrants in P1 of which attended pre-primary	28.1%	30.5%	33.0%	35.4%	37.9%	40.3%	42.8%	45.2%	EMIS Report	
% of primary schools having pre-primary level	41.3%	44.5%	47.6%	50.8%	53.9%	57.1%	60.2%	63.4%	EMIS report	
Sector outcome 5.2: Increased number of students enrolled inprimary, secondary TVET and higher education										
GER in Pre-primary	24.1%	28.8%	33.5%	38.2%	42.9%	47.6%	52.3%	57.0%	EMIS report	
NER in Pre-primary	20.6%	24.1%	27.6%	31.1%	34.5%	38.0%	41.5%	45.0%	EMIS report	
GER primary	139.1%	135.3%	131.4%	127.6%	123.8%	120.0%	116.1%	112.3%	EMIS report	
NER in primary	98.0%	98.1%	98.3%	98.4%	98.6%	98.7%	98.9%	99.0%	EMIS report	NST1
GER in lower secondary	44.9%	47.4%	49.9%	52.4%	54.8%	57.3%	59.8%	62.3%	EMIS report	
NER in lower	24.4%	28.9%	33.5%	38.0%	42.6%	47.1%	51.7%	56.2%	EMIS report	

NST1 reference year	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	Data Sources	Notes
Year of data collection	**2017**	**2018**	**2019**	**2020**	**2021**	**2022**	**2023**	**2024**		
secondary										
GER in upper secondary	30.6%	34.3%	38.0%	41.7%	45.5%	49.2%	52.9%	56.6%	EMIS report	
NER in upper secondary	23.8%	28.4%	33.1%	37.7%	42.4%	47.0%	51.7%	56.3%	EMIS report	
% of student's enrolment in TVET as proportion of total students (in Basic Education)	31.1%	35.2%	39.4%	43.5%	47.6%	51.7%	55.9%	60.0%	EMIS Report	
Enrolment in HEI per 100,000 inhabitants	772	832	891	951	1,011	1,071	1,130	1,190	EMIS Report	
Higher education GER (tertiary Education	8.1%	9.1%	9.9%	10.7%	11.4%	12.2%	13.0%	13.8%	EMIS	
Sector outcome 5.3: Increased adult literacy and numeracy										
% of the population aged 15 and 24 years who are literate	86.2%	87.2%	88.2%	89.2%	90.2%	91.2%	92.2%	93.2%	EICV	
% of the population aged 15 years plus who are literate	72.1%	74.0%	76.0%	78.0%	80.0%	82.0%	83.1%	84.3%	EICV	
Sector Priority 6: Strengthened modern school infrastructure and facilities across all levels of education in Rwanda										
Sector outcome 6.1: All schools, TVET and higher education institutions have sufficient modern infrastructure, facilities and resources										
% higher education institutions meeting minimum quality assurance standards	30.0%	38.0%	45.0%	53.0%	60.0%	68.0%	75.0%	75.9%	HEC	
% of TVET institutions meeting minimum quality assurance standards	34.7%	39.7%	44.7%	49.7%	54.7%	59.7%	64.7%	70.0%	WDA report	**WDA Audit report 2017**

NST1 reference year	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	Data Sources	Notes
Year of data collection	2017	2018	2019	2020	2021	2022	2023	2024		
% pre-primary schools meeting standard PCR: 30:1	29.8%	39.3%	48.8%	58.3%	67.7%	77.2%	86.7%	96.2%	EMIS report	
% primary schools meeting standard PCR [5]: 46:1	15.3%	24.5%	33.8%	43.0%	52.3%	61.5%	70.8%	80.0%	EMIS report	Single shift ratio
% lower secondary schools meeting standard PCR: 46:1	84.8%	86.3%	87.7%	89.2%	90.6%	92.1%	93.5%	95.0%	EMIS report	
% upper secondary schools meeting standard PCR: 46:1	84.8%	86.3%	87.7%	89.2%	90.6%	92.1%	93.5%	95.0%	EMIS report	
% of TVET institutions meeting standard trainer-classroom ratio 25:1	40.0%	42.0%	44.0%	45.0%	47.0%	49.0%	51.0%	52.0%	RP Report	
% pre-primary schools with electricity	32.3%	40.7%	49.1%	57.5%	65.9%	74.3%	82.7%	91.1%	EMIS report	
% primary schools with electricity	55.8%	60.9%	66.0%	71.1%	76.2%	81.3%	86.4%	91.5%	EMIS report	
% Secondary schools with electricity	71.2%	74.4%	77.5%	80.7%	83.8%	87.0%	90.1%	93.3%	EMIS report	
% TVET with electricity	85.5%	87.5%	89.6%	91.7%	93.8%	95.8%	97.9%	100.0%	EMIS report	
% Pre-primary schools with improved water	24.0%	30.1%	36.2%	42.3%	48.5%	54.6%	60.7%	66.8%	EMIS report	
% Primary schools with improved water	53.0%	56.7%	60.5%	64.2%	68.0%	71.7%	75.5%	79.2%	EMIS report	
% Secondary schools with	56.9%	60.4%	64.0%	67.5%	71.0%	74.5%	78.1%	81.6%	EMIS report	

NST1 reference year	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	Data Sources	Notes
Year of data collection	**2017**	**2018**	**2019**	**2020**	**2021**	**2022**	**2023**	**2024**		
improved water										
% TVETwith improved water	61.0%	66.6%	72.1%	77.7%	83.3%	88.9%	94.4%	100.0%	EMIS report	
% Pre-primary Schools with improved toilets	72.3%	75.5%	78.8%	82.0%	85.3%	88.5%	91.8%	95.0%	EMIS report	
% Primary schools with improved toilets	86.9%	88.6%	90.2%	91.9%	93.6%	95.3%	96.9%	98.6%	EMIS report	
% Secondary schools with improved toilets	98.1%	98.2%	98.4%	98.5%	98.7%	98.8%	99.0%	99.1%	EMIS report	
% TVET with improved toilets	44.0%	50.0%	55.0%	60.0%	65.0%	70.0%	80.0%	90.0%	EMIS report	
% pre-primary schools with handwashing facilities	24.0%	34.9%	45.7%	56.6%	67.4%	78.3%	89.1%	100.0%	EMIS report	
% Primary schools with handwashing facilities	64.8%	69.8%	74.9%	79.9%	84.9%	89.9%	95.0%	100.0%	EMIS report	
% Secondary schools with handwashing facilities	70.6%	74.8%	79.0%	83.2%	87.4%	91.6%	95.8%	100%	EMIS report	
% TVET with handwashing facilities	20.0%	31.4%	42.9%	54.3%	65.7%	77.1%	88.6%	100.0%	EMIS report	
Sector Priority 7: Equitable opportunities for all Rwandan children and young people at all levels of learning										
Sector outcome 7.1: Ensure gender parity in participation and achievement at all levels of education										
GPI in NER at Pre-primary	1.04	1.03	1.02	1.02	1.02	1.02	1.01	1.01	EMIS report	

NST1 reference year	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	Data Sources	Notes
Year of data collection	**2017**	**2018**	**2019**	**2020**	**2021**	**2022**	**2023**	**2024**		
GPI in NER at primary	0.99	0.99	0.99	0.99	1.01	1.01	1.01	1.01	EMIS report	
GPI in NER at lower secondary	1.24	1.06	1.05	1.04	1.04	1.03	1.02	1.01	EMIS report	
GPI in NER at upper secondary	1.07	1.06	1.05	1.04	1.04	1.03	1.02	1.01	EMIS report	
GPI in TVETenrolment	0.65	0.69	0.74	0.78	0.82	0.86	0.91	0.95	EMIS report	
GPI in NER at HEI enrolment	0.79	0.81	0.84	0.86	0.88	0.90	0.93	0.95	EMIS report	
Female national examination pass rates in primary	87.0%	88.0%	88.9%	89.9%	90.9%	91.9%	92.8%	93.8%	National examination results (REB)	
Male national examination pass rates in primary	85.5%	86.7%	87.9%	89.1%	90.2%	91.4%	92.6%	93.8%	National examination results (REB)	
Female national examination pass rates in S3	88.1%	89.0%	89.9%	90.8%	91.7%	92.6%	93.5%	94.4%	National examination results (REB)	
Male national examination pass rates in S3	92.0%	92.3%	92.7%	93.0%	93.4%	93.7%	94.1%	94.4%	National examination results (REB)	
Female national examination pass rates in S6	87.5%	88.5%	89.5%	90.5%	91.6%	92.6%	93.6%	94.6%	National examination results (REB)	
Male national examination pass rates in S6	92.4%	92.7%	93.0%	93.3%	93.7%	94.0%	94.3%	94.6%	National examination results (REB)	
Sector outcome 7.2: Increased participation and achievement of children and young people with disabilities and SEN at all levels of education										
% of Pre-primary schools meeting standards of accessability for LwD	5.7%	10.0%	14.4%	18.7%	23.0%	27.3%	31.7%	36.0%	EMIS report	

NST1 reference year	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	Data Sources	Notes
Year of data collection	**2017**	**2018**	**2019**	**2020**	**2021**	**2022**	**2023**	**2024**		
% of primary schools meeting standards of accessability for LwD	18.0%	21.0%	23.5%	26.3%	29.0%	31.8%	34.5%	37.3%	EMIS report	
% of Secondary schools meeting standards of accessability for LwD	23.5%	26.0%	27.8%	30.0%	32.2%	34.4%	36.5%	38.7%	EMIS report	
% of TVET schools meeting standards of accessability for LwD	32.4%	35.0%	37.4%	39.9%	42.5%	45.0%	47.5%	50.0%	EMIS report	
% of HEIs meeting standards of accessability for LwD	56.7%	60.0%	63.4%	66.7%	70.0%	73.3%	76.7%	80.0%	EMIS report	
National examination pass rates of LwD at P6	78.6%	81.0%	83.3%	85.7%	88.0%	90.4%	92.7%	95.1%	REB report	
National examination pass rates of LwD in S3	70.1%	73.9%	77.7%	81.5%	85.4%	89.2%	93.0%	96.8%	REB report	
National examination pass rates of LwD in S6	89.4%	90.3%	91.2%	92.1%	93.0%	93.9%	94.8%	95.7%	REB report, WDA	
Sector Priority8 : More innovative and responsive research and development in relation to community challenges										
Sector outcome 8.1: Increased research and development that responds to community challenges with innovative approaches										
Number of collaborative research projects undertaken between national HEIs	31	33	35	37	39	41	43	45	HEC and UR repor t	

NST1 reference year	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	Data Sources	Notes
Year of data collection	**2017**	**2018**	**2019**	**2020**	**2021**	**2022**	**2023**	**2024**		
Number of collaborative research projects between national and international HEIs	14	17	19	22	24	27	29	32	HEC and UR repor t	
Number of highly ranked international HEIs operating in Rwanda	3	3	3	4	4	5	5	5	HEC and UR report	
Sector Priority 9: Strengthened governance and accountability across all levels of education in Rwanda										
Sector outcome 9.1: Improved leadership in schools, TVET and higher education institutions, as well as administration, management and support services										
% of TVET institutions meeting quality assurance standards	30%	38%	45%	53%	60%	68%	75%	76%	WDA	
% of HEIs independently monitored against international benchmarks	0.6%	2.9%	5.3%	7.6%	9.9%	12.3%	14.6%	16.9%	HEC	
% School leaders trained and mentored in leadership and management	89%	90.6%	92.10%	93.7%	95.3%	96.9%	98.4%	100%	REB/MINEDUC	

NST1 reference year	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	Data Sources	Notes
Year of data collection	**2017**	**2018**	**2019**	**2020**	**2021**	**2022**	**2023**	**2024**		
% of TVET leaders trained and certified		13.7%	27.4%	41.1%	54.9%	68.6%	82.3%	96%	WDA/RP	
% of TVET leaders Mentored		13.8%	27.6%	41.4%	55.30%	69.10%	82.9%	96.70%	WDA/RP	
Sector outcome 9.2: Improved public-private partnerships in education										
% Pre-primary schools with Paternship	39.1%	43.5%	47.90%	52.3%	56.8%	61.2%	65.6%	70%	REB	
% of TVET trainees accessing private industrial attachments	70%	71%	72%	73%	74%	74%	75%	76%	WDA/RP	
% of income raised by public TVET compared to total budget	20%	22%	25%	27%	29%	32%	34%	36%	WDA/RP	
% of income raised by public HEIs compared to total budget	5%	7%	9%	11%	12%	14%	16%	18%	HEC and UR	
Sector outcome 9.3: Improved linking of central and decentralised education planning										
district education strategic plan developped in line with ESSP			Draft strategy available	Strategy aproved					MINEDUC	

Annex 3: Cost assumptions

Other assumptions directly in the model but not in the target table include:

School-age population:

- Cost scenarios use official school-age population projections from the National Institute of Statistics, Rwanda (see table below).
- Pupil-teacher ratios etc. have been projected according to the Sector Monitoring Matrix targets (e.g. an improvement to current levels).

School-age population projections	2017	2018	2019	2020	2021	2022	2023	2024
Aged 4-6 (pre-primary)	915,131	928,793	947,252	963,495	979,051	994,008	1,008,426	1,022,288
Aged 7-12 (primary)	1,825,798	1,820,362	1,810,665	180,6601,	1,821,510	1,841,611	1,866,576	1,896,149
Aged 13-15	852,341	884,013	908,132	923,236	917,037	906,147	893,731	894,873
Aged 16-18	746,226	776,919	812,637	848,627	880,290	904,432	919,586	913,500
Aged 19-23	1,119,858	1,142,298	1,168,850	1,201,807	1,242,235	1,290,489	1,344,516	1,399,197
Total population	**11,809,300**	**12,093,905**	**12,378,511**	**12,663,116**	**12,957,694**	**13,252,272**	**13,557,626**	**14,030,371**

Source: NISR official projections

Classrooms:

- Where targets relate to 'schools' as opposed to classrooms, the number of schools in 2016 was used throughout the life of the ESSP.
- Centres of Excellence unit cost are based on the average of existing TVET Centres of Excellence in Musanze, Nyanza, Mpanda, Nyarutarama.

Enrolment:

- It is assumed that the percentage of private schools (and their enrolment share) remains the same throughout the lifetime of this ESSP for primary and lower secondary schools.

Teachers:

- For adult education, a teacher pupil ratio of 40:1 was assumed to number of teachers required.

MTEF:

- Where an item was budgeted for one year only but it is clear that it will have to take place annually (like the JRES, production of annual statistics, and school maintenance and renovation), the cost projections were extended for all years of the ESSP.

Textbooks:

- REB provided the following data on the current status of new curriculum textbook procurement:

Level	Phase 1 (2015/16)	Phase 2 (2016/17)	Total	Textbook-pupil ratio (average across subjects)
Primary	1,729,884	1,303,306	3,033,190	1:4
Lower secondary	594,251	373,983	968,234	1:5
Upper secondary	112,711	42,560	155,271	1:5
Pre-primary	80,740	0	80,740	
Total	**2,517,586**	**1,719,849**	**4,237,435**	

- These figures were used to determine the number of textbooks needed to improve the primary and secondary ratios by a factor of two. The resultant projected textbook numbers are:

Projected textbooks needed	2018/19	2019/20	2020/21	2021/22	2022/23
Primary schools	539,865	539,865	539,865	539,865	539,865
Lower secondary schools	866,919	866,919	866,919	866,919	866,919

Annex 4: Education sector institutional overview

Structure of the education system

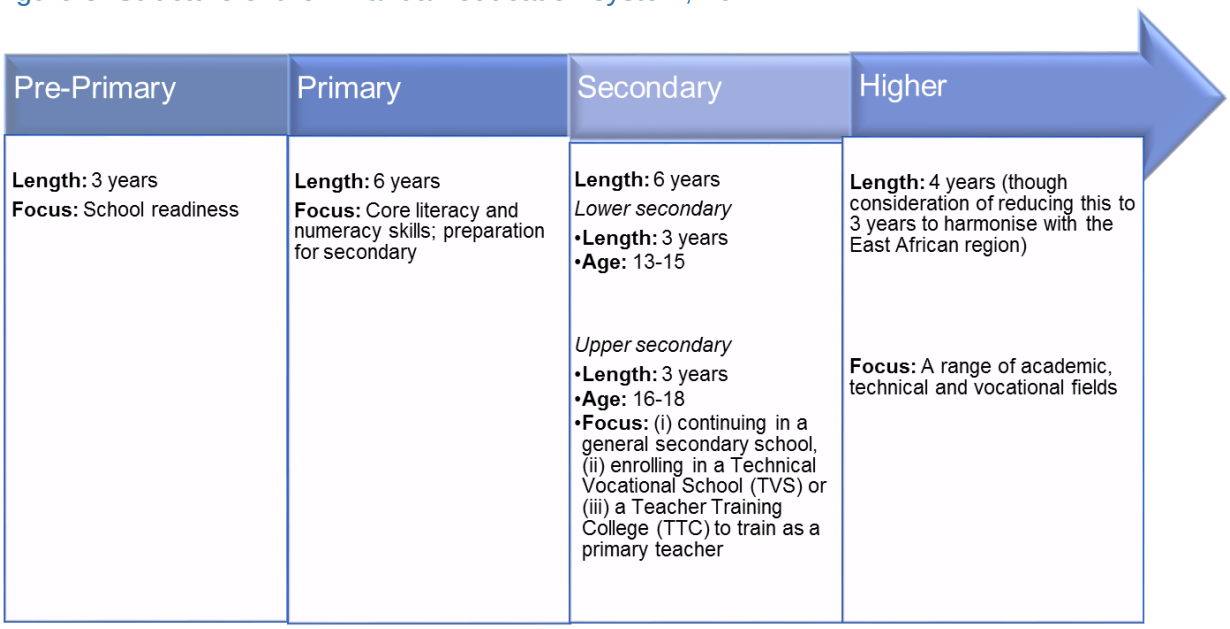
Rwanda's formal education system has four main levels or sub-sectors: pre-primary, primary, secondary, and higher education, with a significant TVET stream at both secondary and higher education levels. In addition, there is non-formal education, also known as adult education.

Compulsory education spans the nine years from age seven to age 15, covering primary and lower secondary education, and is commonly known as 9YBE[9]. National examinations at the end of primary, lower secondary and upper secondary determine eligibility for proceeding to the next level of education. The language of instruction in pre-primary and P1–P3 is Kinyarwanda and this switches to English from P4 onwards.

TVET provides young people and the unemployed with the competencies to gain productive employment and provides those already in employment (including entrepreneurs) with an opportunity to upgrade their skills. TVET is officially delivered through the Vocational Training Centres (VTCs), Technical Secondary Schools (TSSs), and Integrated Polytechnic Regional Colleges (IPRCs). To increase linkages and relevance to the labour market, formal workplace learning, including internships, industrial attachments and apprenticeships, has increasingly been used as part of curriculum delivery to ensure that TVET graduates attain practical competencies related to their courses. In addition, there are informal TVET settings which include informal workplace learning, such as traditional apprenticeships and internships with private companies.

An overview of the structure of the Rwandan education system is provided in Figure 8.

Figure 8: Structure of the Rwandan education system, 2017



Key roles and responsibilities – national level

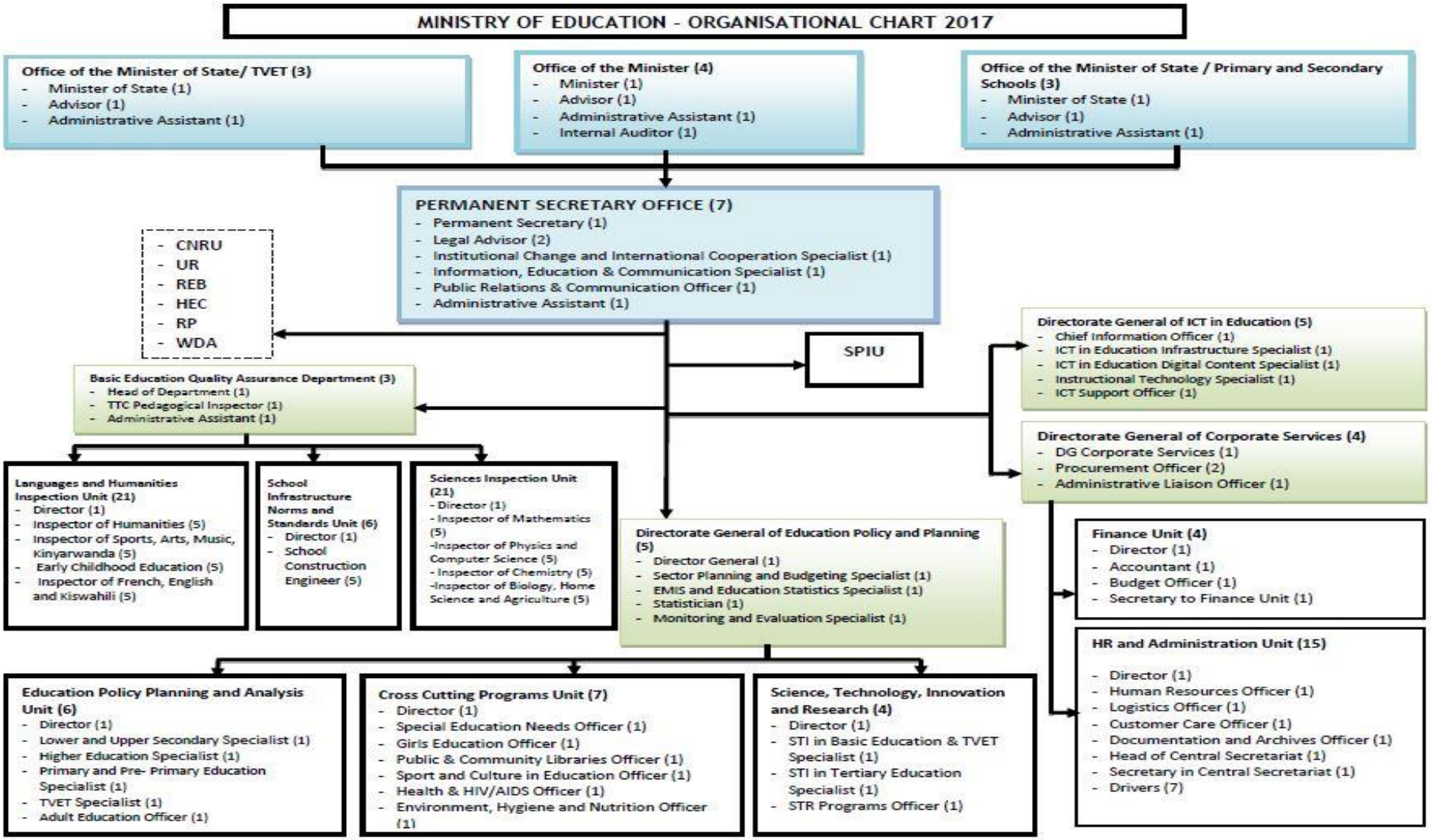
MINEDUC assumes the lead responsibility for policy formulation, educational planning, coordination and M&E at the national level, and is the lead ministry for the education sector, with responsibility for policy formulation, coordination and regulation through setting norms and standards for the education sector. MINEDUC's mission is *to transform Rwandan citizens into skilled human capital for the socio-economic development of the country by ensuring equitable access to quality education, focusing on combating illiteracy, promotion of science and technology, critical thinking, and positive values*.

[9] Compulsory education does not include pre-primary or upper secondary education.

MINEDUC organogram

The MINEDUC structure and organisational chart is given in the following page.

Figure 9: MINEDUC organogram, 2017



MINEDUC works closely with several semi-autonomous Government agencies. The main six include the following:

The Rwanda Education Board (REB)[10] which was established by Rwandan Law (44/2010) in 2010 bringing under a single authority the functions of five previously separate departments. REB has national oversight for coordinating and implementing education activities at pre-primary, primary and secondary level. REB is organised into six departments, each headed by a head of department (see Box 2).

Box 3: REB departments

1. Department of Curricula and Pedagogical Materials
2. Department of Examinations and Accreditation
3. Department of Higher Education Student Loans
4. Department of ICT in Education and Open and Distance e-Learning (ODeL)
5. Department of Teacher Education Management and Professionalisation
6. Corporate Services

REB's vision is *to improve the quality of education through curriculum development, setting quality standards, development and management of teachers, assessment, and promote the use of information and communication technology in education.* Its mission is *fast tracking education development in Rwanda by designing and delivering high quality free 12 years of education for all children of school going age.*

The Workforce Development Authority (WDA)[11] was initially established in 2008 to provide the institutional framework to provide a strategic response to the skills development challenges facing the country across all sectors of the economy. However, the new enactment of 18/10/2016 re-defines its mandate as a TVET overall supervisory and quality standards body. The main functions now include developing TVET standards; monitoring implementation; policy dissemination; and playing an advisory role in relation to all TVET implementers.

Rwanda Polytechnic (RP) was established in June 2017. This institution has as its vision the provision of quality education that complies with applicable standards through TVET that enables beneficiaries to acquire the skills required to create jobs and compete in the labour market. The main functions of RP include TVET curriculum development; TVET implementation (offering courses); promoting TVET research and innovation; conducting in-service training; as well as coordinating all TVET programmes. The role of IPRCs will be to provide TVET courses at levels six and seven (diploma), as well as to follow up TVET programmes in the decentralised implementation structure. All the WDA staff and departments involved in teaching and research are to be relocated to RP. The new internal organisational structures of WDA and RP are being developed.

The Higher Education Council (HEC)[12] is responsible for securing coherent provision of quality higher education in Rwanda, in line with GoR policies and priorities, and advising the Minister of Education on all matters relating to the accreditation of higher education institutions, including the merging of all Higher Education Institutions (HEIs) under the University of Rwanda. It is also responsible for monitoring and evaluating the quality and standards of the HEIs and enhancement of teaching and research. This includes responsibility for implementing EAC guidelines on issues such as the harmonisation of curricula and unit costs/fees that can be charged. HEC has three main departments, as outlined in Box 4.

[11] http://www.wda.gov.rw/
[1212] http://hec.gov.rw/

Box 4: HEC departments

1. Directorate of Administration and Finance
2. Directorate of Policy, Research and Planning
3. Directorate of Academic Quality

The University of Rwanda (UR) has its head office in Kigali and has 14 campuses. It was formed in 2013 through the merger of Rwanda's public HEIs. Law number 71/2013 transferred the contracts, activities, assets, liabilities and denominations of seven institutions to the UR. These include:

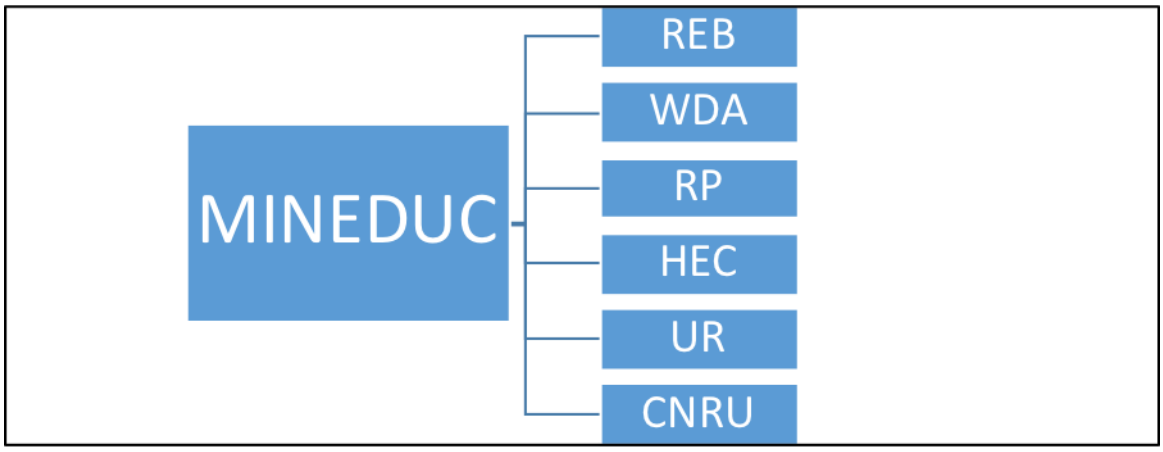
1. the National University of Rwanda;
2. the Kigali Institute of Science and Technology;
3. the Kigali Institute of Education;
4. the Kigali Health Institute;
5. the Higher Institute of Agriculture and Animal Husbandry;
6. the School of Finance and Banking; and
7. the Higher Institute of Umutara Polytechnic.

UR is now organised into six subject-based colleges:

- the College of Arts and Social Sciences;
- the College of Agriculture, Animal Sciences and Veterinary Medicine;
- the College of Business and Economics;
- the College of Education;
- the College of Medicine and Health Sciences; and
- the College of Science and Technology.

The Rwandan National Commission for UNESCO (CNRU) is responsible for coordinating activities related to UNESCO's activities in Rwanda.

Figure 10: MINEDUC and its six agencies



In addition, there are two other important GoR institutions that MINEDUC works with:

The University of Rwanda, College of Education (UR-CE) (formerly Kigali Institute of Education) has overall responsibility for teacher training in Rwanda. It is the apex institution for teacher education in Rwanda, with academic responsibility for 16 TTCs. It awards degrees which permit teaching at upper secondary level; diplomas which permit teaching at lower secondary level; and certificates (studied via the 16 TTCs) that permit teaching at primary level.

The National Science and Technology Commission (NSTC) is an independent advisory board to the Government that is responsible for development, promotion and coordination of Rwanda's science, technology and innovation. It is based in the Office of the Prime Minister.

Other Government ministries and agencies with responsibilities for education

The education sector comprises educational activities that take place under the governance of several ministries. Of these, MINEDUC is the lead ministry for the education sector, with responsibility for policy formulation, regulation and setting norms and standards for the education sector. MINEDUC also undertakes planning, monitoring and evaluation at the national level. Other ministries which have significant involvement in education provision and development are:

- **Ministry of Finance and Economic Planning (MINECOFIN)** which sets broad economic policy and planning frameworks, oversees financial planning, develops the Medium-Term Expenditure Framework (MTEF), national strategic plans and the Long-Term Investment Framework. It plays an important role in the performance assessment and monitoring of budget execution;
- **Ministry of Public Service and Labour (MIFOTRA)** which sets and administers salary levels and conditions of service for all civil servants, including teachers. It is also responsible for coordinating workplace learning programmes;
- **Ministry of Local Government (MINALOC)** which oversees decentralisation functions of education; administers the Assistance Fund for Genocide Survivors (*Fonds d'Assistance au Rescapés du Génocide*, FARG) and community development funds; monitors performance at decentralised levels (provinces and districts, including performance contracts) and manages the *Vision 2020 umurenge* social protection programme, which impacts on education as well as health;
- **Ministry of Health (MoH)** on educational programmes related to issues such as health, nutrition and HIV/AIDS prevention;
- **Ministry of Agriculture (MINAGRI)** on issues relating to school feeding and provision of milk to primary school students;
- **Ministry of Youth (MINIYOUTH)**, on issues relating to youth skills;
- **Ministry of Information Technology and Communications (MITEC)** on issues relating to ICT literacy;
- **Ministry of Foreign Affairs, Cooperation and East Africa Community**, which coordinates work on Rwanda's education commitments as part of regional integration; [13] and
- **Ministry of Gender and Family Promotion (MIGEPROF)** on girls' education and early childhood development.

MINEDUC and its affiliated agencies also work closely with a number of other Government agencies, authorities and programmes. These include:

- **Rwanda Development Board (RDB)**, on issues relating to skills development and employment, including closely working with the Sector Skills Councils to facilitate identification of the skills needs in the private sector and supporting training providers to design demand-driven curriculum to deliver appropriate training;
- the **Capacity and Employment Service Board**, to coordinate the implementation of capacity-building activities in the public, private and civil society sectors to mitigate overlaps and duplication of efforts within TVET programmes;
- the **National Employment Programme**, which is mandated to create sufficient jobs that are adequately remunerated and sustainable across the economy; increase productivity; and coordinate all employment related initiatives; and
- the **Private Sector Federation** in TVET. This body represents all the private business entities from small to cooperate level. Private sector involvement in TVET delivery is critical in terms of policy formulation, investment, implementation and M&E.

Key roles and responsibilities – the decentralised levels

Under the Local Government Act (2013) District Administrations, who are under the authority of MINALOC, have responsibility for the delivery of education services. The extent to which MINEDUC,

[13] Correct as at 01 November 2017. See http://www.primature.gov.rw/news-detail/article/1604.html

REB and WDA have influence at the district level is very much determined by the level of interest and priority afforded to education by the District Executives. District Development Plans (DDPs) determine district priorities and where resources are allocated.

District Education Officers (DEOs) are employed by MINALOC and managed by a District Director of Education (DDE) in their District Administrations. In each district, there is a DEO in charge of pre-primary and primary, a DEO in charge of secondary, a DEO in charge of TVET and a DEO in charge of infrastructure. DEOs are actively involved in the planning, delivery and monitoring of education and training in their districts, which includes:

- preparation of the Five-Year District Education Development Plan and the Three-Year District Education Strategic Plan;
- implementation of education policy and strategic plans;
- preparation of the budget;
- M&E of activities in education and training;
- recruitment, deployment and payment of permanent teaching staff;
- providing information on employed teachers to MINEDUC through REB;
- provision of education statistics;
- transfers of teachers, trainers and students within the same district;
- follow-up of NGO education-related activities and reporting back to MINEDUC; and
- monitoring of school financial reports, use of capitation grants, teachers' salaries and school feeding.

Below the district level, the sector is the direct service provider for basic education and TVET to the population. Responsibility for overseeing the delivery of services and the running of schools, rests with the Sector Education Officer (SEO).

The 'cell' and the village are responsible for educational needs assessment and prioritisation, mobilising community, and building collaboration and solidarity among community members. This includes school construction and maintenance through community works, collecting community contributions for education funds, identifying children and young people who are of school age and sensitising parents to send them to school, and following up on attendance and those who have dropped out of school. The administrative cell, in particular, has the official mandate of managing and monitoring pre-primary education and ECD centres.

Education is not the sole responsibility of MINEDUC and the formal Government administrative structure at district, sector, cell and village levels. Parents and communities also play a key role as duty-bearers.

Key roles and responsibilities – school level

Head teachers are fundamental to effective school leadership and management, and therefore ensuring the quality of education and efficiency with which it is delivered. It is anticipated that as school management is strengthened, schools themselves will make more decisions and manage increasing amounts of funds transferred directly to the school from the capitation grant. This management role is actively supported by School General Assembly Councils (SGACs) which receive training on school management. The implementation of policies, including ensuring access, retention and quality of education, primarily lies with schools.

Support from development partners, the private sector and NGOs

Rwanda has a progressive and collegiate relationship with external and national partners in the education sector. It has maintained an open-door policy to development partners, resulting in considerable levels of financial and technical support. Its strong record on good governance and robust financial systems have attracted direct on-budget support. Development partners continue to play an important role in increasing the flow of funds through budget support, funding education programs and projects, and providing technical assistance where necessary. They also play an active

role in policy dialogue and monitoring progress in the education sector through the annual Joint Review of the Education Sector (JRES) process as well as being actively involved in the education sector and sub-sector working groups.

The GoR has prime responsibility for education, but civil society organisations, mostly faith-based organisations, but also other NGOs and CSOs, play a major role in ensuring the engagement and participation in policy formulation, implementation and monitoring of strategies for educational development. The Rwanda Education NGO Coordination Platform (RENCP) plays a key role in the coordination of NGO efforts in education with the GoR.

Public-private partnerships (PPPs) are encouraged at all levels of education with a particular focus on TVET and higher education in designing and contributing to policy formation; strategic planning; infrastructure; financing; and implementation and running of schools, TVET and higher education institutions. PPPs are most common in TVET delivery, where WDA (RP will take over this role) and TSSs have signed memoranda of understanding with private companies. This has facilitated the implementation of industrial attachment programmes, internships, apprenticeships and workplace learning.

Annex 5: List of ESSP consultation meetings

ESSP consultations were held at national level and at decentralised levels through workshops and meetings with different people or organisations. At national level these included Government officials, development partners, civil society and private sector actors active in education at the national level. The consultations were done through Sector Working Group (SWG) and Sub-Sector Working Groups (SSWGs). ESSP development was one of the key issues discussed during the Joint Review of the Education Sector (JRES).

At decentralised level, consultations included DEOs, district council members, civil society including NGOs and FBOs at decentralised levels and teachers or head teachers. The consultations were held through workshops combining people from three or four districts.
A total of **321** people attended different meetings and workshops and **22** people were individually consulted some more than once. See tables below.

Summary of workshops

Date	Workshop	Venue	Number of participants
Fri 26th May	ESWG	MINEDUC Boardroom	29
Mon 29th May	DPs Co-chairs ESWG,	UNICEF	5
Tues 31st May	TVET SSWG	Hotel Portofino, Kigali	33
Tues 31st May	Basic Education SSWG	REB/CPMD room	23
Wed 2nd June	Higher Education SSWG	Portfino Hotel, Kigali	30
Thurs 1st June	District representatives	Hill Top Hotel, Kigali	14
Wed 21st June	District representatives	Muhanga, South Province	25
Thurs 22nd June	District representatives	Rwamagana, East Province	27
Fri 23rd June	District representatives	Karongi, North Province	23
Wed 5th. July	Basic and TVET SSWGs	Lemigo Hotel, Kigali	19
Fri 7th July	Higher Education SSWG	Umubano Hotel, Kigali	11
Wed 12th July	DGs and Planning Officers	MINEDUC Boardroom	20
Fri 14th July	ESWG	MINEDUC Boardroom	27
Mon 6th Nov	DGs and Planning Officers	MINEDUC Boardroom	12
Wed 8th Nov	ESWG	MININFRA Boardroom	23
Total			**321**

Meetings with individual stakeholders and partners

Key stakeholders and partners were consulted several times from start to end of the development of ESSP. These includes:

1. Samuel Mulindwa, Permanent Secretary, MINEDUC and Chair ESWG
2. Rose Baguma, Director General Education Planning Ministry of Education
3. Niyomana Mico Emmanuel, Director of Planning, MINEDUC
4. Alice Ching'oma, Education Advisor, DFID, Co-Chair ESWG, Co-Chair Basic Education SSWG
5. Sara McGinty, Chief of Education, UNICEF Co-Chair ESWG, Co-Chair Basic Education SSWG

Other individual partners and institutions were consulted once or twice. These are as follows:

1. Jeanette Rwigamba, Budget Officer, Ministry of Finance and Economic Development (MINECOFIN)
2. Clarisse Umuraza, Education Focal (point) Ministry of Finance and Economic Development (MINECOFIN)
3. Alain Didier Rutayisire, Planning and Performance contract Specialist, Ministry of Local Government (MINALOC)
4. Theoneste Niyonzima, Director of ECD, Ministry of Gender and Family Promotion (MIGEPROF)
5. Immaculee Kayitare, ECD Technical Assistant, Ministry of Gender and Family Promotion (MIGEPROF)
6. Issac Hategekimana, Head teachers' salaries Ministry of Public Service and Labour (MIFOTRA)
7. Dr. Alphonse Uworwabayeho, Head of Primary Education, College of Education/University of Rwanda
8. Sylvie Uwimbabazi, Director of Cross-cutting Programes, MINEDUC
9. Jannet Nakato, Acting Director of Policy, Monitoring and Evaluation, MINEDUC
10. Mary Kobusingye, Special Needs Education Expert, MINEDUC
11. Claudia Mukagahima, School Health Expert, MINEDUC
12. Lydia Mitali, Girls' Education Expert
13. Muziganyi Esperance, Adult Literacy Expert
14. Peter Wallet, UNESCO Rwanda
15. Caroline Dusabe, Save the Children/Chair of RENCP
16. Prof Michael Cross, Team leader HEC/SIDA Consultants Higher Education Sub-Sector Strategic Plan
17. Clement Mugabo, Head of Budget, MINEDUC
18. Joseph F. Ntagaramba, Director of Teacher Management and Staffing, Rwandan Education Board (REB)
19. Olive Umuteteri, Quality Assurance Officer, REB
20. Francis Karegyesa Kayenda, Director of Finance, REB
21. Geneurese Nyirakamana, Planning Officer, WDA
22. Desire Nimpano, Director of Planning and Project Management, WDA

Major workshops (including full list of people who participated)

ESWG, MINEDUC, 26th May 2017

No.	Name	Position and institution
1	Samuel Mulindwa	PS MINEDUC, Chair
2	Alice Ching'oma	DFID, Co-Chair ESWG
3	Simon Ndacyayisenga	PRO, IPRC WEST
4	Jef Peeraer	VVOB Program Manager
5	Damien Gregory	VSO Education Advisor
6	Caroline Dusabe	Save the Children
7	Sara Mcgninty	UNICEF, Co-Chair ESWG
8	Paul Bagambe	Plan Rwanda/RENCP
9	Richard Taylor	Wellspring/RENCP
10	Eric Tuyishime	NUDOR
11	Michelle Ntukanyagwe	HEC
12	Shuhei Saikawa	JICA
13	Lee Marshall	Education Director, USAID
14	Seohyun, Bang	KOICA Young Professional
15	Abineza Sylvine	Education Program Coordinator, KOICA
16	Mudahinyuka Sylvain	ESWAS Professional
17	Kabayiza Barnabe	Planner, MINEDUC
18	Peter Wallet	UNESCO ProgrammeCoordinator
19	Dr. PAU Atherton	DFID
20	Dr. Emilia Molnar	Program Manager, Sida
21	Mr. Shefan Schell	HOC, German Embassy
22	Sheilagh Nelson	Country Director, British Council
23	Dr. Emmanuel Muvunyi	Executive Director, HEC
24	Rose Baguma	DG Planning, MINEDUC
25	Sofia Cozzilia	Save the Children
26	Nsengiyumva J. Baptiste	MINEDUC, Institutional Change and Capacity Building
27	Mitali Lydia	Girls' Education MINEDUC
28	Kabasha Samuel	Director of Planning, UR
29	Mimpano Desire	Director of Planning, WDA

DPs, Co-Chairs SSWGs, UNICEF, 29th May 2017

No	Name	SSWG	Organisation
1	Alice Ching'oma	Basic Education	DFID, Co-Chair
2	Sara McGinty	Basic Education	UNICEF, Co-Chair
3	Stephan Schell	TVET	German Embassy
4	Beate Dippmar	TVET	GIZ
5	Emilia Molnar	Higher Education	SIDA

TVET SSWG, Portofino Hotel, 31st May 2017

No.	Name	Institution
1	Nzitatira Wilson	IPRC North
2	Dodo Kimba	APEFE
3	Jean Bosco Ndayisenga	APEFE
4	Odette Mureburayire	IPRC West
5	Mutabazi Rita Clemence	IPRC East
6	Barnabe Twabagnra	IPRC South
7	Abayisenga Emile	Musanze Polytechnic
8	Abineza Sylvine	KOICA
9	Frieder Hunzinjer	GIZ
10	Claire Benjata	SBFIC
11	Annelyse Umunyana	KFW
12	Friedemann Gruner	KFW
13	Blondine Eya Nchama	SDC
14	Helene Cyiz	Mastercard Foundation
15	ACP Dommas Gatare	GIP GISHARI
16	Didier Munezero	WDA
17	Nimpano Desire	WDA
18	Anne Marie Mukarugambwa Ntwali	EDC/AKA
19	Ezekiel Ngoboka	GIZ
20	Beale Dippmar	GIZ
21	Anne Adakuaizi	WDA
22	Stefan Schell	German Embassy
23	Mfitundinda Anup	CESB
24	Ntajagra Richard	KCCEM
25	Kampayana Richard	WDA
26	Nzabandora Aldallah	WDA
27	Agaba Gilbert	CESB
28	Pacy Inyange Karemera	Swiss Contact
29	Emmanuel Ntagozera	MIGEPROF
30	Mukantabana Rose	WDA
31	Muhire Jean Marie	WDA
32	Diogene Mulindahabi	IPRC Kigali
33	Justine Murembe	Consultant

Basic Education SSWG, CPMD/ REB, 31st May 2017

No.	Name	Position	Institution
1	Michael Tusiime	DDG Exam, Chair	REB
2	Alice Ching'oma	Education Advisor	DFID, Co-Chair
3	Claudien Nzitabakuze	DDG TDM	REB
4	Vincentie Nyangoma	DDG ICT in Education	REB
5	Joyce Musabe	DDG CPMD	REB
6	Sara McGinty	Chief of Education	UNICEF, Co-Chair
7	Paul Atherton	Education Advisor	DFID
8	Desiré Gacinya	DDG Higher Education Student Loans	REB
9	Nelly Nkunda		EDUCATE
10	Therese Karukwiza		UNFPA
11	Sayaka Matsuzuki		SIIQS JICA
12	Berthine Gikundiro		SIIQS JICA
13	Benjamin Setaha		SOMA-UMENYE
14	Olive K		AIMS
15	Sheilagh Nelson		British Council
16	Mujiji N. Peter		REB
17	Raymond Mwesigye		FHI360
18	Damien Gregory		VSO
19	Emily Routte		USAID
20	Jef Peteraer		VVOB
21	Shuhei Saikawa		JICA
22	Dusabe Caroline		Save the Children
23	Michael Tusiime		REB

Higher Education SSWG, Portofino hotel, 2nd June 2017

No.	Name	Institution	Position
1	Dr. Pancras Ndokoye	MINEDUC	Acting Director of R&D
2	Urufeni Kelly	JICA	Program Officer
3	Abineza Sylvine	KOICA	Education Program Coordinator
4	Imaniriho Dan	AUCA	Director of Quality
5	Hakizimana Emmanuel	UNILAC	Director of Quality
6	Pauline Uwajeneza	RHIH	Principal
7	André Muhirwa	UR	UR Director T&LE
8	Gatare Peter	ICK	Director Planning
9	Nelson Ijumba	UR	DVCAAR
10	Mushabe Dickson	HEC	Ag. PQDAEO
11	Dr. P. Mulyungi	JKUAT	Associate Chairman
12	Dr. Sekibibi Ezekiel	ULK	Vice-Chancellor
13	Georgette Umutoni	BRD	Marketing and Communications Specialist
14	Rob Van de Gevel	Mott Macdonald	Team Leader
15	Prof. Verdiana Grace Masanja	UNILAK	Senior Advisor Strategic Development, Research and Innovation
16	Rev Prof. Elisée Musemakweli	PIASS	Vice-Chancellor
17	Mulle Chikoko	ADB	Socio-economic Specialist
18	Sylvia Rutebuka	CESB	Social Cluster Specialist
19	Dr. Emmanuel Muvunyi	HEC	
20	Prof. Fr. Nyombayire Faustin	UTAB	Vice-Chancellor
21	Uline K	Consultant AIMS	Consultant AIMS
22	Ingabire Marie Nadine	HEC	PPPO planning officer
23	Sadiq Jonathan	HEC	Ag. DAQ
24	Bagabo Frank	HEC	DAF
25	Baguma Abdallah	HEC	Ag DAQ
26	Alphonsine Uwimpuhwe	HEC	INYANGE
27	Mfitundinda Amos	CESB	PSDPS
28	Kabasha Samuel	UR	Director of Planning
29	Ntukanyagwe Michelle	HEC	HPRS
30	Rulisa Chrissy	KIM	DPR

District representatives, Hill Top Hotel, 1st June 2017

No.	Name	Title	District
1	Martin M. MASABO	Head teacher	Nyagatare
2	NYIRABAHIRE Esperance	Head teacher	Gicumbi
3	NSENGIMANA Jean Damascene	DDE	Gicumbi
4	UKWIZAGIRA Emmanuel	DEO/STEO	Nyarugenge
5	NSENGIMANA Innocent	Head teacher	Kicukiro
6	ZAINA KAYITESI	Head teacher	Rwamagana
7	HAKIZAYEZU J de Dieu	Head teacher	Kamonyi
8	MUREKATETE Judith	Director of Education	Ngoma
9	MUSABWA Eumene	Director of Education	Burera
10	RWEMA MUSSA	Director of Education	Rwamagana
11	UWAMAHORO Fidele	In charge of secondary	Kamonyi
12	KABALISA Emmanuel	Director of Education	Ruhango
13	NZIGIRA Fidele	In charge of secondary and TVET	Musanze
14	KIMENYI Burakali	DDE	Gasabo

District representatives, Muhanga, Southern Province, 21st June 2017

No.	Name	District	Function
1	NGABOYAMAHINA Eraste	Muhanga	Head teacher
2	UWERA M. Chantal	Muhanga	District Councillor
3	NDAYAHOZE Valens	Nyarugenge	Programme Manager Right to Play International
4	MUKESHIMANA JMV	Kamonyi	Pastor
5	KARASIRA Prosper	Muhanga	Pastor (Anglican), Shyogwe
6	KARAMIRA Prudemce	Muhanga	JADF Chairperson
7	VUGANEZA Aaron	Kamonyi	Head teacher of Ecose
8	SAIDON Christian	Nyarugenge	Head teacher APE Rugunga
9	HAKIZIMANA J. Damascene	Kamonyi	Head teacher
10	NIYONSENGA Jean de Dieu	Nyarugenge	Head teacher NGO
11	NSANZAMAHORO Wenceslas	Ruhango	Head teacher
12	MUKANIYIBIZI Francoise	Muhanga	SEO
13	HAKIZAYEZU Jean de Dieu	Kamonyi	Head teacher
14	RUGWIRO GAHAMANYI David	Kamonyi	District Councillor
15	UWIMBABAZI Francoise	Nyarugenge	Counsellor
16	UWIZEYEMARIYA Domitianne	Nyarugenge	FBO
17	UKWIZAGIRA Emmanuel	Nyarugenge	DEO
18	MUKANDAHIRO Oliver	Nyarugenge	DEO
19	MUNYEMANA Eugene	Ruhango	SEO
20	NTAKIRUTIMANA Vincent	Ruhango	Pastor
21	MUNYAKAZI Elie	Muhanga	Rev. Pastor
22	MASABO M. Martin	Nyarugenge	Head teacher
23	TUYISHIME Jerome	Muhanga	School Construction Engineer
24	HATEGEKIMANA Assiel	Muhanga	Head teacher
25	Marie-Soleil N. Nzeyimana	Muhanga	Kamonyi coordinatrice

District representatives, Rwamagana, Eastern Province, 22nd June 2017

No.	Name	District	Function
1	MUHIRE Celestin	RWAMAGANA	Rev Pastor
2	MUKANTWARI Diane	GASABO	DEO Nursery and Primary
3	Sr. M. Eugenia Kairaba	GASABO	Head teacher FAWE GS
4	UWIZEYE Emmanuel	RWAMAGANA	Head teacher Le Paradis des Anges
5	Psr BASABOSE J. Nepo	Rulindo	ADEPR NGO Coordinator
6	RWEMA Mussa	RWAMAGANA	Acting DDE
7	NKESHIMANA Faustin	Rulindo	Acting DDE
8	MUVANGE NTURO Michel	KAYONZA	Kayonza District Council
9	BIZIMANA F. Xavier	KAYONZA	DDE
10	CONDO Innocent	KAYONZA	Head teacher
11	Isaie NIZEYUMUREMYI	Rulindo	School Owner
12	MUKIZA N Joas	KICUKIRO	Pastor
13	HATANGIMBABAZI Hilaire	KICUKIRO	KICS
14	UWASE Adolphine	GASABO	DEO Secondary and TVET
15	SHEMA NGAMIJE	KICUKIRO	Head teacher
16	HABYARIMANA Innocent	RULINDO	DC
17	NYIRANDENZI M. Florence	Rulindo	Head teacher
18	NSENGIYUMVA Samuel	KAYONZA	Civil Society
19	NGENDAHIMANA Innocent	KICUKIRO	DEO, TVET
20	MUHIRE Eugene	RWAMAGANA	DOS
21	Jean Bosco TWAGIRAYEZU	Rulindo	District Advisor
22	UWAMUNGU K Jean de Dieu	GASABO	Director and Private Sector
23	HABANABASHAKA Jean Baptiste	GASABO	Head teacher
24	MUSABYIMANA K. Yvonne	GASABO	Councillor
25	BYOMBI KAMASA Vedaste	GASABO	NGO Representative
26	MUKANKUSI Flavia GAKWAYA	KAYONZA	Head teacher
27	SEHORANA NSENGIYUMVA B. Cyrille	KICUKIRO	Head teacher

District representatives, Karongi, Northern Province, 23rd June 2017

No.	Name	District	Function
1	Claude Gilbert KAMBA	Nyamasheke	VSO Representative
2	Pastor Benoit SENANI	Nyamasheke	Head teacher (FBOs)
3	NDASHIMYE Leonce	Nyamasheke	Head teacher (District Council)
4	SINABAJIJE Alphonce	Nyamasheke	DDE
5	KAMAHORO Adrienne	Nyamasheke	Head teacher
6	MUKAMANA Berthe	Rutsiro	District councillor
7	NIKUZE Balthazar	Rutsiro	Head teacher
8	Abbe Elie HATANGIMBABAZI	Karongi	Catholic Representative Education Nyundo
9	MUKANYEMERA Marie Chantal	Karongi	Project Officer from AEE- RWANDA
10	KARIWABO Oswald	Rubavu	Head teacher
11	BIKORIMANA J. Baptiste	Karongi	DCEO
12	MUKANDEKEZI Francoise	Karongi	District Council member (Social Commission)
13	HAKUZIMANA Esri	Rubavu	Head teacher
14	Pasteur GATEMBEREZI Paul	Rubavu	HOD Education ADEPR- WEST
15	IYAMUREMYE Deogratias	Rubavu	Head teacher
16	BAHIZI Gerard	Rubavu	Principal TTC
17	Padei Gilbert Ntirandekura	Rutsiro	Promoter
18	Nsimiye Bernard	Karongi	Head teacher
19	Hungurimana Protegene	Rutsiro	Teacher
20	Mwikadigo Florian	Rutsiro	SEO
21	Ayingeneye Stephanie	Rutsiro	Teacher
22	Sderugo Elias	Rutsiro	Headteacher
23	Mudahinyuka Sylvain	MINEDUC	ESWG

Basic and TVET SSWGs, Lemigo Hotel, 5th July 2017

No.	Name	Institution
1	Nyampundu Benita	MINEDUC
2	Gasana James	REB
3	Tuyishime Angelique	REB
4	Mutsinzi	REB
5	Bizimana Meschec	REB
6	Irene Baby	MINEDUC
7	Magdalena Lomacka	ESSP Consultant (Economist)
8	Hassan Ahmed	ESSP Consultant (Planning)
9	Nshimiyimana Yassin	MINEDUC
10	Beate Dippmar	GIZ
11	Emily Routte	USAID
12	Rutungisha R. Ernest	MINEDUC
13	Damien Gregory	VSO
14	Alice Ching'oma	DFID
15	Sara McGinty	UNICEF
16	Mudahinyoka Sylvain	MINEDUC
17	Kabayiza Barnabe	MINEDUC
18	Shuhei Saikawa	JICA
19	Ndayisenga J Bosco	APEFE

Higher Education SSWG, UMUBANO Hotel, 7th July 2017

No.	Name	Institution	Position
1	Ingabire M. Nadine	HEC	Principal Policy & Planning Officer
2	Imaniriho Dan	AUCA	Director of Quality
3	Kabasha Samuel	UR	Director of Planning M&E
4	Nelson Ijumba	UR	DVC DDR
5	Sylvia Rutebuka	CESB	Social Cluster Specialist
6	Hakizimana Emmnauel	UNILAK	DAQ
7	Silas Udahemuka	World Bank	HD Specialist
8	Shu Saiyaka	JICA	GDU Advisor
9	Dr Okoko Ojambo	ULK	DUC ACAD
10	PROF Michael Cross	UY-RSA	Research Professor
11	Dr Pancras Ndokoye	MINEDUC	Acting Director of R&D

DGs and Planning Officers, MINEDUC, 12th July 2017

No.	Name	Institution
1	Gasana I. Janvier	REB
2	Kabasha Samuel	UR
3	Michael T. Rwibasira	REB
4	Nzitabakuze Claudien	REB
5	Kageruku Benjamin M	REB
6	Dr. Joyce Musabe	REB
7	Nimpano Desire	WDA
8	Jacqui Mattingly	ESSP Team
9	Roger Cunninham	ESSP Team
10	Alice Ching'oma	DFID
11	Rose Baguma	MINEDUC
12	Niyomana Mico Emmanuel	MINEDUC
13	Mudahinyuka Sylvain	MINEDUC
14	Nyirigira Vincent	REB
15	Kayumba Theogene	MINEDUC
16	Sylvie Uwimbabazi	MINEDUC
17	Gacinya Desire	REB
18	Nakato Bakunzi Janet	MINEDUC
19	Nyampundu Benita	MINEDUC
20	Ingabire M. Nadine	HEC

ESWG, MINEDUC, 14th July 2017

No.	Name	Position and institution
1	Emily Routte	USAID
2	Kate Maloney	USAID
3	Nimpano Desire	Director of Planning, WDA
4	Sara McGinty	UNICEF, Co-Chair
5	Rose Baguma	DGEP, MINEDUC
6	Alice Ching'oma	DFID, Co-Chair
7	Michael Tusiime	DDH-REB-EXAMS
8	Niyomana Mico Emmanuel	Planning Division, MINEDUC
9	Damien Gregory	VSO
10	Michelle Venneram	Education Advisor
11	James Mchtyre	Mastercard foundation
12	Tanya Cutter	Senior Advisor English Education, British Council
13	Nakato Bakunzi Janet	Ag. Dir. PMEU
14	Kayitesi Diane	JICA
15	Rukundo Pascal	UNESCO
16	Irenee Nsengiyumva	DDGT/WDA
17	Roger Cunningham	ESSP Consultant (Team Leader)
18	Jacqui Mattingly	ESSP Consultant
19	Mudahinyuka Sylvain	ESWG/MINEDUC
20	Mugabo Clement	Planner, MINEDUC
21	Uwimbabazi Sylvie	Director Cross-Cutting Program
22	Muziganyi Esperance	Professional in charge of Adult Education
23	Ingabire Marie Nadine	PEEO/ HEC
24	Nelson Ijumba	DVCADR
25	Richard Taylor	Country Director, Wellspring Education
26	Stephane Nyembo	PR/COMMS, RENCP
27	Nzitabakuze Claudien	HOD/TEMP/REB

DGs and Planning Officers, MINEDUC, 6th November 2017

No	Name	Organisation	Title	Email
1	Rutungisha Ernest	MINEDUC	EMIS	erutungisha@mineduc.gov.rw
2	Kabayiza Barnabe	MINEDUC	Planner	bkabayiza@mineduc.gov.rw
3	Benita Nyampundu	MINEDUC	Statistician	bnyampundu@mineduc.gov.rw
4	Ingabire M. Nadine	HEC	Planner	ningabire@hec.gov.rw
5	Mukankibito Rehema	WDA	Quality assurance	mrehema@wda.gov.rw
6	Nzitabakuze Claudien	REB	DDG Teachers	cnzitabakuze@reb.rw
7	Niyomana Mico Emmanuel	MINEDUC	Director of Planning	emico@mineduc.gov.rw
8	Rose Baguma	MINEDUC	DG Planning	rbaguma@mineduc.gov.rw
9	Alice Ching'oma	DFID	Education Advisor	a-chingana@dfid.gov.rw
10	Michael Tusiime	REB	DDG Exams	
11	Joyce Musabe	REB	DDG Curriculum	jmusabe@reb.gov.rw
12	Nimpamo Desire	WDA	Director of Planning	dnimpano@wda.gov.rw

ESWG, MININFRA, 8th November 2017

No	Name	Organisation	Title	Email
1	Dr Emanuel Sibomana	Wellspring	Director of Policy and Planning	sibomanae@thewellspringfoundation.org
2	Stepfane Nyembo	RENCP	RENCP Focal Point	stepfane@thewellspringfoundation.org
3	Luann Grannovd	USAID	Education Director	igrannovd@usaid.gov
4	Peter Wallet	UNESCO	Programme Coordinator	p.wallet@unesco.gov.rw
5	Emily Route	USAID	Education Specialist	eroutte@usaid.gov
6	Elisabeth Turner	REB /SOMA UMENYE	Technical Assistant	eturner@reb.rw
7	Niyomana Mico Emmanuel	MINEDUC	Director of Planning	emico@mineduc.gov.rw
8	Kamanzi Steve	EDT	Deputy Chief of Party	ekamanzi@eok.org
9	Rose Baguma	MINEDUC	DG Planning	rbaguma@mineduc.gov.rw
10	Sara McGinty	UNICEF	Education Chief	smcginty@unicef.org
11	Nzitabakuze Claudien	REB	DDG TDM	cnzibature@reb.rw
12	Steve Harvey	DFID	Education Specialist	Steve.harvey@dfid.gov.uk
13	Youn Young Joon	KOICA	PM, TVET TAPF	Pjoon882@gmail.com
14	Abineza Sylvine	KOICA	Education Program Coordinator	Sylvine.neza@gmail.com
15	James McIntyre	Mastercard Foundation	Program Manager	jmcintyre@mastercardedn.org
16	Callist KAYIGAMBA	World Vision	Education Technical Program	callist_kayigamba@vovi.org
17.	Ruth Mbabazi Kabutembe	VSO	Manager Education Advisor	Ruth.mbabazi@vsoint.org
18	Jef Peeraer	VVOB	Manager	Jef.peeraer@vvol.be
19	Emilia Molnar	Sida/ Embassy of Sweden	Senior Programme Manager	Emilia.molnar@gov.se
20	Stefan Sckell	German Embassy	HOC	Wz.1@niga.diplo.de
21	Beate Dippmar	GIZ	Component Manager, TVET	Beate.dippmar@giz.de
22	Marie Rose Ntawiha	Handicap International	Inclusive Education	Cdp.ei@hi.rwanda.org
23	Shuhei Saikawa	JICA	Project Manager	Saikawa.shuhei@jica.gov.jp
23	Alice Ching'oma	DFID	Education Advisor	achingoma@dfid.gov.uk